

**TOWARDS EFFECTIVE PLANNING AND IMPLEMENTATION OF  
DEVELOPMENT INITIATIVES AT THE LOCAL LEVEL IN CAPIRCORN DISTRICT  
MUNICIPALITY, LIMPOPO PROVINCE, SOUTH AFRICA**

by

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THESIS

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## DECLARATION

I declare that **TOWARDS EFFECTIVE PLANNING AND IMPLEMENTATION OF DEVELOPMENT INITIATIVES AT THE LOCAL LEVEL IN CAPIRCORN DISTRICT MUNICIPALITY, LIMPOPO PROVINCE, SOUTH AFRICA** is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references and that this work has not been submitted before for any other degree at any other institution.



25 September 2014

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Akililu Admassu Asha

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Date

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## **ABSTRACT**

In South Africa, various studies have indicated that achieving developmental mandates by local authorities is one of the biggest challenges largely due to poor planning and implementation. For instance, many local municipalities had performed inadequately in relation to their functionalities in planning and implementation of various IDP initiatives in Limpopo. The purpose of this research was to assess how local municipalities can further enhance their effectiveness in planning and implementation of development initiatives at the local level in Capricorn District Municipality, Limpopo Province South Africa. The methodology of this study was largely a qualitative case study and the quantitative approach was also used to augment the qualitative findings. The study was undertaken in three local municipalities such as Polokwane, Lepelle-Nkumpi and Agnang by engaging various IDP stakeholders including local government officers and the community representatives. The findings indicated that the local municipalities in the study area have not successfully played their role in local development. The basic service delivery was largely inadequate, the role in poverty alleviation was insufficient and community participation remains a serious concern at the local level. The finding reveals, inter alia, that the decision making process is limited, delayed and inconsistent; the institutional capacity was largely inadequate; limited understanding of IDP; limited stakeholder's commitment; limited responsiveness to the local needs and priorities; and challenges in inclusive and wider involvement at ward and village levels. Furthermore, it was discovered that the local municipalities has not effectively addressed the planning and implementation of IDPs. The finding shows, inter alia, that tendency of top-down and technocratic planning; a concern over IDP on whether

it reflects people's needs and aspirations; lack of mobilisation of local resources; difficulty in integration and coordination; IDP projects implementation is slow, lacks sustainability and limited impact; and poor monitoring and evaluation of IDPs due to limited participation, lack of capacity and deficiencies in processes and procedures. Based on the findings, this research proposed the necessary strategic interventions and a framework for improving the effectiveness of the existing approach to planning and implementation of IDPs in the local municipalities. Therefore, it is recommended that local municipalities should promote their development role through strengthening the decision making process, institutional capacity, commitment, responsiveness and inclusive approach to local development. It is also recommended that local municipalities should emphasize more on people's needs and priorities and encourages ward based planning approach to improve the planning process of IDPs. Likewise, local municipalities should strengthen their IDP implementation through mobilisation of local resources, better integration and coordination, improved project implementation, monitoring and evaluation. Furthermore, the proposed framework for strengthening the planning and implementation of IDPs be implemented, evaluated and integrated into the current IDP process of the local municipalities.

**Key concepts:** *development, decentralised development, local government, development role of local government, integrated development planning, Integrated Development Plans (IDPs), development planning, and development implementation.*

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## **ABBREVIATIONS**

- CBOs: Community Based Organizations
- CDWs: Community Development Workers
- CDM: Capricorn District Municipality
- COGTA: Cooperative Governance and Traditional Affairs
- DPLG: Department of Provincial and Local Government
- IDPs: Integrated Development Plans
- LED: Local Economic Development
- NDP: National Development Plan
- NGOs: Non-Governmental Organizations
- NSDP: National Spatial Development Perspective
- PGDS: Provincial Growth and Development Strategy
- PMS: Performance Management System
- RDP: Reconstruction and Development
- RSA: Republic of South Africa
- SSA: Statistics South Africa
- UNDP: United Nations Development Programme

## **CHAPTER ONE: INTRODUCTION**

### **1.1 INTRODUCTION AND BACKGROUND**

Development has been an issue of debate for decades because the implementation of early theories of development such as the modernization and dependency theories had failed to bring meaningful changes on the quality of people's life in developing countries. The dissatisfaction with the outcomes of these early theories and practices of development has led to a major paradigm shift in development thinking.

Literature shows that the approaches had contributed less to the reduction of poverty and inequality in developing countries of Africa, Asia and Latin America despite some economic growth (Haynes, 2008; Todaro and Smith, 2008). As a result, a paradigm shift had taken place to revisit the conceptual and theoretical approaches to development.

The focus on the concept of development has shifted from the narrow view of achieving economic growth to a comprehensive way of addressing multidimensional aspects of development. In the past, development was mainly equated with economic growth, but gradually it has been expanded to encompass other dimensions, including social, political, institutional, and environmental aspects.

Bellú (2011:2) argues the fact that development is “a multi-dimensional concept in its nature because any improvement of complex systems, as indeed actual socio-

economic systems are, can occur in different parts or ways, at different speeds and driven by different forces". The author further explains that development encompasses the following dimensions: economic development; human (social) development; sustainable development; and territorial (spatial) development.

Furthermore, the emphasis on approaches to development has moved from traditional centralized top-down system to a more decentralised people-centred development. Some of these people-centred development approaches are: community development; integrated rural development; participatory development; sustainable development; and capacity building (David's *et al.*, 2009).

People-centred development seeks to mobilize local resources and transform institutional approaches to promote self-reliant participatory development initiatives at local level (Theron, 2008). Overall, the aim of development should be meeting the basic needs and priorities of people to improve the living standard of disadvantaged and marginalized groups in the community.

The above shifts in the concept and approaches to development have created more awareness and recognition among policy makers towards promoting the role of local governments, as agents of socio-economic transformation at grass root level. The local authorities have become more important for the roles they play in development despite the criticism with regard to limited capacity for managing development initiatives at local level.



It has been argued that local governments should play key roles in a decentralised system towards enhancing the social, infrastructural, economic and sustainable development in their community. In Australia, after the economic restructuring of the 1980's, local governments has been considered as important institutions for promoting the agenda of economic development at the local level (Jones, 2008).

For instance, a study of local development initiatives in Zambia indicates the changing approaches to development planning and implementation as a result of decentralisation initiatives. Local governments made efforts to improve both the economy and service delivery through adopting a strategic plan for promoting local economic initiatives (Hampwaye and Rogerson, 2011).

It can also be argued that the role of local governments in local development can be further improved through decentralisation of planning and implementation. Theoretically, decentralisation contributes to strengthen local government institutions. As evidences indicate, a number of developing countries have been implementing decentralised development approach to promote socio-economic transformation at the local level (Bardhan, 2002; Steiner, 2005).

The major justification for implementing decentralised policy in developing countries include the need to strengthen development role of local authorities in relation to participatory governance, poverty reduction and service delivery. The assumption is that decentralisation process can better facilitate local development planning and implementation because it brings governance in close contact to the grass root community.

The devolution of power, responsibilities and resources to local authorities can increase local participation. This depends on certain conditions and critical factors. There are several evidences that show the positive impact of devolution of power on improving local participation, in particular to increasing involvement and representation of marginalized and disadvantaged groups in society such as women and minority groups (Heller *et al.*, 2007; Blair, 2000; Sanni, 2010).

Despite the existence of decentralised system of governance in some countries, studies show that there was inadequate participation of local people in development process due to ineffectiveness in local government institutions (Mizrahi, 2004; Friedman and Kihato, 2004). The authors suggest that the following key factors should be considered in local planning and implementation of development initiatives

- a) The availability and accessibility of established structures and processes
- b) The inclusion of disadvantaged groups within community
- c) The scope and clarity of agenda for decentralisation and
- d) The capacity of local authorities to implement the processes.

There is a common understanding that the devolution of power and resources to local authorities helps to promote poverty alleviation at grass root level. However, studies indicated the fact that the relationship between decentralisation and poverty alleviation is not straight (Steiner, 2005; Jütting *et al.*, 2005). The authors argue that poverty alleviation is rather shaped by a number of factors

- a) The degree of devolution of power, responsibilities and resources
- b) The level and quality of participation of the poor in development process
- c) The commitment of stakeholders

(public, private and civil society) and d) The capacity (financial and skilled human power) of local government institutions.

### **1.1.1 Overview of the role of local governments in development**

In South African decentralised system of governance, local authorities are mandated to encourage local participation, service delivery and poverty alleviation initiatives at the grass root level pertaining to the socio-economic transformation of the most disadvantaged and marginalized groups in the society. Therefore, it is crucial for local authorities to strengthen their planning and implementation of local development initiatives, especially the integrated development planning approach in the context of South Africa.

In South Africa, the pre-democratic era was mainly characterized by the apartheid top down development administration, which was based on the system of institutionalized racial segregation and separate development. This system generally was identified as lack of freedom, democracy and unequal development in South Africa (South Africa, 1994).

The top-down system also failed to address the socio-economic needs of the majority who were marginalized and disadvantaged. For example, most black South Africans were economically marginalized and disadvantaged due to policy restrictions on their socio-economic rights. Forceful removal from farm land and lack of access to various household basic services, including quality education and health services were some of such restrictions. As a result, millions of people, especially in

rural areas and townships of the former homeland continued to lead poor quality of life under extreme situations of poverty and inequality (South Africa, 1994).

It is clear that the post-apartheid government has inherited bad legacies such as racially divided societies, widespread poverty and inequality. To improve the situation, the new democratic South African government has shifted its focus more on building democracy and development for the benefit of all its citizens. This has been institutionalized through legal and policy reforms. In this regard, the national government has also put in place various policies and strategies.

The first socio-economic policy was *The White Paper on Reconstruction and Development (RDP) of 1994*. It aimed to promote socio-economic development through meeting the basic needs of people, including job creation, land reform, housing, water, sanitation, energy, transport, nutrition, healthcare, the environment, social welfare and security.

Secondly, *the Constitution of the Republic of South Africa of 1996* was adopted and the focus was on the important role of public sectors in promoting social and economic transformation. The Constitution states that public administration in South Africa should be development-oriented (South Africa, 1996).

*The Accelerated and Shared Growth Initiative-South Africa (ASGI-SA)* was also adopted in 2004 with the main objective to accelerate economic growth, halve poverty and unemployment by 2014. To accomplish the objectives the national government employs various strategies. These include: infrastructure investment,

education and skill development, eliminating the 2<sup>nd</sup> economy, public expenditure, small business and broad based empowerment, macroeconomic stability, and government intervention in implementation of service delivery, black economic empowerment (Gelb, 2007).

Another policy guideline for local and regional development in South Africa is the *National Spatial Development Perspective of (NSDP) of 2006*. It is a policy tool which is used at national level to guide the provincial and local investment and development. It informs the Provincial Growth and Development Strategy (PGDS) as well as the municipal Integrated Development Plans (IDPs). The purpose of this policy is to enhance coordination of activities, integrate, harmonize alignment of infrastructure investment and development programmes, sharing knowledge, and providing an approach to guide policy implementations across the government (South Africa, 2006).

The National Spatial Development Perspective (NSDP) has generally contributed for infrastructural investment and development for spending in economic priority sectors such as mining, agriculture, tourism were identified through Provincial Growth and Development Strategy (PGDS), e.g. Limpopo Province. It helps for identification of provincial infrastructures such as stadiums, development corridors and nodes, water dams, power stations and tourism areas. Additionally, it helped to get focus and direction by identifying potentials and local priorities for effective implementation of municipal Integrated Development Plans (IDPs).

Recently government has adopted *the National Development Plan (NDP) 2030*. The plan contains strategies to reduce poverty, unemployment and inequality in South Africa by 2030. The NDP emphasizes on the need to create jobs, expanding infrastructural investment, efficient utilization of resources, building developmental state, anti-corruption initiatives, and improving human capability through quality education and health services. It has been adopted by government, however, critics casts doubt about its implementation due to lack of state capacity and inadequate public participation (Qwabe, 2013).

As part of the country's decentralisation of development planning and implementation, South African local governments have been given a development mandate to contextualize and implement these policies to redress the legacies of colonial and apartheid eras. Developmental local governments refers to local government committed with a developmental mandate to work with citizens and groups in the community to find sustainable ways of meeting their social, economic and material needs and improve the quality of their lives (South Africa, 1998). This explanation points out the important role of local governments in identifying and addressing the priority needs of community through improved participation.

Developmental local governments have the following characteristics (South Africa, 1998). The first characteristic of developmental local government is maximizing social development and enhancing local economic growth. Concerning social development local government should meet the needs of the poor, especially disadvantaged and marginalized, through provision of basic household services and infrastructures, arts and cultures, provision of recreational and community facilities,

and social welfare services. Local governments must also play critical role in partnership with local business and investors to promote job creation and investment. Local government is required to create conducive atmosphere for business and investment.

The second feature of developmental local government is ensuring integration and coordination. To this end, developmental local governments must work in partnership with national and provincial departments, private sectors and civil society groups to mobilize resources and increase investment opportunities. Integrated development planning as local tool is introduced to facilitate integration and collaboration in planning and implementation of local development initiatives.

The third characteristics are democratizing development, empowerment and redistribution. Local governments must promote involvement of community and community groups in the planning and implementation of development programmes and projects. They must give attention towards inclusive approaches to fostering the participation of marginalized and excluded people in society such as women and minority groups. Developmental local governments should seek ways to enhance empowerment and redistribution through strategies such as subsidized services to low income households and provide financial and technical support to community organizations. In short, local government must enhance their efforts to bring positive impacts on poverty eradication at grass root level.

Finally, local government must lead and enhance a learning process. This can be achieved through building social capital in order to create shared vision and find local

solutions for development. Developmental local government must become innovative, strategic and visionary and must also take steps to build capacity of its community at large (South Africa, 1998).

Furthermore, *The White Paper on Local Government of 1998* identifies major developmental outcomes expected from local governments (South Africa, 1998). These include the provision of household services and infrastructures. Local governments have mandate to improve socio-economic conditions of community through provision of household basic services and infrastructures such as water, sanitation, local roads, storm water drainage, refuse collect, electricity, and housing. They can better achieve these objectives by prioritizing services and infrastructure according to the needs of community.

Secondly, the White Paper focuses on creation of liveable, integrated cities, towns and rural areas. Local governments are expected to promote integration of towns and townships in urban areas. Furthermore, improving access to land and services for the rural people is a key issue. Local governments must consider environmental issues in their planning processes for both rural and urban areas.

Finally, the White Paper mandates Developmental local governments to play a critical role in promoting local economic growth. Local government must focus on attracting and retention of potential investors to support investment, encourage and support small business, provide targeted assistance for growth sectors, skills and training programmes, fostering coordination with other agencies and amendment on existing policy.



From the above exposition of it can be argued that the developmental mandate of local government is generally overambitious and broad in scope (Pieterse *et al.*, 2008). Given the situation of South African local governments, it becomes difficult for local authorities to balance their context, capabilities and developmental objectives.

Research shows that local governments have been struggling with several difficulties with regard to the implementation of their developmental policy mandate (Asmah-Andon, 2009; Malefane, 2009; Maserumule, 2008). These authors indicated that a number of factors are responsible for inadequate performance of local authorities regarding services and development. Accordingly, lack of capacity (financial and human); weak communication and ineffective coordination; ineffective municipal structures; the notion of bureaucracy and authority; low level of public participation; inadequate service delivery; and the failure of poverty alleviation projects are some of the problems related to ineffectiveness in developmental local governments in South Africa.

Different studies have been carried out to understand the effect and factors associated with the role of local government in service delivery in decentralised systems in developing countries of Asia, Latin America and Africa. Generally, the findings of the researchers vary in reporting of the impacts of the process on service delivery.

The findings indicated have revealed mixed results (Ghuman and Singh, 2013; Conyers, 2007; Robinson, 2007; Scott, 2009). According to these authors the factors

that affect the impact on service delivery are, namely a) Limited supply of financial resources b) Devolution of power and responsibilities c) Fiscal autonomy at local level d) Autonomy to local governments in Human Resource Management (HRM) matters e) Performance based incentive structure f) Promotion of minimum standards to enhance quality of services g) Transparent decision making process h) Participatory governance model i) Political incentives in terms of commitment to genuinely devolve power and responsibility and j) Limited administrative capacity in relation to functionality and management of public finances.

In general, the aforementioned discussion provided impression on the role of local government in decentralised system in different countries has helped to point out the gap between theories and practices. It has also provided overview on key factors underpinning the effectiveness in the role of local authorities in local development.

### **1.1.2 Overview of the planning and implementation of Integrated Development Plans (IDPs) in South Africa**

One of the strategic tools to realize development agenda of local governments in South Africa is an integrated development planning approach (DPLG, 2000). Integrated development planning is a municipal strategic tool that guides all planning and implementation in municipalities. It can be seen as a planning and strategic tool to assist local governments in designing and implementation of development initiatives.

The concept of integrated development planning was introduced in South Africa during 1990s to facilitate the change process in planning. First, the change process encouraged a move away from technocratic blueprint approach to participatory planning. Secondly, the change process intended to shift from land and infrastructure focused planning to people-centred planning approach.

In 1996 the integrated development planning was adopted as a major local planning tool to facilitate the implementation of socio-economic policy at local level in South Africa. The tool was further institutionalized in a number of legal and policy documents such as: *The White Paper on Local Government of 1998*; *Local Government Structures Act, 1998*; and *Local Government Systems Act, 2000*.

The Department of Provincial and Local Government (DPLG) explains integrated development planning as:

*“Participatory approach to integrated economic, sectorial, spatial, social, institutional, environmental and the 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 poor and the marginalized”.*  
(DPLG, 2000:15).

Similarly, the *white Paper on Local Government of 1998* describes integrated development planning as a process through which a municipality prepares and establishes a short, medium and long-term development plan. Integrated development planning, therefore, should be considered as the major tool of local

planning because it helps local governments to match resources with priority objectives as well as improve coordination.

It has been noted that many South African local authorities have been preparing and planning municipal Integrated Development Plans (IDPs) in order to comply with the policy and legal requirements. However, there are various concerns with regard to the planning process of Integrated Development Plan (IDP), *inter alia*: the tendency of technocratic (top-down) approach; questions of citizen engagement in the Integrated Development Plan (IDP) process in terms of need identification and prioritisations; and poor integration between municipalities and sector departments (Pieterse, 2008).

Studies have also revealed the fact that that public participation is limited in Integrated Development Plans (IDPs) (Maphunye and Mafunisa, 2008; Mafunisa and Xaba, 2008). Mafunisa and Xaba indicated that there is inadequate public participation in Limpopo Province due to lack of culture of public participation, lack of information, inadequate skill for public participation, population diversity, and negative attitudes.

Concerning the implementation of Integrated Development Plans (IDPs), studies shows that the implementation programmes and projects has been largely inadequate. There is slow implementation of Integrated Development Plan (IDP) projects, had limited impact on lives of beneficiary people, and generally lacks sustainability (Tshikovha, 2006; Lelope, 2007; Mashamba, 2008; Asmah-Andon, 2009).

Literature also revealed that development plans have failed to meet the priority needs of targeted beneficiary community, especially in rural areas. The failure of municipal development programmes and projects has contributed for violent service delivery protests across the country from communities angry at the slow pace of service delivery (Malefane, 2009; Lelope, 2007).

In Limpopo, for instance, in 2005 majority of the local governments were earmarked for project consolidation (Sefala, 2009; Goldman and Reynolds, 2008). Project consolidate was launched in response to poor performance in local governments to implement service delivery. Cooperative Governance and Traditional Affairs (COGTA) also indicated that, in Limpopo Province, the majority of the local governments are still in vulnerable situation in terms of functionality, socio-economic condition and backlog status (COGTA, 2009). These local governments have critical problems in planning and implementation of their IDPs (Mashamba, 2008; Lelope, 2007; Tshikovha, 2006).

It also appears that the support measures taken so far by national and provincial level were inadequate in relation to the magnitude of challenges that local governments are facing to achieve their developmental mandates. Despite the efforts that have been exerted by the post-apartheid government, there are signs of deterioration of services including poor health services, falling educational standard, acute shortage of houses (Nengwekhulu, 2009).

In general, past studies reported that there is much to be done to improve service delivery to community in South Africa (Phago, 2009; Nengwekhulu, 2009). The whole situation implies the need to improve local planning and implementation of development initiatives.

It is against this background that this research seeks to explore a sample of local municipalities in Limpopo to investigate the role of local municipalities in development and their effectiveness in planning and implementation of IDPs. It was expected that the study could contribute for a current debate about the role of local governments in development, especially in service delivery. Furthermore, this study is of critical importance in terms of improving the effectiveness in planning and implementation of IDPs as a tool for developmental local government in South Africa.

This chapter started with providing basic information about context and background for the topic under investigation. Following this is the problem statement, the research questions, and the study objectives. The chapter concludes with a discussion about the significance of this study, definition of key terms, and the structure of the entire thesis. Finally, the chapter provides concluding remarks.

## **1.2 PROBLEM STATEMENT**

Despite an enormous support and key strategic measures provided by the national government and other concerned agencies, the situation with planning and implementation of the local development initiatives remains largely inadequate, particularly to the municipal Integrated Development Plans (IDPs). Thus, this study

generally focuses on how to improve the effectiveness in planning and implementation of the Integrated Development Plans (IDPs) thereby to enhance the development role of the local municipalities in the study area.

Theoretically, it has been assumed that development-oriented decentralisation strengthens the local government to effectively plan and implement the local development initiatives. However, in South Africa literature shows that achieving developmental mandates by local authorities remains one of the biggest challenges as a result of poor planning and implementation (Cash and Swatuk, 2011; Komma, 2012). Generally, in South Africa,

*“Decentralisation has not fulfilled its promises. Sixteen years after the adoption of the Constitution, municipal governance in South Africa is in a state of paralysis, service delivery failure, and dysfunction” (Koelble and Siddle, 2013:343).*

Concerning the Limpopo Province, most local authorities have continued to struggle to achieve their development policy mandates despite supportive measures provided by governments and concerned agencies. According to Sefala (2009), the majority of the local municipalities in this Province were earmarked for project consolidation in 2005 due to their poor performance in planning and implementation of service delivery initiatives. Additionally, the recent assessment conducted by the Cooperative Governance and Traditional Affairs (COGTA) has indicated that 72 per cent (18 out of 25 local municipalities) in Limpopo were reported to be at vulnerable situation or at risk in terms of their performance (COGTA, 2009).

Different researchers in various parts of the globe have researched on the role of local governments in local development, especially the challenges in planning and implementation. It seems that the unit of analysis for these studies was inadequate as most studies were conducted at regional, country, and cross-country levels rather than on local levels. The methodology of these researches was also based on secondary sources of data. Hence, some researchers are of the opinion that further research should be done at the local level (Jütting *et al.*, 2005; Oxhorn *et al.*, 2004).

Firstly in the aforementioned context, this study seeks to contribute to the current debate about the role of local government in development in South Africa. Secondly, it is anticipated that the knowledge generated from this study would add new insights for improving the effectiveness in planning and implementation of IDPs, which is the strategic tool for developmental local governments in South Africa. Previous studies have given more attention to analysis of the achievements and challenges concerning IDPs and developmental local governments (Binns and Nel, 2002; Mac Kay, 2004; Tsatsire, *et al.*, 2010). In general, it also seems that there are limited publications on enhancing the effectiveness in planning and implementation of IDPs in Limpopo.

### **1.3 MAJOR RESEARCH QUESTION AND SUB-QUESTIONS**

In qualitative study, research questions are mostly used to capture and discover the meaning rather than testing hypothesis (Neuman, 2006). As this study primarily followed qualitative approach, it therefore seeks to inquire and answer thoroughly the broad research question stated as follow: 'How can local municipalities further



enhance their effectiveness in planning and implementation of development initiatives at the local level in Limpopo Province?’ The overall question focuses on the current role of local municipalities in development and the effectiveness in planning and implementation of IDPs in the local municipalities of Limpopo.

The question generally will be answered through theoretical investigation of existing documents which will then be grounded by empirical findings on primarily qualitative case study as well as quantitative approaches conducted in the three local municipalities under Capricorn District Municipality (CDM) in Limpopo Province, South Africa. It contributes to the continued debate over the role of local government in local development and the effectiveness in planning and implementation of IDPs in South Africa.

This study will also seek to address the following three specific sub questions which are linked in to the broad study questions.

- The first sub-question is “why and in what situation do the local municipalities become more promoted to achieve their developmental mandates in decentralised system of governance?” This question helps to uncover the role of local municipalities in development as well as the key factors and conditions to be considered to enhance the effectiveness of developmental local municipalities in Limpopo Province.
- The other sub-question for this research includes “to what extent, and why do the local municipalities differ in their implementation of IDPs?” This question emphasizes on the effectiveness in planning and implementation of IDPs and

the key factors and conditions to be considered to improve the planning and implementation of IDPs at developmental local municipalities in Limpopo.

- The last sub question for the study is, “why and in what ways the existing approach of local planning and implementation should be further improved to promote developmentally effective local municipalities?” This question helps to propose the necessary strategic interventions and a framework for improving the effectiveness of existing approach to planning and implementation of IDPs at local municipalities.

## **1.4 THE AIM OF THE RESEARCH AND SPECIFIC OBJECTIVES**

### **1.4.1 Aim**

The overall aim of this study is to assess how local municipalities can further improve their planning and implementation of development initiatives to enhance people’s quality of life in rural areas of Limpopo Province.

### **1.4.2 Objectives**

The objectives of the study include the following:

- To assess the role of local municipalities towards achieving their developmental policy mandates. This objective deals about the role of local municipalities and the key factors that affect the role of local municipalities within decentralised systems of governance.
- To examine the extent of implementation of IDPs in the local municipalities. It deals with the investigation of the implementation of IDPs and the key factors that affect the effectiveness in planning and implementation of IDPs.

- To find out the necessary strategic interventions and propose a framework to improve the effectiveness of existing approach to planning and implementation of the IDPs in the local municipalities. The intention of this section is to emphasise on identifying the necessary strategic interventions and propose a framework for improving the effectiveness of existing approach to planning and implementation of IDPs in local municipalities in Limpopo Province.

## **1.5 DEFINITIONS OF KEY CONCEPTS**

For the purpose of clarity, the following definitions of key terms are presented, as their meaning might differ when applied in other contexts or by different disciplines:

### **1.5.1 Development**

Development is a complex concept and defined in different ways. Stingliz (1998) describes development as a total transformation of the social, economic and cultural dimensions of society to improve living conditions and welfare. Likewise, Sen (1999) describes development as freedom from fear, hunger, disease, ignorance and from various types of oppressions which affects the human being. In its human development report of 2000, the United Nations Development Programme (UNDP) defines development as human development which is: “The enlarging process of enlarging people’s choices by expanding human functioning and capabilities. It represents a process as well as an end. ...human development is development of the people, for the people and by the people.” (UNDP, 2000:17). Development entails enlarging choice in areas of participation, security, sustainability and human

rights as well as creating a favourable condition in which each individual in society achieve their capacity in terms of economic, education, and health (UNDP, 2000). Hence, the term development for the purpose of this study refers to meeting the priority needs of a community through expanding their choices and building capacity to improve the living standard of the poor. Generally, the definition stresses the fact that development must focus on people and changing their quality of life.

### **1.5.2 Development-oriented Decentralisation**

Generally, decentralisation involves distribution of power to make decisions and transfer of accountability, responsibility and resources from centralised top management level to local level government. Decentralisation in this case includes political, administrative and fiscal aspects (Jütting *et al.*, 2005; Ribot, 2002) to empower local government and community. Hence, development-oriented decentralisation refers to the approach in which decentralisation is considered as a process that brings social, economic and political transformations towards improving the quality of life at the local level.

### **1.5.3 Local government**

According to the constitution of Republic of South Africa, Act 108 of 1996, local government refers to a third spheres of government consists of municipalities that have got both legislative and executive power in its area of jurisdiction. Furthermore, the Constitution identifies the local government as an agent of social and economic transformation at the local level (South Africa, 1996). For the purpose of this study local government denotes local municipalities that fall under “category B”. The local

municipalities serve as the most local tier of local government and share a municipal executive and legislative authority in its area of jurisdiction with category 'C' municipalities or district municipalities within whose areas it falls (South Africa, 1996). The local municipalities are further divided into wards for administrative purposes.

#### **1.5.4 Development Role of Local government**

For the purpose of this study, the development role of local government includes the roles in local participation, service delivery and poverty alleviation. Local participation refers to formal involvement by communities in the local decision making structures with regard to the process of development planning and implementation (Stiglitz, 2002; South Africa, 2005). In this study, basic services refer to services provided by local government to improve people's quality of life. These services are among others water, toilets facilities, refuse removal, electricity and housing. Local governments in South Africa are legally mandated to provide such services to the community in their area of jurisdiction (South Africa, 1994; South Africa, 1996; South Africa, 1998). Poverty is a very broad and multi-dimensional concept. It includes various types of deprivations such as low level of income, lack of basic needs, inadequate livelihood strategies and social exclusion (Davids *et al.*, 2009).

#### **1.5.5 Development planning**

According to Dale (2004) development planning is a process-oriented, people-centred, emphasize on means-ends relationship, institution-sensitive, and strategic process. In other words, development planning should consider the context and

institutional capacity. Additionally, it must focus on identifying priority needs of people; formulation of development objectives; clarify the roles of various stakeholders; and assessment of external factors. Similarly, Theron and Barnard (1997) explain development planning as a process which involves participation, social learning, self-reliance, empowerment, and sustainability. These definitions clearly show that development planning is all about a comprehensive, integrated and participatory method of planning with the aim to improve people's quality of life. Hence, development planning refers to a planning approach that focuses on socio-economic transformation of communities. This type of planning generally requires a bottom-up approach and institutional reforms towards more integration and collaboration.

#### **1.5.6 Development implementation**

Implementation is the process of carrying out actions necessary to achieve specific goals or objectives that have been identified in the form of plans (Conyers and Hills 1984). Swanepoel and De Beer (2011) describes that development implementation involves organizational arrangements, administration and management, execution of project activities, project monitoring and feedback as well as record-keeping. From these points of view, implementation refers to the process that involves actual execution of the planned activities of a specific development project and programmes.

### **1.5.7 Integrated development planning**

Integrated development planning is one of the strategic tools to realize the developmental policy mandates of local governments in South Africa (South Africa, 1998). To put it differently, integrated development planning is a municipal strategic tool that guides all the planning and implementation of development initiatives within the municipal set-up. It can be seen as a planning and strategic tool to assist local governments in designing and budgeting processes (South Africa, 2000).

### **1.5.8 Integrated Development Plans (IDPs)**

IDPs are simply the municipal principal plan which is produced through the rigorous process of integrated development planning to guide all the services and development works in the municipalities.

## **1.6 SIGNIFICANCE OF THE STUDY**

This research contributes to the understanding of the role of local governments in development, in context of local municipalities under study. The finding could be an ingredient in the current debate over services delivery in the local municipalities in South Africa.

Furthermore, the study is of critical importance in terms of improving an understanding on improving the effectiveness in planning and implementation of IDPs as a tool for developmental local governments in South Africa. In this regard, the study will assist policy makers and practitioners at the local levels to consider

alternative strategic interventions to improve services and development to the community at large.

On top of that, this study has contributed a lot in building the capacity and confidence of the present researcher in terms of writing scientific papers, reading conference papers and publishing articles mostly related to this study (for details please see the annexure–G).

## **1.7 THE STRUCTURE OF THE THESIS**

The thesis has six chapters dealing with various aspects of the study. The thesis is structured as follows:

### **Chapter One: Introduction**

This chapter introduced the key elements of the study including: context of the study; research problem; research questions; aim and objectives of the study; definition of key concepts; and significance of the study. The structure of the thesis was also outlined.

### **Chapter Two: Theoretical analysis of the development role of local governments in decentralised system**

In this chapter, the development role of local governments in decentralised systems of governance is explained in detail. First, it presents conceptual overview of development-oriented decentralisation. Secondly, it explores the perspectives on the role of local government in local development. Thirdly, the chapter analyses the role



of local governments in socio-economic transformation. Fourthly, it examined South African experience of developmental local governments. Fifthly, the chapter discusses the implementation of developmental local governments. Sixth, framework for enhancing the development role of local municipalities was presented. Finally, the chapter provides conclusive remarks based on the discussion.

### **Chapter Three: Theoretical analysis of the effectiveness in planning and implementation of Integrated Development Plans (IDPs) in South Africa**

Chapter Three emphasises on the implementation of IDPs in South Africa. First, it explores conceptual frameworks of development planning. Secondly, it analyses the approach of integrated development planning in South Africa. Thirdly, the chapter discusses the preparation and planning of IDPs. Fourthly, the chapter discusses the implementation of IDPs. Fifthly, it presents a framework for effective local planning and implementation of development initiatives. Finally, the chapter provides conclusive remarks based on the discussion.

### **Chapter Four: Methodology of the study**

This chapter focuses on the research methodology. It clarifies issues such as: the approach adopted for the purpose of this study; background of the study area; population and sampling techniques; data collection; data analysis; validity and reliability and ethical considerations.

## **Chapter Five: Data analysis and presentation of findings**

Chapter Five provides empirical findings from field research on three local municipalities which are Polokwane, Lepelle-Nkumpi and Aganang. The research methodology includes questionnaire, individual interview, group discussion and document analysis. A questionnaire was administered to IDP stakeholders such as municipal officers, CDWs and ward committee. Individual interviews involved private sectors, traditional leaders, CBOs and municipal officers whereas group discussions mainly included ward committee. Document analysis focused on the socio-economic impact assessment of integrated development planning in the Capricorn District Municipality (CDM) -2010 and Statistics South Africa census report- 2012. The analysis and interpretation of findings is presented in detail.

## **Chapter Six: Summary, conclusion and recommendation**

The last chapter of the thesis consists of a conclusive summary and identifies the necessary strategic interventions to address the research questions of this study. Recommendations are provided in relation to challenges that affect the development role of local governments in decentralised systems. Recommendations are also based on the challenges and constraints in preparation, planning and implementation of IDPs at the local municipal level. This chapter also proposes a framework for effective planning and implementation of IDPs in the local municipalities.

## **1.8 CONCLUSION**

The purpose of this chapter was to provide a background and contextual information for the study. This chapter introduced the role of local government in development within the context of decentralised system of governance. It argued about the need to enhance the role of local authorities through effective planning and implementation of IDPs. Furthermore, devolving power, responsibilities and resources to lower level authorities can potentially impact on socio-economic transformation towards improving the quality of life at grass root level.

South African developmental local governments are mandated with power, responsibility and resources in order to promote development within their area of jurisdiction. This sphere of government has accountability and responsibility given by various national and local policy and legislative frameworks to improve socio-economic conditions of the people through participatory and sustainable approaches. Achieving developmental policy mandates will remain a serious challenge for local authorities, hence empowering local government in all aspects is necessary to promote their developmental agenda.

The decentralisation process in South Africa has created opportunities for local government to work closely with community and community based organizations with regard to planning and implementation of development initiatives. To this end, integrated development planning has been adopted as a strategic tool to assist local authorities in managing development processes in their area.

It is therefore essential for local authorities to produce a comprehensive five year plan called an IDP. Evidences shows that many local authorities have been producing their IDPs, however there are serious deficiencies regarding the planning and implementation of the plan itself. This chapter also introduced the frameworks for the research including problem statement, research questions and objectives. The chapter further presented the key conceptual definitions, the significance for study and the structure for the entire thesis. The next chapter is devoted to review literature about the development role of local government in decentralised system.

## **CHAPTER TWO: THEORETICAL ANALYSIS OF THE DEVELOPMENT ROLE OF LOCAL GOVERNMENTS IN DECENTRALISED SYSTEMS**

### **2.1 INTRODUCTION**

Henning *et al.* (2004) states that a theoretical investigation includes a literature review in the form of conceptual framework and empirical evidences. The authors further indicated that the aim of literature review is to set the basis for a research and contribute towards the analysis and interpretation of sources of knowledge in a domain. Accordingly, this chapter is concerned with the theoretical framework that underpins the development role of local government in decentralised system. In particular, it investigates factors that affect the development role of local governments in decentralised system of governance.

The chapter analyses broadly the development role of local governments in decentralised systems of governance. Given the broad nature of the topic, the chapter focuses on the role of local governments in development, especially in local participation, poverty alleviation and basic services. First, it explores the conceptual framework of development-oriented decentralisation. Secondly, it analyses research findings on decentralised local development. Thirdly, the chapter discusses the role of local governments in local development, especially in participation, poverty reduction and service delivery. Fourthly, the chapter discusses the South African experience regarding developmental local governments by investigating the paradigm shifts, legal and policy framework and the status of developmental local governments. Fifthly, it discusses analytical framework for effectiveness in the

development role of local governments in decentralised systems. Finally, the chapter provides conclusive remarks based on these discussions.

## **2.2 CONCEPTUAL FRAMEWORK**

‘Development-oriented decentralisation’ is considered as a fundamental principle to provide a framework towards examining the role of local government in local development, more specifically in analysing conditions and factors that influence the effectiveness of local government in socio-economic transformation at the local level within decentralised systems of governance. Therefore, within the broader framework of ‘development oriented decentralisation’, the philosophical approaches which guide both ‘development’ and ‘decentralisation’ are analysed thoroughly to form operational conception of development oriented decentralisation.

For the purpose of this study under section 2.7, a diagram is provided to partially illustrate the analytical framework. The following detailed clarification is also provided on the subject of ‘development’ and ‘decentralisation’ in order to understand ‘Development-oriented decentralisation’.

### **2.2.1 Development: people centred approach**

There are various schools of thought that elucidate the meaning and corresponding methodological approaches to development. Historical evidences show that theorizing development in a systematic way had started after the 1<sup>st</sup> World War during early 1950’s and 1960’s. Since the 1<sup>st</sup> World War, different conceptual models have been postulated and these models can be broadly categorized as the

traditional and people-centred models. The traditional model of development includes mainly the modernisation and dependency school of thoughts.

One of the major early traditional conceptions of development is the modernisation approach. The theory emerged during the 1950's and 1960's. It considered development as accelerated national economic growth in underdeveloped third world countries primarily the Asian, African and Latin American nations. The proponents of modernisation theory suggested the following strategies of development (Dlamini, 2008; Haynes, 2008; Todaro and Smith, 2008): a) Transfer of aid in the form of capital, experts and technologies, b) Modernizing state structures that are capable of changing political, social and economic situations, c) Changing attitudes and beliefs of traditional society through exposing them to a new life style and, d) Concentrating in expanding industrialization and urbanization processes.

However, this early conception of development was criticized due to the failures to bring meaningful changes in the living standard of poor people. Literature shows that modernisation approach had failed to reduce poverty and inequality as a large number of people in developing world continue to live in absolute poverty and deprived of basic needs (David *et al*, 2009).

The dissatisfaction with modernisation theory had led towards adopting a dependency approach. This model emerged during the 1970's and 1980's in response to the disillusionment in the top-down process of modernisation. Like its competing theory of modernisation, this approach had also focused on economic growth of third world nations in order to overcome underdevelopment.

According to the dependency theory, the major cause of underdevelopment was considered as external factors, primarily the unfair world economic system based on exploitation of resources from developing countries by capitalist nations such as America and Europe. The strategies were emphasised on total isolation and break-away from capitalist countries through cutting trade and investment relationships with these countries. However, in practice it has become difficult for a country to isolate itself from global networks. This approach also failed to address the root causes of underdevelopment in developing countries (David *et al*, 2009; Haynes, 2008; Todaro and Smith, 2008).

The crisis of traditional approaches to development such as modernisation and dependency theories resulted in rethinking about development approaches in developing countries. It was during 1980's and 1990's that the paradigm in development thinking has again started to shift away from traditional models to the people-centred development approach.

The key focus of people-centred theory is people rather than national economic growth. Ordinary people at grass root level are considered as the most important elements in development. People-centred approach to development can be defined as:

*“The process by which the members of society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable justly distributed improvements in their quality of life, consistent with their own aspirations (Korten, 1990:67).*



The approach emphasized on building capacity of the people and their institutions to enhance efficient mobilization and utilization of local resources for reducing inequality and poverty at grass root level. The people centred approach takes into consideration both external and internal factors as causes for underdevelopment in developing countries. Hence, it suggests the implementation of alternative micro-level development strategies to promote local development. The key components of such strategies include genuine participation of people in development planning, implementation and evaluation processes.

The people-centred approach emphasizes the social and economic empowerment of communities in a sustainable manner. In addition, the approach promotes social learning (David's *et al.*, 2009). It is also important to point out that the shifts in paradigm have contributed much for gradual changes in the development thinking.

The first contribution is the need to move away from the narrow to broader understanding about development. This change has a very significant implication in terms of development planning and implementation in developing countries. It entails the need for change in development goals and objectives. It also implies that strategies in development plans and programmes should reflect the need to address community priorities. Burkey (1993) argues about the need to see development from grass roots perspective and a true development involves multiple dimensions: social, political, economic, and humans. This implies that the meaning of development has been changing from its very narrow perspective of economic growth to broader scope which encompasses different development aspects. These aspects include the social and cultural, economic, political and environmental dimensions.

Secondly, the methodological approach to development has shifted from macro level approaches to micro-level approaches. For example, Burkey (1993) stresses the importance of self-reliant participatory development approach that promotes the idea of analysis-action-reflection cycle. Other alternative approaches to local development include decentralisation, citizen participation, capacity building, sustainable development and partnership (David's *et al.*, 2009). In general, for the purpose of this study 'development' is conceptualised as the process of improving people's quality of life through addressing their social, economic, political and environmental dimensions. So any approach to development should be based on people-centred principles which include participation, capacity building, empowerment and sustainability.

### **2.2.2 Decentralisation: strengthening the local government institutions**

Literature shows that the meaning of decentralisation is complex and broad which embraces a variety of sub-concepts and ideas (Oxhorn *et al.*, 2004). The meaning differs depending on the type of disciplines and the type of individuals and organizations involved in conducting a research on the value of decentralised approach for development planning and management. Moreover, its application also varies according to the contextual realities.

Decentralised approaches is more related to the question of why, how and to whom power should be transferred in order to enhance the benefits of this approach in governance and development. In this regard, responsibility should be transferred for

planning, management, and resource utilization and allocation from central government to local level authorities and agencies in the form of de-concentration, delegation, devolution, and privatisation (Kotze, 1997). Three major issues in decentralisation: a) Justification for power sharing as to fulfil certain functions, especially administrative responsibilities, b) It shows the shift of power from national to local levels and, c) The power sharing must involve various forms of decentralisation.

Regarding the different dimensions of decentralisation, there is inconsistency in literature. However, the classification generally may take three forms: political, administrative and physical decentralisation or a mixture of these (Jütting *et al*, 2004). First, the main objective of political decentralisation is to improve relationship between local government and the community at large. This relationship is reflected in terms of distribution of power. Hence, political decentralisation also called democratic decentralisation or devolution entails the transfer of powers and authorities from central government to elected local representatives (Smith, 1996; Manor, 1999). The key characteristics of political decentralisation include some of the issues such as: a) Implementing legal reforms to devolve power, b) Increasing local government ability to act, c) Increasing local government's accountability, transparency, and responsiveness, d) Enhancing the role of civil society, and e) Active participation of communities in development (Ribot, 2002). Therefore, political or democratic decentralisation is more related to promoting people-centred development approach, which aims to achieve people's quality of life through focusing on important values such as empowerment, capacity building, participation and sustainability.

Secondly, administration refers to the capacity for planning, organizing, leading and controlling functions. Administrative decentralisation is therefore, more concerned with improving functionality in terms of administrative capacity and capability. To put it differently, capacity building (human, financial, and institutional capacity) is the main priority of administrative decentralisation. Administrative decentralisation mainly refers to transfer of policy making, planning and management responsibilities from central to local levels, it can be in the form of de-concentration and delegation (Kotze, 1997).

Thirdly, fiscal decentralisation refers to the devolution of taxing and spending powers to lower levels of government (Fjeldstad and Semboja, 2000). Fiscal decentralisation is more concerned with improving access to financial resources at local level. The aim is to empower local government by providing them with more powers over decision making, especially in income generation (revenue collection) and allocation of expenditures. The key elements in fiscal decentralisation include (UNDP, 1996): intergovernmental transfer; autonomy of expenditure allocation; revenue collection through taxes, user fees and contributions; and authorization of local borrowing.

Analysing the various dimensions of decentralisation is critical for understanding the level and degree of power sharing among different actors. The process of devolution depends on the quality of interaction among different actors, mainly the national top-level management, local government and the people or citizens at grass root level. Other actors such as non-governmental organizations and private sectors contribute for effectiveness of the process. The authority or power to make decisions over

priorities and resources constitutes the essence of the devolution process. This creates a situation where more power is shifted to locals to decide on matters that affect their lives.

Along with the distribution of authority, the transfer of accountability and responsibility for planning and managing local development initiatives is the core element in a decentralisation process. Hence, for the purpose of this study, decentralisation refers to the process of devolution that involves sharing of power to make decisions and the transfer of accountability and responsibility from centralised top-level management to local level authorities.

### **2.2.3 Development-oriented decentralisation**

For the purpose of this study development-oriented decentralisation can be described as the process of devolution, primarily legal and policy reforms, to encourage the role of local governments in local development. More specifically, the approach involves distribution of decision making power and responsibility from centralised top-level management to local authorities with a view to improve people's quality of life in terms of social, economic, political and environmental aspects. To that end, the approach of development-oriented decentralisation should encourage the role of local governments in the planning and implementation process of local development initiatives.

What is more, Cheema and Rondinelli (2007) argued that the focus of decentralisation has shifted from transfer of authority within government to sharing of

power, responsibility among all stakeholders including local communities. Thus, in development-oriented decentralisation all local stakeholders such as community, community based organizations, non-profit institutions, private sectors, traditional leaders and others must actively take part in all decision making processes with regard to local development affairs.

### **2.3 STUDIES ON DEVELOPMENT-ORIENTED DECENTRALISATION**

Promoting local government's role in development through decentralisation has been a controversial issue for decades, since the emergence of early theories of development. It is not the scope of this study to trace the history and origins, yet an attempt has been made to review certain current researches conducted at international level in different localities regarding local government's role in development within decentralised system.

So far, a series of studies have been conducted on the role of local government in local development within the context of decentralised systems of governance. These studies directed their attention on the following issues of local development:

- Local participation (Charlick, 2001; Andrews and de Vries, 2007; Wignanraja and Sirivanrdana, 2004; Kakumba, 2010; Blair, 2000; Mizrahi, 2004; and Angles and Magno, 2004);
- Poverty reduction (Jütting *et al.*, 2005; Binns *et al.*, 2005);
- Democracy (Oxhorn *et al.*, 2004; Heller *et al.*, 2007; Blair, 2000);
- Service delivery (Nyenda, 2012; Mosca, 2006);
- Increasing political knowledge (Reyes-Garcia *et al.*, 2010); and

- The impacts on social and economic transformation (Sanni, 2010; Firman, 2009; Nyenda, 2012; Serrano, 2004; Ducci, 2004).

These studies paid more attention to promoting local development through decentralisation of power, responsibilities and resources from national to local government. The researchers also seemed to be precautionary in recommending that decentralised approach should not be considered as panacea for addressing all local development problems.

The overall impression of these studies could be summed up in two themes: that local government has an important role in local development: and that the promoting of local government's role in development within decentralised system determined by certain key factors depending on the socio-economic context of the area.

It is also clear that the previous researches appear to be in contradiction with the outcomes at the local level. So far mixed results (Ghuman and Singh, 2013) have been reported regarding service provision, local participation and increase community empowerment. Additionally, it also seems that relatively less attention has been given to understand the sustainability of the local development initiatives and their benefits to the community at large.

It can also be argued that the unit of analysis for the studies seems inadequate in terms of spatial levels and sources of information. Most studies have been conducted at regional, country, and cross-country rather than on local levels. Meanwhile, some researchers are of the opinion that further research should be

done at local level to establish the significance of decentralising power to local development (Jütting *et al.*, 2005; Oxhorn *et al.*, 2004).

The majority of cross-country and country level studies have employed secondary sources of information (Blair, 2000; Charlick, 2001; Binns *et al.*, 2005; Sani, 2010; Nyenda, 2012; Andrews and de Vries, 2007; Mosca, 2006). However, few studies have used primary sources of information (Heller *et al.*, 2007; Firman, 2009; Reyes-Garcia *et al.*, 2010).

Previous researches generally are incoherent and studies are also biased to regional and country levels. They seem to be heavily dependent in most cases on analysis of secondary sources of information. Therefore, this research gives more emphasis on addressing the gaps that were identified in previous studies.

- The first part of the study intends to contribute to the continued debate on the literature over the role of local governments in decentralised system of governance in Limpopo, South Africa. In line with this, the study attempts to establish crucial conditions and factors that affect the role of local governments in relation to their development role, primarily in the study area.
- The second part of the research focuses on enhancing the effectiveness of integrated development planning as a local strategic tool for developmental local government in Limpopo, South Africa.
- Thirdly, local municipalities, mostly those in rural areas of Limpopo, South Africa, were considered as unit of analysis and this creates opportunities to



understand how policy and decision making processes are taking place at local level.

- Finally, the data collection methods involved both primary sources of information and a variety of literature reviews relevant to this study with a view to contribute for originality of the study.

The following section focuses on the analysis of current literature on development-oriented decentralisation initiatives in different countries to understand the gap between theories and practices. It identifies key factors and conditions underpinning the effectiveness of local authorities in local development. Additionally, the various case studies highlight the effects of decentralised approach on aspects of local development such as local participation, poverty reduction and service delivery. Robinson (2007) pointed out that the arguments for the significance of decentralised approach to local development such as local participation, poverty reduction and improved service delivery, which are mainly based on assumptions and theoretical justifications.

## **2.4 THE ROLE OF LOCAL GOVERNMENTS IN DEVELOPMENT**

Local governments are increasingly seen as agents of people-centred development. This sphere of governance is recognised as a vital structure for its vicinity to the local community. For instance, in South Africa, the democratic government has been promoting development-oriented decentralisation to promote the role of local government in development. The various policy and legal frameworks in the country stipulated that local governments should be development-oriented and therefore

encourage the social and economic transformation by engaging community and community based organisations.

Local governments have been established and existed to achieve diverse development objectives. First, local governments can contribute for increased popular participation in development planning and management through initiating and facilitating practices that can encourage mutual partnership and interaction among communities, community based organizations and local government (Butler, 2005). Secondly, local governments can contribute for the creation of enabling conditions for pro-poor economic growth that encourages community empowerment in the form of poverty alleviation through better service provision, improving conditions for local economic development, and creating job opportunities (Vander Wal and Hilhorst, 2007).

However, the major concern behind achieving these development mandates of local governments is that they should give equal attention for maintaining sustainability of the development initiatives and benefits for the community at large. It has also been debated that in order for local governments to achieve their policy mandates, they must be given a central place in development through sharing of power, responsibilities and resources from higher spheres of governance.

The process involves designing and implementing decentralisation reform in a particular context that facilitates three conditions: transfer of political power for ensuring local autonomy in programming and spending; transfer of decision making authority, responsibilities and resources for provision of basic services; and providing

authority to access funds from central government, generate revenue and decide on expenditure (Nibbering *et al.*, n.d).

#### **2.4.1 The role in promoting community participation**

The assumption of decentralised approach for local development is based on its potential benefit for empowering local government towards improving local participation because the approach is hoped to bring government and decision making process in close contact to the grass root community.

However, empirical evidences from different parts of the globe so far reported mixed results. As a result, the relationship between decentralised approach and local participation is still questionable. The findings on various cases clearly show that there is no consensus on the issue of whether the approach can empower local authorities to encourage active participation of citizens in development processes.

Some researchers argued about the positive contribution of the approach towards improving participation of grass root people in development planning and implementation process. Heller *et al.* (2007) examine the impact of local based planning process on community participation in Kerala, India, using stratified sampling techniques to identify local regions. Focusing on characteristics of the region, the process and impact of decentralised planning, the researchers employed interview and questionnaire methods to collect information on implementation and impact of the process.

Local based planning process in Kerala, India, has shown to improve significantly the level and quality of local involvement in development and key decision-making processes including budget allocations. The study has also presented evidence to indicate that previously marginalized or excluded groups such as women and minority communities benefited from the process.

The major reason for these positive changes in local participation in Kerala, India, has included explanations with respect to opening up of new institutions, systems and processes of decision making. An important contribution of this study is its investigation of the on-going debate on whether a decentralised approach should be implemented to empower local government's role in development, particularly in encouraging participation.

Other researchers have also attempted to evaluate the contribution of decentralisation of power and resources to local government to improve local participation. A cross-country study conducted by Blair (2000) in six countries, indicated positive impact of the process in encouraging community participation and representation at local level. The main reason include that the process brings new elements such as women and minorities into local politics and decision making (Blair, 2000).

Focusing on the impact of decentralisation to empower local government in local development in South Western Nigeria, Sanni (2010) found that processes perceived to have contributed better to the reduction of marginalization, especially, created opportunities for disadvantaged groups to have a better say in local affairs. He also

draws attention to improved representation, but appears to be urban biased. Sanni (2010) suggests that a comprehensive plan which considers both urban and rural areas should be prepared and implemented to encourage people's participation at all levels. This research is done at local level and primary information from respondents through interview and questionnaire; however it is based mainly on perception of respondents.

Research also pointed out that the role of local government in local participation in decentralised systems of governance depends on certain key conditions and factors. Andrews and De Vries's (2007) findings show that the context of a given country determines the outcome of the process on public participation. This is a cross-country study conducted on four countries and has significant contribution towards understanding the influence of complex set of contextual realities on the outcomes of local government in local participation. Similarly, Oxhorn *et al.*, (2004) adds that certain conditions are necessary to benefit from the role of local government in local participation in decentralised systems of governance. These conditions include the motivation for decentralisation, society and state interaction, and institutional capacity.

In contrast to the above perspectives, some studies have revealed on the failure of the role of local government in local participation in decentralised systems of governance in certain cases. Mizrahi (2004) examined the policy and experience of Mexico's decentralisation. Mizrahi's finding shows that the process has not been accompanied by democratic institutions and mechanisms to promote public participation. The reasons include ambiguity in legal policy frameworks and the focus

on attaining administrative efficiency rather than devolution of power to local authorities to increase accountability of local government to citizens.

Likewise, Friedman and Kihato (2004) investigated South Africa's experience. They indicated that the role of local government in local participation in decentralised system of governance has not provided a proper space for citizen's participation to strengthen democracy. The explanation for the failure of decentralised approach in South Africa to enhance local democracy is because the reform has focused on administrative aspects of transferring government functions and financial responsibility.

It is important to bear in mind that the contribution of decentralised approach is paramount in terms of inculcating the culture for active participation of citizen in local development initiatives. The reasons include:

- Firstly, the role of local government in local participation in decentralised systems of governance is important because of its ability to provide opportunities for marginalised or previously disadvantaged groups of people in the community to have a say in decision making processes regarding those matters that affect their lives.
- Secondly, its potential contribution in relation to increasing ownership of development initiatives by citizens (Angeles and Magno, 2004). Ownership refers to building confidence and increasing sense of belongingness to a particular development programme or project. However, it is also necessary to

consider certain key factors and conditions which affect the outcomes of the process.

- Thirdly, Local government's ability to realize its development mandate, especially an improved participation, will depend on circumstances, namely:  
a) Availability and accessibility of established structures and systems, b) Inclusion of disadvantaged groups in society (women and minorities), c) The scope and clarity of intention for the process, and d) Capacity of local authorities to implement the process.

Broad-based involvement in local development can be promoted by opening up new structures and systems. This will build active involvement in decisions, sharing of ideas and experiences and ownership of development programmes and projects by disadvantaged groups such as women and minority groups. In this regard, views of respondents on the depth, quality and process of involvement serve as key indicators to measure comprehensive local participation (Heller *et al.*, 2007).

On the other hand, the intension for decentralisation with a view of devolving political power to local levels (holding failing states together, promoting ethnic harmony, enabling democratization, and empowering the grassroots civil society) could increase participation of grass roots on matters that affect their life. The variables such as focus (Friedman and Kihato, 2004) and clarity (Mizrahi, 2004) of the approach for local participation could be used to assess the effectiveness of the process.

#### **2.4.2 The role in poverty alleviation**

Jütting *et al* (2005) noted that international donors and development agencies have been advocating the significance of decentralisation of power and resources to local authorities to ensure broader participation and poverty reduction at grass root level. Likewise, policy makers and planners in different countries also continue to underline decentralisation of power and resources as a tool for addressing rural poverty, particularly in countries where the majority of its population reside in impoverished rural areas.

To understand how local governments should address widespread poverty in their localities within decentralised system of governance, a number of researches have been published recently (Jütting *et al.*, 2005; Binns *et al.*, 2005; Crawford, 2008; Steiner, 2005). These studies generally highlight the fact that effectiveness of local authorities towards poverty reduction depends on certain conditions and factors.

Von Brown and Grote (2002) indicated that decentralisation of power and resources to local authorities, under specific conditions, contributes towards improving people's quality of life, especially the poor. According to the authors, these conditions should be analysed within the framework of administrative, fiscal and political decentralisation by considering the context of a country and the different types of policies.

Based on literature review for nine countries, Jütting *et al.* (2005) concludes that it is difficult to conclude that decentralisation of power and authorities to local



government does not necessarily directly impact on poverty reduction. The major reason as pointed out by the authors was the gap between theory and practice at ground level. Theoretically, decentralisation of power and authorities to local government is believed to facilitate efficient utilization of resources and improved governance; however, the reports confirmed about inadequacy in performance. Hence, the concern raised in this regard is the failure of local governments to address poverty.

According to Jürting *et al.* (2005), political devolution of power and resources and establishment of accountability system can be a key factor of success for improving performance on poverty reduction. This study has contributed for better understanding of facilitative conditions for pro-poor decentralisation. However, the study was mainly based on review of secondary sources of information from different countries.

An evaluation of decentralisation of power, responsibilities and resources processes in two African nations, Ghana and South Africa, by Binns *et al.* (2005) indicated that the process has been adopted theoretically in these countries, but the application at local level became a challenge. As a result, the process has had limited impact on poverty alleviation. The principal causes in two countries included: devolution of responsibilities without accompanying finances and skilled human capacity; lack of meaningful participation of the poor in development processes; shortage of funding or staffing; and the dominant role of urban based local elites (employee of government or Non-Governmental Organizations (NGOs)).

A study conducted by Crawford (2008) in Ghana revealed that the process of decentralisation of power and resources to local authorities is not a good strategy to reduce poverty and the process has had limited impact on poverty alleviation. The major cause of failure is poor design of the process reflected in the form of political, administrative and fiscal constraints. It implies that local government lacks the ability to play crucial role in poverty reduction. The finding was supported with empirical data from the field and thus adds contribution to enhance understanding about the significance of decentralised approach for reducing poverty.

Steiner (2005) argued that the effect of decentralisation of power and resources to local authorities on poverty reduction depends on fulfilment of certain preconditions. These include commitment of all relevant stakeholders (government and civil society) to the process, the absence of corrupt practices and elite capture, and the capacity (human, financial, and technical) to design and implement the process. The strength of this analysis is that it uncovered the possible risks which can affect the realization of poverty-reducing potential of decentralisation.

### **2.4.3 The role in service delivery**

The transfer of power and resources of service delivery mandates to the lower structures of governance is based on three assumptions (Robinson, 2007). First, it is believed that local governments will be more responsive to the needs of communities regarding the type of services to be delivered, the level of resources required, and ensuring effective delivery. Secondly, financial resources will be available to support the provision of services at the local level through a combination of central

government transfers and local taxations. Thirdly, it is expected that local administrative capacity will be adequate to deliver the expected increase in the prediction of local services.

Though the devolution of power and responsibilities to local authorities assumed to improve service delivery, in practice, it has failed to achieve intended objectives. For example, in South Africa, “Decentralisation has not fulfilled its promises. Sixteen years after the adoption of the Constitution, municipal governance in South Africa is in a state of paralysis, service delivery failure, and dysfunction” (Koelble and Siddle, 2013:343).

Different studies have been done to understand the effect and factors associated with the role of local government in service delivery in decentralised systems in developing countries of Asia, Latin America and Africa. Generally, the findings of the researchers vary in reporting of the impacts of the process on service delivery.

Ghuman and Singh (2013:9) carried out meta-analysis of various studies in Asia. The researchers indicated, “Out of 32 sample studies, the meta-analysis technique has shown that in 13 studies the impact of decentralisation on public service is positive whereas in 11 studies the impact of decentralisation is reported to be negative and eight studies have revealed mixed results”.

Furthermore, they have pointed out factors responsible for the local government’s role in local service provisions, namely, education, roads, sanitation, housing, irrigation, water, street light, and health in decentralised system. Accordingly,

determinants of improved service delivery include: a) Devolution of power and responsibilities, b) Fiscal autonomy at local level, c) Autonomy to local governments in human resource management matters, d) Performance based incentive structure, e) Promotion of minimum standards to enhance quality of services, f) Transparent decision making process, g) Participatory governance model, and h) Dissemination of information and accommodating the voices of citizens in policy and planning process.

On the other hand, previous researches also revealed the negative impact of decentralisation of power and resources to local authorities in relation to service delivery. Conyers (2007) noted the inadequate contribution of the process to improve the quantity, quality and equity of public services in Sub-Saharan African region. As Robinson (2007:2) indicated, "in most cases reported from Africa, Asia and Latin America the quality of public services has either declined or remained unchanged as a consequence of democratic decentralisation". Analytical review also shows that the process has not improved service delivery (Scott, 2009). According to Scott, factors influencing the impact on service delivery are, namely a) Political incentives in terms of commitment to genuinely devolve power and responsibility b) Limited administrative capacity in relation to functionality and management of public finances, and c) Limited supply of financial resources.

The analysis of current literature on successes and failures of the role of local government in decentralised system in different countries has helped to understand the gap between theories and practices. It has also created an opportunity to spot key factors underpinning the effectiveness of local authorities in local development.

Additionally, the above cases make clear the effects of decentralised approach on aspects of local development such as local participation, poverty reduction and service delivery.

## **2.5 THE SOUTH AFRICAN EXPERIENCE OF DEVELOPMENTAL LOCAL GOVERNMENTS**

The fundamental objective behind South Africa's decentralisation towards achieving development since 1990 was to address higher level of poverty and inequality at local level as a failure of apartheid system to strengthen the local authorities to address the needs of communities. Ameir Issa (2004:17) summarises the failure of racial-based local government of apartheid period as follow:

*“At the dawn of democracy in 1994, South Africa inherited a fragmented system of local government organized along racial lines. This system was characterized by skewed distribution of resources and uneven infrastructural development in favour of white communities. As a result, the system bequeathed the legacy of huge infrastructure backlogs, declining service delivery, poverty and lack of legitimacy for local government among black communities. These created high levels of resentment, and from the mid 1980's black communities began to wage civic protests in endeavour to demolish this racially segregated local government system”.*

In the past centralised system of governance, local governments were not Constitutionally safeguarded because they were perceived as structural extensions of the national and provincial governments (Williams, 2006). The situation hindered

local governments from having real power and authorities over initiating and implementing their own development initiatives. Overall, the apartheid system excluded racial groups such as Africans, coloured and Asians from decision making process and promoted discrimination and inequality (South Africa, 1998).

The focus of decentralised development approach in South Africa was to transform the structure and system of local government towards people centred approach to services and local development. The reason includes that local government in South Africa during apartheid period was described as discriminatory and unequal in terms of provisions of services to the local people (Thornhill, 2008). The apartheid system had marginalised socially and economically the majority of black South Africans.

Some of these policies included the *Bantu Education Act in 1953* institutionalised to offer inferior quality of education for black African children and the *Group Areas Act of 1950* for separate areas for different races, Black, White, Coloured and Asian. It is crystal clear that the legacy of apartheid had left a huge challenge for the new government of South Africa to redress past imbalances and inequalities.

### **2.5.1 The paradigm shift in local development**

The idea of transforming the role of local government was started in the early 1990s. During this period, the initial step taken was to establish local negotiation forum to facilitate the establishment of transitional local councils. The local government negotiation forum composed of mainly the members of political parties and other civic groups. The negotiation forum was focused on replacing discriminatory policies

and legislations with the democratic reforms to encourage the formation of a new system of local governments in post-apartheid South Africa. The outcome of the negotiation process was the *Local Government Transition Act of 1993*.

The *Local Government Transition Act of 1993* provided the guidelines to reform the new system of local governments throughout the country. As a result various municipalities were established including metropolitan councils, district councils, transitional local councils and rural councils. The institutionalization of local democracy was the significant stage in transformation of racially based local authorities in South Africa.

Meanwhile, the South African government had also gone through the transformation process of local planning and implementation of development initiatives. First, the democratic government of South Africa introduced the comprehensive socio-economic development policy. The primary socio-economic policy was *The White Paper on Reconstruction and Development Programme of 1994*. It aimed to promote socio-economic development through meeting the basic needs of people, including job creation, land reform, housing, water, sanitation, energy, transport, nutrition, healthcare, the environment, social welfare and security (South Africa, 1994).

Secondly, the new government adopted the *Development Facilitation Act of 1995*. The act focuses on the shifting of top-down, fragmented and inconsistent approach to development planning. To that end, government had appointed the national development and planning commission and it is through this process that the idea of

integrated development planning was initially originated in South Africa (Koma, 2012).

The basic idea behind the transformation of local authorities was to devolve decision making power to local government in order to promote effective planning and implementation of development initiatives. In 1996, the new democratic government put in place the Constitution of the Republic of South Africa, Act 108 of 1996.

It clarifies the concept and functions of local governments as one of three spheres of government which encompasses municipalities that are instituted for each demarcated area and cover the whole territory of South Africa. "It is thus apparent that the role of local governments has shifted from an exclusive service delivery towards a broader development orientation" (Nel, 2001: 606).

### **2.5.2 Legislations and policies for local development**

The *Constitution of South Africa of 1996* clearly identifies three interrelated, interdependent, interconnected spheres of government, namely the national, provincial and local government. It also identifies powers and functions of these local authorities as spheres of government not subordinate to other spheres of government (South Africa, 1996).

According to the Constitution, local governments have a significant role to play in respect of promoting the social and economic development of local communities, and participating in national and provincial development programmes (Nel, 2001).



The Constitution also provides the establishment of new systems of local government:

- The local sphere of government to consist of municipalities which must be established for the whole territory of the republic;
- The legislative and executive authority of a municipality to be vested up on its municipal council;
- A municipality has the right to govern on its own initiations, the local government affairs of its community subject to national and provincial legislations as provided in the constitution; and
- The national and provincial spheres may not compromise or impede municipality's ability or right to exercise its powers or perform its functions.

Concerning the role of local government, the Constitution describes the primary objectives for the newly established local governments. The Constitution requires local government to give priority to the basic needs of communities in their administration, budgeting and planning processes in order to promote social and economic development. These roles include: a) Provide democratic and accountable government, b) Provide services in sustainable way, c) Promote social and economic development, d) Promote a safe and healthy environment, e) Involve community and community organizations in local government affairs, and f) Structure and manage its administration, budgeting and planning process to promote social and economic transformation of communities.

According to the Constitution, the local government in South Africa has got three types of municipalities. Section 155 (1) provides for three types of municipalities. Category 'A' also called 'metropolitan municipality' is a municipality that has exclusive municipal executive and legislative authority in its area of jurisdiction. Category 'B' or 'local municipality' is a municipality that shares a municipal executive and legislative authority in its area of jurisdiction with category 'C' municipalities within whose area it falls. Category 'C' or 'district municipality' is a municipality that has municipal executive and legislative authority in the area that includes more than one municipality.

Hence local government institutions are close to communities and have great responsibility on improving the living standard of the people. Besides the Constitution, national government put in place different types of policies and legislations to guide the transformation towards decentralised local development planning and implementation such as the *White Paper on Local Government of 1998*, *Municipal Demarcation Act of 1998*, *Municipal Structures Act of 1998*, and *Municipal Systems Act of 2000*.

As part of its mandate to guide and support local development processes in municipalities of South Africa, the national governments further clarified the mandates of local governments as identified in the Constitution of 1996. The objective is to identify priority areas and motivate local government's initiatives for social and economic transformation at grass root level development. Additionally, national government has to play supervision and monitoring roles to assist the functions of local authorities.

The policy document that contributed for understanding of local government and its role in development is the *White Paper on Local Government of 1998*. The White Paper stipulated the development role of local governments in South Africa. So, all local authorities are required to be development-oriented in nature. *The White Paper on Local Government of 1998* devoted considerable attention to developmental local government (Nel, 2001).

Developmental local government, according to the White Paper, refers to a local government that must be committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It should target especially those members and groups within communities that are marginalized or excluded, such as women, disabled people and very poor people (South Africa, 1998). Therefore, improving participation, social and economic development and sustainable approaches, and prioritising the needs of the poor are the key development agendas for local authorities.

Provision of services, promotion of local economic development, and community empowerment and redistribution are some of the key responsibilities of developmental local government. Developmental Local Government has the following interrelated characteristics (South Africa, 1998):

- Maximizing social development and economic growth. A municipality must make sure that the people and the economy in its area are healthy and well

taken care of. In particular, municipalities are responsible for providing services that meet the basic needs of the poor in their communities, in a cost-effective and affordable manner.

- Municipalities have great influence over local economic development and therefore need to work in partnership with local business to improve job creation and investment. It is not the role of local government to create jobs but it can take active steps to improve the conditions in the area for the creation of employment opportunities.
- Developmental local government must provide leadership to all those who have a role to play in achieving local prosperity. One of the most important methods for achieving greater co-ordination and integration is integrated development planning.

According to the white paper, for municipalities to become developmental in nature, they have to change the way in which they work. The following are some tools that municipalities must apply to assist them to be developmental:

- Integrated development planning and budgeting as planning method to assist municipalities to develop a coherent, long-term plan for the co-ordination of all development and delivery in their area;
- Performance Management System (PMS) to make sure that all sections of the municipality co-operate to achieve the goals and targets. Performance management is of critical importance to ensure that plans are being

implemented, that they are having the desired development impact, and that resources are being used efficiently; and

- Working together with local citizens and partners. Building local democracy is a central role of local government, and municipalities should develop strategies and mechanisms to continuously involve citizens, business and community groups in processes such as planning and budgeting.

This section clarified the motivation behind South Africa's transformation of the role of local government in development and the key goals and targets as well as strategies for developmental local governments in the South African context. This elaboration provides a framework for analysing conditions and factors which affect the realisation of developmental mandates of local governments in the South African context.

## **2.6 THE IMPLEMENTATION OF DEVELOPMENTAL LOCAL GOVERNMENTS**

Developmental local governments in South Africa are assigned with the responsibility of mobilizing communities for planning and implementation of local development initiatives. According to the *Local Government Systems Act of 2000*, developmental local government must initiate and functionalize new structures and processes to facilitate community participation (South Africa, 2000). The structures and processes include ward councillors and committees, IDP representative committees, consultative meetings, imbizos, and so on.

However, the concern is not the availability of these structures and processes but the accessibility and functionality in promoting quality participation at grass root level. An assessment regarding public participation in local affairs by Reddy and Sikhakane (2008) have indicated the low level of grass root participation by communities in local affairs in Buffalo city municipality. The key explanation given for low level participation was an ineffective function of ward committees due to insufficient support and guidance from ward councillors in terms of capacity building, information exchange and cooperation.

Though the study focused on functionality of structures or participation, it has shed lights on revealing why established structures for public structure fail to achieve intended goals. The limitation with the study is that less attention was given to assess quality of participation and other factors which negatively influence local participation from the perspectives of decentralised approaches.

An article by Williams (2006) reviews the practical implementation of community participation at local level in the design, implementation, and evaluation of IDPs. The finding shows that the absence of community organizations or civic bodies contributed for low level of community participation. The finding was based on secondary sources of information. However, it underlines the importance of promoting establishment of voluntary social associations in order to mobilize communities for successful planning and implementation of development programmes.

Tshishonga and Mbambo (2008) argue about the need for conscientised, multi-skilled and empowered municipal officials, citizens and communities to transform local government's role in enhancing local democracy and people-centred development, especially the community participation and engagement. The article provides evidences from a case study of eThekweni municipality. This article provides an opportunity to look at community participation from local government's capacity perspective.

Local participation is an important element of people centered development approach in South Africa. Legislation requires local governments to involve ordinary citizens in development processes. However, literature shows that there is a gap between policy and practical implementation at ground level.

Mafunisa and Xaba (2008) argue that the poor and the marginalized groups have relatively very low influence in decision making processes than other more organized interest groups. Several factors have contributed for poor quality of participation of disadvantaged people, especially women and minority groups. These include: language difficulties; illiteracy; lack of confidence; and lack of resources to facilitate participatory development processes.

The above case study of the Limpopo Province analysed important factors for lack of genuine participation in local development planning process. However, most of the factors seem not comprehensive because they expose inherent problems of participants. Therefore, it is also necessary to investigate from the perspectives of structural predicaments for facilitating local development processes.

It can be argued that in South Africa, the effort of decentralisation to enhance developmental local governments has had little impact on improving community participation in development processes. The above mentioned case studies shed highlight on factors contributed for failure of local government. The key factors include non-functionality of ward committees, absence of voluntary community associations, limited capacity (lack of skills and the right attitude), and exclusion of marginalized groups from decision making processes. Therefore, these factors should be considered to design strategies for enhancing local government's role in development in South Africa.

Literature reveals the fact that developmental local governments in South Africa have performed inadequately in terms of promoting socio-economic development at grass root level (De Visser, 2009; Atkison, 2006). The major concerns regarding failure of developmental local government are lack of capacity (Kanyane, 2006) and poor participatory governance, particularly community participation (Barichievy *et al*, 2005).

Capacity in strategic context refers to the responsibility of local government in defining clear agenda and guiding available resource utilization towards implementation of the programmes (Maserumule, 2008). The issues of capacity shortage and poor community participation at developmental local government level have obviously negative consequences for alleviating poverty and inequality.



Asmah-Andoh (2009) reviewed the role of local sphere of government in alleviation of poverty and inequality in South African communities. It has been indicated that developmental local government has been facing a number of challenges towards implementation of programmes to alleviate poverty and inequality through IDPs. The key challenges consisted of lack of communication, lack of coordination and shortage of capacity. The study was based on the analysis of secondary sources of information and suggests the need to carry out appropriate research on policy implementation and municipal collaboration.

The analysis on the role of local government on poverty alleviation sheds some light in understanding the effectiveness of developmental local governments in South Africa. Binns *et al.* (2005) reviewed and assessed the case of decentralisation in Ghana and South Africa. The study concludes that decentralisation of power and resources had contributed less in reducing poverty in South Africa.

The major reason was the mismatch between mandates and local capacity, particularly resources. The authors argue that the devolution of power and responsibilities to local authorities without accompanying finances and skilled human capacity as well as lack of meaningful participation of the poor in development processes has undermined local government's ability to achieve its developmental policy mandates. The study by the authors contributes for better understanding of decentralisation and local development in the South African context but the analysis mainly used secondary sources of information.

The above exposition shows that building the capacity of developmental local governments is important for achieving socio-economic transformation, in particular the needs of community (De Visser, 2005). In this regard, the South African government has been contributing a lot to empower key local structures through establishing appropriate policies and legislations (Van Der Walt, 2007; Craythorne, 2003).

Additionally, the government has developed various support strategies to enhance capacity of local government including:

- Adopted Project Consolidate Programme and Five Year Local Government Strategic Agenda (Sefala, 2009; COGTA, 2009)
- Planning and Implementation Management Support (PIMS) Centers;
- the IDP analysis and training weeks; the donor supported Consolidated Municipal Transformation Programme (CMTP); and
- Policy Review by Department of Provincial and Local Government (COGTA, 2009).

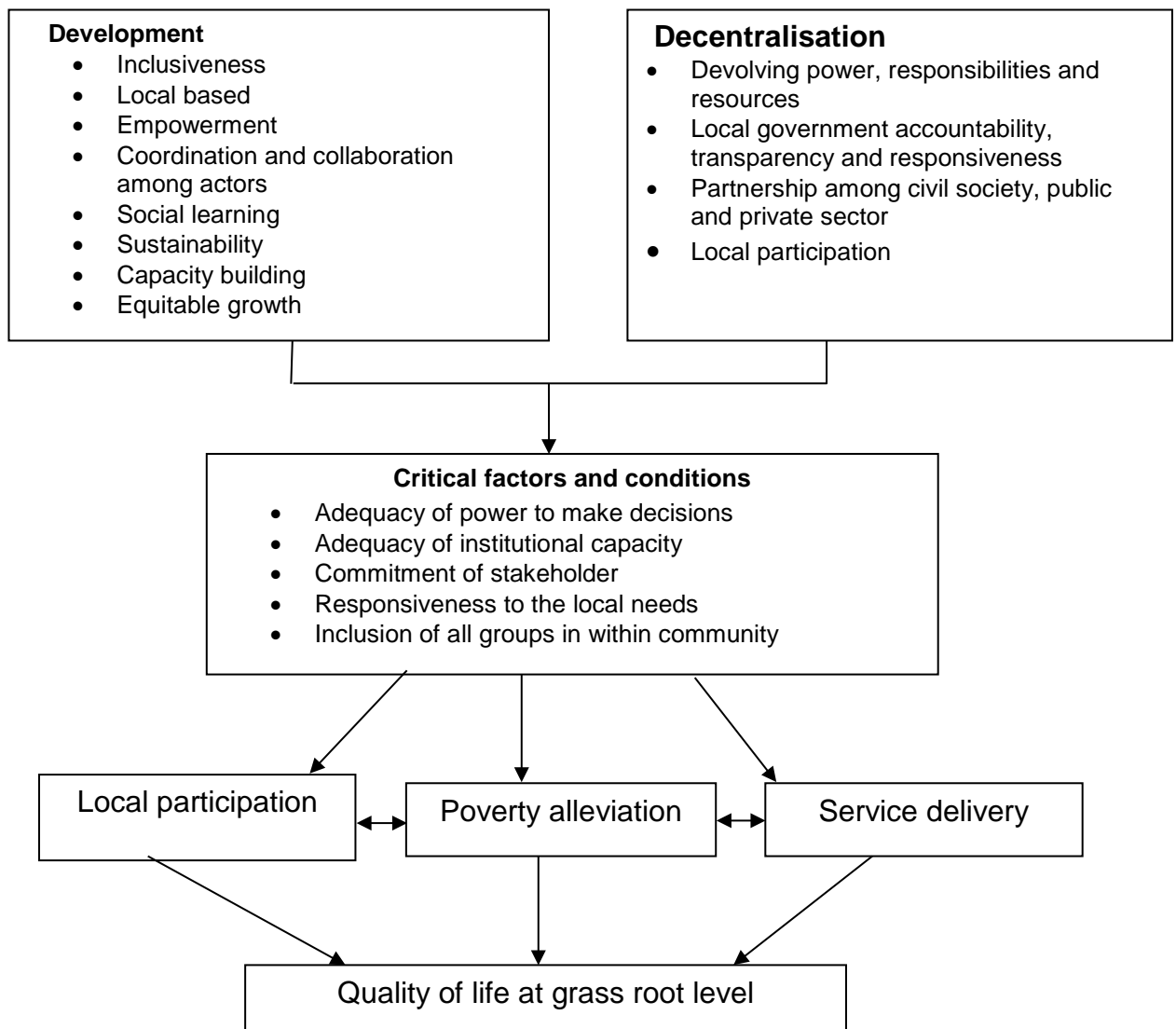
Despite all these measures, the challenge of capacity at local level remains huge and has contributed for failure of poverty alleviation and participatory initiatives. In its working paper, COGTA identified nine key challenges facing developmental local governments in South Africa such as (COGTA, 2009): a) Huge service delivery and backlog challenges, b) Poor communication and accountability relationships with communities, c) Problems with the political administrative interference, d) Corruption and fraud, e) Poor financial management, f) Violent service delivery protests, g)

Weak civil-society formations, h) Intra and inter-political party issues negatively affecting governance and delivery, and i) Insufficient municipal capacity due to lack of skills.

The result is that local authorities have become less effective in implementing their developmental policy mandates. It has been argued that the decentralisation process in South Africa has some deficiencies. Theoretically, the decentralisation processes has been well articulated in policy and legal frameworks, however in practice decentralisation is mainly featured by de-concentration and delegation, with limited devolution. For example, with regard to service delivery the national government tends to delegate specific functions and responsibilities as opposed to devolving power and autonomy to local authority there by increasing upward accountability (Santon, 2009).

## **2.7 ANALYTICAL FRAMEWORK FOR STRENGTHENING THE DEVELOPMENT ROLE OF LOCAL GOVERNMENT IN DECENTRALISED SYSTEM**

The preceding discussion in this chapter focused on the development role of local government in a decentralised system. As indicated in this chapter, the role of local government depends on certain key factors that affect its effectiveness in local development. The framework presented below illustrates the key factors and conditions involved in the effective role of local government in local development.



Source: Own framework, 2014

**Figure 2.1: strengthening the development role of local government in decentralised systems**

It shows the critical factors and conditions which are drawn from the aforementioned discussion. Therefore, these concepts partially informed the data collection and analysis of this particular research in relation to the role of local government in development.

## **2.8 CONCLUSION**

The scope of development and an approach to achieve it has been changing through time. Currently, development is understood as a multi-dimensional concept that encompasses various issues such as economic, social, cultural, institutional, political, and environmental aspects. The approaches to achieve development have also been shifted from top-down directive approaches to bottom-up participatory approaches in order to promote people-centred development.

Theoretically, decentralisation and strengthening of local government institutions is one of the approaches for promoting local development. Development-oriented decentralisation has been promoted and implemented in a number of developing countries. The rationale to adopt this approach includes the need to enhance development role of local authorities in relation to local participation, poverty alleviation and service delivery. The assumption is that development-oriented decentralisation can facilitate effective planning and implementation because it brings governance in close contact to the grass root community.

However, the significance of development-oriented decentralisation is still debatable at different levels. It is mainly due to contradictions on the findings of research reports and cases from different parts of the world. International studies have indicated that there are certain conditions and key factors that affect the impact of development-oriented decentralisation. It also highlights the need to consider these factors in an effort to enhance local government's role in development.

South Africa has adopted and implemented development-oriented decentralisation since post-apartheid era, which makes it relatively recent in South African context. Research shows that development-oriented decentralisation has limited impact on promoting community participation and reducing poverty at local level. The explanations for this includes that most of the functions and powers are still at provincial level and the nature of decentralisation is mainly characterized by transfer of administrative functions and responsibilities. This has crippled the role of developmental local governments towards achieving their developmental mandates.

This chapter was devoted to analysing the role of local governments in decentralised systems of governance. The next chapter will continue dealing with effectiveness in planning and implementation of IDPs as a tool for South African developmental local governments.

## **CHAPTER THREE: THEORETICAL ANALYSIS OF THE EFFECTIVENESS IN PLANNING AND IMPLEMENTATION OF INTEGRATED DEVELOPMENT PLANS (IDPs)**

### **3.1 INTRODUCTION**

Henning *et al.* (2004) states that a theoretical investigation includes a literature review in the form of conceptual framework and empirical evidences. The authors further indicated that the aim of literature review is to set the basis for a research and contribute towards the analysis and interpretation of sources of knowledge in a domain. Accordingly, this chapter focuses on theoretical investigation of the effectiveness in planning and implementation of IDPs in South African developmental local governments. Additionally, the chapter emphasises identifying the factors that affect the effectiveness in planning and implementation of IDPs.

This chapter deals with the planning and implementation of IDPs in the local governments of South Africa. First, it explores conceptual frameworks of development planning. Secondly, it discusses the origin, concept and characteristics of integrated development planning in South Africa. Thirdly, the chapter discusses the process of integrated development planning processes. Fourthly, the chapter discusses the policy and legal framework for integrated development planning. Fifthly, it discusses the challenges and constraints in the preparation and planning of IDPs at the local level. Sixth, this chapter discusses challenges and constraints in implementation of IDPs at the local level. Seventh, the chapter provides analytical

frameworks for effectiveness in planning and implementation of IDPs. Finally, the chapter provides conclusive remarks based on the discussion.

## **3.2 THE MEANING OF DEVELOPMENT PLANNING**

The evolution of the concept of development planning goes back to the late eighties. Since then governmental agencies in different parts of the world have been defining and using planning technique to achieve their development objectives. Many of those government agencies have set up and implemented various types of development planning models under whatever approaches that may be. The section, therefore, aims at critical analysis of the early conceptions and some of the contemporary approaches to development planning thereby to clarify the meaning of 'development planning' in the context of this study.

### **3.2.1 Traditional perspectives of development planning**

One of the early conceptions of development planning was a blueprint approach. It focuses on the need for creation of a detailed fixed master plan that would serve as a guideline in the utilisation and management of scarce land resources in order to accelerate growth. The blueprint tradition normally involved three logical steps (Hall, 2002):

- First, the existing situations are surveyed and the assessment step provided relevant information on the characteristics and trends of settlements and local economic environment.

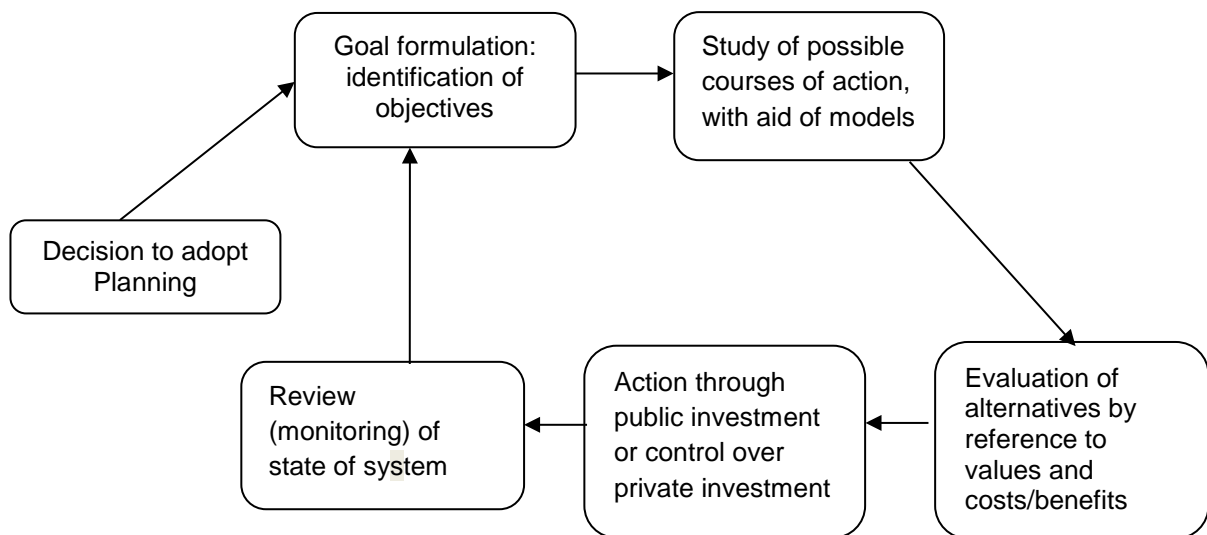


- Secondly, the surveyed data is analysed. The analysis stage is mainly concerned with predetermination of the necessary actions that would address the problems.
- Thirdly, the finalisation of the fixed plan that incorporated the major remedial actions for implementation.

The approach had a devastating effect on empowerment of communities because it undermined the importance of participation in planning processes. Critics indicate that the approach negate the priority needs of community at large. Lane (2005) commented that this model ignores the important aspect of public participation because it assumed that science is all seeing and the planners as omnipotent know everything about the problems as well as remedies. Community members were normally left out from the key decision making process, especially in the development of the plan.

Hence, it can be argued that blueprint planning mainly served the interests of planners and elites in controlling and managing development processes and there by contributed to disempowerment of communities. The approach also concentrated more on physical or spatial component of planning, in particular to land utilisation and management. It is clear that human beings should be at the centre of any development effort (Sen, 1999; Burkey, 1993). Hence, the end goal of development planning cannot be the provision of service or increasing economy, it must be improving the quality of life.

Another traditional conception about development planning was the systematic approach. The systematic approach was based on the notion of systems thinking that various types of phenomena can be viewed as complex interacting systems. Hall (2002) indicated that the core assumption behind systematic planning was the idea of controlling the behaviour of all phenomena including human beings. He added that the problem was the tendency to ignore the fact that human behaviour is complex and not easily understandable.



Source: Hall (2002)

**Figure 3.1: The process of systematic planning**

As can be seen from figure 3.1, the approach begins with taking a basic decision to adopt planning and to set up a particular system.

- The cyclical processes then continue as follow: formulate broad goals and identify more detailed objectives which logically follow these goals.
- It then identifies and follows the consequences of possible course of actions with the aid of models.

- Then it evaluates alternatives in relation to their objectives and resources available.
- Finally, they select the best alternatives and implement the preferred alternative. In the course of implementation it reviews the system to see the progress and based on lessons learned it begins the process again. (Hall, 2002).

Even though public participation was introduced in systematic planning, it can be seen as the minimum form of participation (consultation) to find out the interest of the public (Lane, 2005). Instead of promoting broad based participation, this approach also undermined the important aspect of involving the community in planning processes.

Additionally, this approach was criticised for its concentration on quantitative analysis to formulate a plan or policy options (Robinson, 2009; Lane, 2005). The approach assumed a scientific modelling technique to predict future scenarios about changes on spatial and demographic characteristics. However, it should be emphasized that both quantitative and qualitative methods are vital for analysis of development problems (Dale, 2004). To sum up, although there are some minor differences between the two traditional planning approaches, these ways of planning have serious negative effects on participatory development. Swanepoel and De Beer (2011:196) warn that:

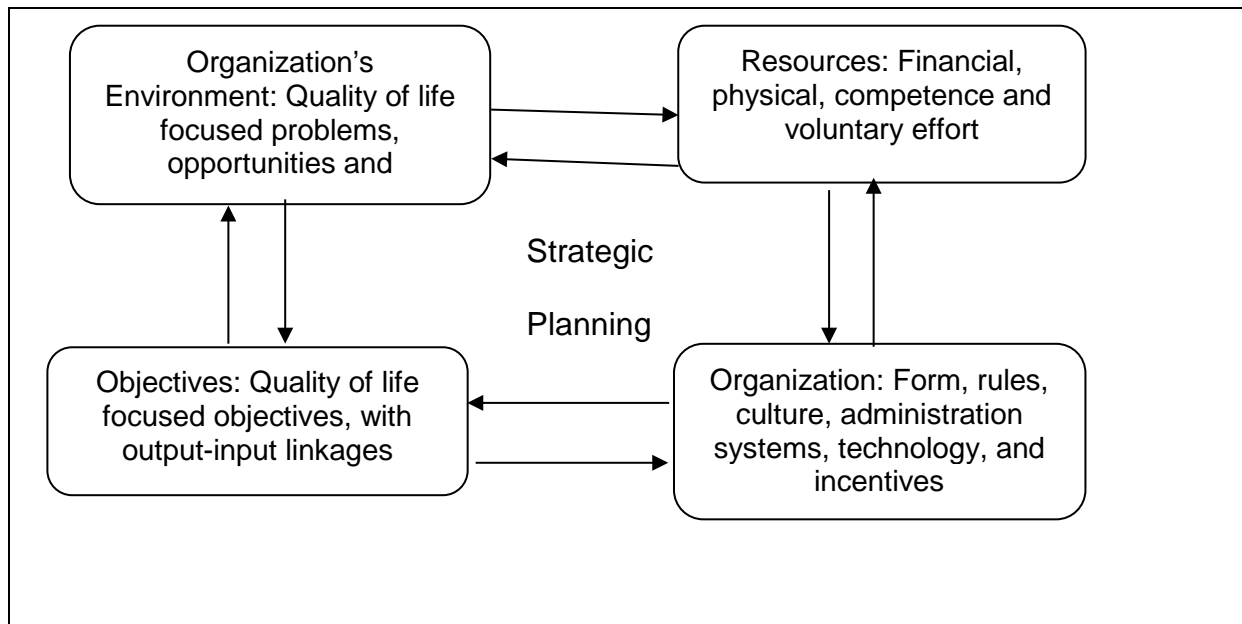
*“One should be careful not to view planning as a technological process done by planners. Community development is human-oriented and involves people with subjective notions of their needs and what they can do about them.*

*People-oriented planning is therefore tinged with subjectivity, is incremental and takes place through a process of trial and error. It is a learning process.”*

### **3.2.2 Contemporary perspectives of development planning**

This section deals with two types of contemporary thinking about development planning such as the strategic development planning approach and the integrated sustainable approach. The strategic development planning concerns the process of any strategy analysis towards development work, especially improving quality of life through identifying the best possible fit or match between the objectives, the context, and capabilities in terms of resources and organisational abilities (Dale, 2004).

It involves problem identification and prioritisation including decisions on objectives and general course of actions considering constraints and opportunities of the organizations, and available resources and organisational abilities (Dale, 2004; Robinson, 2009). This type of planning approach has several advantages. In his book entitled, *'Future, Change and Choices'* Robinson (2009) noted that the traditional planning approach seems to be comprehensive and emphasizes more on analysis and plan formulation. The strategic planning approach, on the other hand, tends to be more focused on strategic issues and concentrates on strategies and resources for intervention and implementation. Additionally, there is an element of flexibility in strategic planning processes.



Source: Dale (2004)

**Figure 3.2: The process of strategic development planning**

Strategic development planning intends to improve public participation through enhanced emphasis on people, their needs and priorities. This model advocates the need to employ both qualitative and quantitative methods of data gathering and analysis in order to promote participation of people in the planning stage, especially development problem analysis. The methods include, *inter alia*: interview, survey, focused group discussion, charting, scoring, observation, meeting and so on.

Regarding integrated sustainable development planning approach, in his article entitled "Rethinking planning theory and practice: a glimmer of light for prospects of integrated planning to combat complex urban realities," Abukhater (2009), argues for a need to adopt a multi-disciplinary integrated planning approach towards improving deficiencies in planning practices such as: lack of coordination and fragmented approach; failure of comprehensive planning approach; inadequate

contextualisation; and ignoring the significant role of power and politics in planning and implementation.

The integrated sustainable development planning approach conceptualises development planning as the integration of three competing interests such as equity, economy and the environment (Abukhater, 2009). Hence, development planning should take into consideration a balanced approach regarding the integration of these conflicting issues. To that end, the promotion of healthy cooperation and partnership among different actors and incorporation of innovative and flexible administrative ways are necessary for the effectiveness of integrated sustainable planning model.

### **3.2.3 conceptualising development planning**

As indicated above, the term development planning is a concept which is very broad and complex a concept as well as not easy to define because there are no widely accepted definitions and meanings of development planning (Dale, 2003). In fact, built environment planners have somehow different perspectives from community development professionals with regard to why to plan, how to plan, for whom, and by whom planning should be done.

Generally, the concept is made up with two other concepts *development and planning*. *Development* generally means the process of improving human quality of life whereas *planning* entails the process of identification and coordination of long-

term goals so as to determine short-term objectives to focus systematically at long-term goals (Theron, 2008).

Development planning therefore should be understood as a process of formulating and implementing programmes and policies to improve people's quality of life in terms of social, economic, cultural, political and environmental aspects. To put it another way, development programmes and projects should be focused at grass root level, formulated and implemented by the people and for the purpose of meeting the needs and priorities of the people. This can be best achieved through adoption and implementation of participatory, empowerment, integrated and sustainable approaches in development planning.

The traditions and paradigms in development planning entail the fact that planning and implementation could be considered as a major determining factors in relation to the outcomes of development process. Therefore, development organizations should critically assess their process of formulating and implementing programmes and policies towards improving people's quality of life. If the goal of development is to reduce poverty and deprivation, then development planning and implementation should be process-oriented, people-focused, institution-centred, and based on strategic decisions (Dale, 2004).

### **3.3 SOUTH AFRICAN INTEGRATED DEVELOPMENT PLANNING APPROACH**

The South African developmental local governments are mandated with power and responsibility in order to promote development within their areas of jurisdiction.

However, achieving developmental policy mandates will remain a serious challenge for local authorities, hence empowering local government in all aspects is necessary to promote their developmental agenda.

Hadingham (2003) argues that the South African government has been driving development planning as an integral part of its decentralisation process. Integrated development planning is an important strategic tool for the realisation of development oriented decentralisation as it helps local government to transform its approach of planning and implementation of development initiatives at the local level.

It can be argued that the decentralisation process in South Africa has created opportunities for local government to work closely with community and community based organizations with regard to planning and implementation of development initiatives. To this end, integrated development planning has been adopted as a strategic tool to assist local authorities in managing development processes in their area. Evidences shows that many local authorities have been producing their IDPs, however, there are different problems in terms of institutional capacity for planning and the formulation and implementation of the plan itself (Asha *et al*, 2013; Reddy, 2010).

### **3.3.1 The origin and the concept of integrated development planning**

According to Harrison (2008), in South Africa, the idea of IDP was first introduced in 1996 when the national government shifted its focus from national and provincial reconstruction to the establishment of a new system of local government throughout



the country. The purpose of introducing IDP was to equip the newly established local authorities with a planning tool to improve their performance in coordinated, strategic, developmentally and fiscally responsible manner. Government also put in place support measures such as training for officials and councillors, guide packs and management support to address the initial capacity challenges (Ibid).

Integrated development planning can broadly be defined as:

*“participatory approach to integrated economic, sectorial, spatial, social, institutional, environmental and the 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” (DPLG, 2000:15).*

This definition includes key elements of local development such as participation and integration. It can be argued that community participation is crucial in decision making processes and implementation of integrated development plans as it enhances the ownership and management of local development initiatives and it also contributes for contextualisation of the plan thereby improving sustainability.

Therefore, a meaningful participation of communities is required in all processes of integrated development planning, mainly in identification of needs and priorities, strategy formulation, project implementation and monitoring and evaluation of achievements (Madzivhandila and Asha, 2012).

Improved coordination and the avoidance of fragmented approach to integrated development planning not only promote transparency and accountability but also improve sharing of ideas and experiences. Transparency should be enhanced in relation to increasing awareness of communities about IDP and its budget to enhance commitment from stakeholders. Similarly, accountability is reflected in terms of responsiveness to community needs and concerns as well as through improved feedback mechanisms in the IDPs. Accountability also contributes towards efficient allocation and utilisation of scarce resources.

In general, the purpose of integrated development planning should be enhancing sustainable local economic growth and community empowerment through increasing access to basic services, promoting investment and infrastructural development. Additionally, improving recreational facilities and creating liveable and healthy environment are also at the heart of IDPs.

### **3.3.2 The characteristics, processes and benefits of integrated development planning**

According to Venter (2007), integrated development planning should demonstrate the following qualities. It should be integrated; participatory; strategic; and implementation-oriented. First, integration refers to the relationship between municipalities and sector departments as well as the relationship between municipalities and provincial and national government institutions in planning, coordinating and implementation of IDPs.

Secondly, participation in IDP involves inclusiveness and representation of all stakeholders in the process of IDP. Thirdly, the strategic nature of IDP refers to the ability of municipalities to choose its priority areas and its ability to successfully and efficiently respond to dynamics in external environments. Finally, implementation-oriented nature refers to the need to successfully execute and avoid delays in implementation of IDP projects (Ibid).

Integrated development planning process involves four interrelated and interdependent stages (DPLG, 2000; Venter, 2007):

- The process begins with the analysis of the existing situation in municipal areas including: compiling existing data; meeting with community and stakeholder representatives; analysing the context of priority issues; and agreeing on priority issues.
- The second step involves formulation of strategies including agreeing on a vision objectives and making decisions on appropriate strategies taking into consideration application of policy guidelines in the local area.
- The third step focuses on formulation of project proposals.
- The fourth step deals with integration which involves screening adjusting consolidating and agreeing on project proposals followed by compilation of integrated programmes.
- The final step is adoption by councillors through inviting and incorporating comments.

It has been noted that many South African local authorities have been producing IDPs, in order to comply with the policy and legal requirements. Theoretically, IDP

helps municipalities to improve service delivery, local democracy and institutional capacity at the local level. Moreover, it facilitates communication, alleviates poverty, facilitates budgeting, ensures local corporate governance and thereby helps to overcome the apartheid legacy in South Africa (Venter, 2007).

### **3.3.3 Policy and legal frameworks for integrated development planning**

Integrated development planning is an important tool for local governments to attain their developmental mandate. Municipalities in South Africa must adopt and practice integrated development planning processes and work in good relationships with other organs of the state (South Africa, 2000).

The *Municipal Systems Act of 2000* requires all municipalities to adopt a single, inclusive plan for the development of the municipality that links, integrates and coordinates plans and takes into account proposals for the development of the municipality and aligns the available resources and capacity with the implementation plan. The inclusive plan also forms the policy frameworks and general foundation on which annual budgets must be based and compatible with national and provincial development plans and planning requirements.

The act also provides direction on how to formulate a municipal IDP. Section 26 identifies the following nine core components of an IDP:

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

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

As indicated in Chapter Two, the legacy of apartheid has created historical challenges in South Africa. These historical challenges, specifically, were spatial disintegration, unequal distribution of resources, and increasing backlogs on service delivery. In order to reverse the situation, the national government has been promoting the development role of local governments through an integrated development planning approach.

Despite the emergence of decentralised and participatory approaches to local government, ineffective planning and implementation of development initiatives remain a problem among South African local authorities. Poor planning and implementation of development initiatives is the biggest challenge in South Africa (Cash and Swatuk, 2011; Komma, 2012).

### **3.4 PREPARATION AND PLANNING OF IDPs**

It is assumed that integrated development planning serves as a strategic planning tool in South African developmental local governments to effectively design and implement their local development initiatives. Integrated development planning processes are also assumed to provide an opportunity to involve community and community based organizations in need identification and prioritization process.

Municipalities have been formulating and implementing integrated development planning process since 2001 by employing various national and local policy guidelines. However, they are facing an overwhelming challenge in relation to the effectiveness of development planning and implementation. The key challenge is pertaining to whether the services and development interventions over the years, through enormous investments in the IDP, have contributed to achieve a widespread improvement in quality of people's life (CDM, 2010).

It can be argued that the existing difference among local authorities regarding their achievement of developmental mandates could be attributed to the ineffectiveness in integrated development planning processes and implementation. Hence, it is crucial

for analysing the factors contributed to weak local development planning processes with a view to identifying relevant strategies for improvement in the light of process-centred perspectives to development planning.

As it has been indicated under section 3.2, development planning involves a shift away from the traditional blueprint, rigid and prescriptive top-down planning model towards a learning process that is based on a holistic understanding of the context in which planning and implementation takes place (Theron, 2008). The aim of this process must be to create positive and sustainable changes in the lives of beneficiaries through increasing capacity of the community in the learning process.

Planning must be a learning process which involves all possible role-players (Swanepoel and De Beer, 2011; Dale, 2004). In this regard, one of the major problems facing local government is the effective design of IDPs to comply with the legislative requirements. The concern is whether or not the municipal integrated development planning process has promoted a participatory learning process.

Furthermore, the issue whether IDP reflects the true needs and priorities of communities is of paramount importance. Davids *et al* (2009) identified the pitfalls of IDP, as follows:

- The process is hierarchal, top-down, prescriptive, system-maintaining, blueprint type thinking and planning;
- IDP lacks sense of ownership at community level;

- IDP must be realistic, holistic and suited to the size and capacity of the municipality. It should not raise false expectation;
- IDP must recognize specific conditions and circumstances (question past and existing policies and practices and current reality); and
- Lack of commitment and project management skills.

Studies have also revealed the fact that public participation is limited in Integrated Development Plans (IDPs) (Maphunye and Mafunisa, 2008; Mafunisa and Xaba, 2008). Mafunisa and Xaba indicated that there is inadequate public participation in Limpopo Province due to lack of culture of public participation, lack of information, inadequate skill for public participation, population diversity, and negative attitudes.

The various legislative and policy frameworks advocate the need for proactive role of local government to strengthen partnership with grass root people and facilitate community engagement (Harrison, 2002). If local governments want to promote a learning process, integrated development planning process should focus on how to plan rather than what to plan. Put differently, the most important thing is not the production of a plan but relevance of the processes involved in development of a plan.

Reddy (2010) argues that lack of alignment hampers development processes in South Africa. The main challenge lies in poor translation of national development policies and plans into local contexts. It is related to the concern that whether national and provincial priorities are reflected in the municipal IDPs.



The close observation of some of the rural municipal IDPs shows that most policy and legislations quoted in the IDP reports are without an indication of their implications or the directives they provide to the IDPs. This raises the issue of why municipal IDPs quote various national and provincial development plans and legislations, if local government could not clarify their roles and contributions towards the implementation of the plans.

Initial evaluation of integrated development planning processes shows that the process was well organized and resourced. As a result, it had brought positive changes on the understanding of the priorities of the municipality and contributed towards harmonization and unity towards a shared vision (Visser, 2001).

However, many municipalities experienced inadequate capacity in terms of managing the process of integrated development. Because of this problem, small and rural based municipalities were compelled to outsource planning aspects for external consultants. This had caused chaos in relation to municipal expenses and the actual planning processes because consultants did not have adequate knowledge and understanding about the local situation (Binns and Nel, 2002).

Though municipalities significantly reduced dependency on external consultants, integrated development planning processes continue to show inadequate improvement in terms of meaningful participation of public in the decision making process (Mac Kay, 2004; Tshabalala and Lombard, 2009; Maphunye and Mafunisa, 2008).

This suggests a local development plan that is based on insufficient participation. As a result, it is questionable to achieve sustainable changes in the lives of ordinary people. This situation calls for rethinking of the issue of sustainability, especially in the process of formulating integrated development plans.

The South African local governments are striving to address the needs and priorities of local people through integrated development planning processes. However, the concern is that the process facilitation in many IDPs is weak because the process focused on transfer of information rather than engaging them to make inputs (Pieterse *et al.*, 2008; Mashamba, 2008).

The other concern is related to targeting the most disadvantaged groups in the community such as women and minority groups (Cole and Parnell, 2000; Maphunye and Mafunisa, 2008). These concerns seem valid in the context of municipalities because of the growing violence and protests against services and development facilitation to the poor in South Africa.

Another critical issue in the preparation of IDPs is the issue of taking into consideration the institutional, organizational and management aspects of local governments. Dale (2004) stresses on the need to consider institutional capacity in development because weak institution basis, organizational deficiencies and poor management reduces the effectiveness and sustainability of development work. However, there are growing concerns regarding the capacity of local governments (Goss and Coetzee, 2007), institutional arrangements (Mashamba, 2008), coordination and cooperation among sectorial departments (Pieterse *et al.*, 2008).

It has been argued that integrated development planning should be based on the principles of strategic planning and management. This means that the planning should involve the analysis of people-related problems and clarify objectives and matches the objectives with contextual factors, resources and organizational capabilities (Dale, 2004).

Generally, the integrated development planning encompasses the ideas of strategic thinking and management (Robinson, 2009). Theoretically, the IDP advocates the principles of strategic planning and implementation. However, there are a number of issues when it comes to the practice. One of these issues is the alignment of the IDP with the national plans which reinforces centralization and top-down strategic thinking about localities (Pieterse *et al.*, 2008).

### **3.5 THE IMPLEMENTATION OF IDPS**

The implementation of IDPs is also problematic in the South African developmental local governments. The violent service delivery protests are an indication of the failure of local governments to achieve their development mandates. Manthata (2004) found that local government faces implementation challenges in terms of translating IDPs to programmes to provide services to the people. In addition, literature shows that lack of commitment and shortage of capacity are concerns in the implementation of the IDPs at local level.

Studies have further indicated that the implementation of programmes and projects has been inadequate, slow, had limited impact on lives of beneficiaries, and generally lacks sustainability (Tshikovha, 2006; Lelope, 2007; Mashamba, 2008; Asmah-Andon, 2009). It can be argued that development initiatives often lack sustainability at local level. For instance, in many cases the sustainability of projects related to services and development still controversial due to poor planning and implementation.

The failure of municipal development programmes and projects has contributed to violent service delivery protests across the country from communities angry at the slow pace of service delivery (Malefane, 2009; Lelope, 2007). The overall situation indicates that local governments, especially in rural areas have been weak in terms of responding to the critical needs of the community at large.

As a result, the vast majority of the rural local governments were targeted for project consolidation (Goldman and Reynolds, 2008). For instance, in 2005, the majority of the local governments in Limpopo Province were earmarked for project consolidation (Sefala, 2009). Project consolidation was launched in response to poor performance in local governments to deliver adequate services to its citizens. Its aim is to enhance participation of the public in prioritizing needs, building of capacity, fighting corruption and deployment of experts to empower local government. It has been revealed that development plans have failed to meet the priority needs of targeted beneficiary communities, especially in rural areas.

The issue of sustainability should also be considered from the designing stage of IDP. The White Paper in Local government of 1998 stipulated that municipalities must involve local community in development affairs in sustainable ways. Sustainability denotes the continuation of benefits to the people from local development initiatives including various projects and programmes.

Another dimension of sustainability is integrating environmental sustainability issues in integrated development planning and decision making processes (Sowman, 2002). As it has been indicated in models of development planning, integrated sustainable approach to planning should be addressed in the IDP formulation and implementation. The approach needs balancing economic, social and environmental agendas in planning process.

Concerning the monitoring and evaluation of IDPs, generally, the IDP's lack of appropriate reviewing, monitoring and evaluation procedures caused failures and disillusionment (Davids *et al*, 2009). Likewise, Harrison (2008) argues that the assessment of the implementation of integrated development planning process in the South African local governments is problematic. This is mainly because of the complex nature of IDPs.

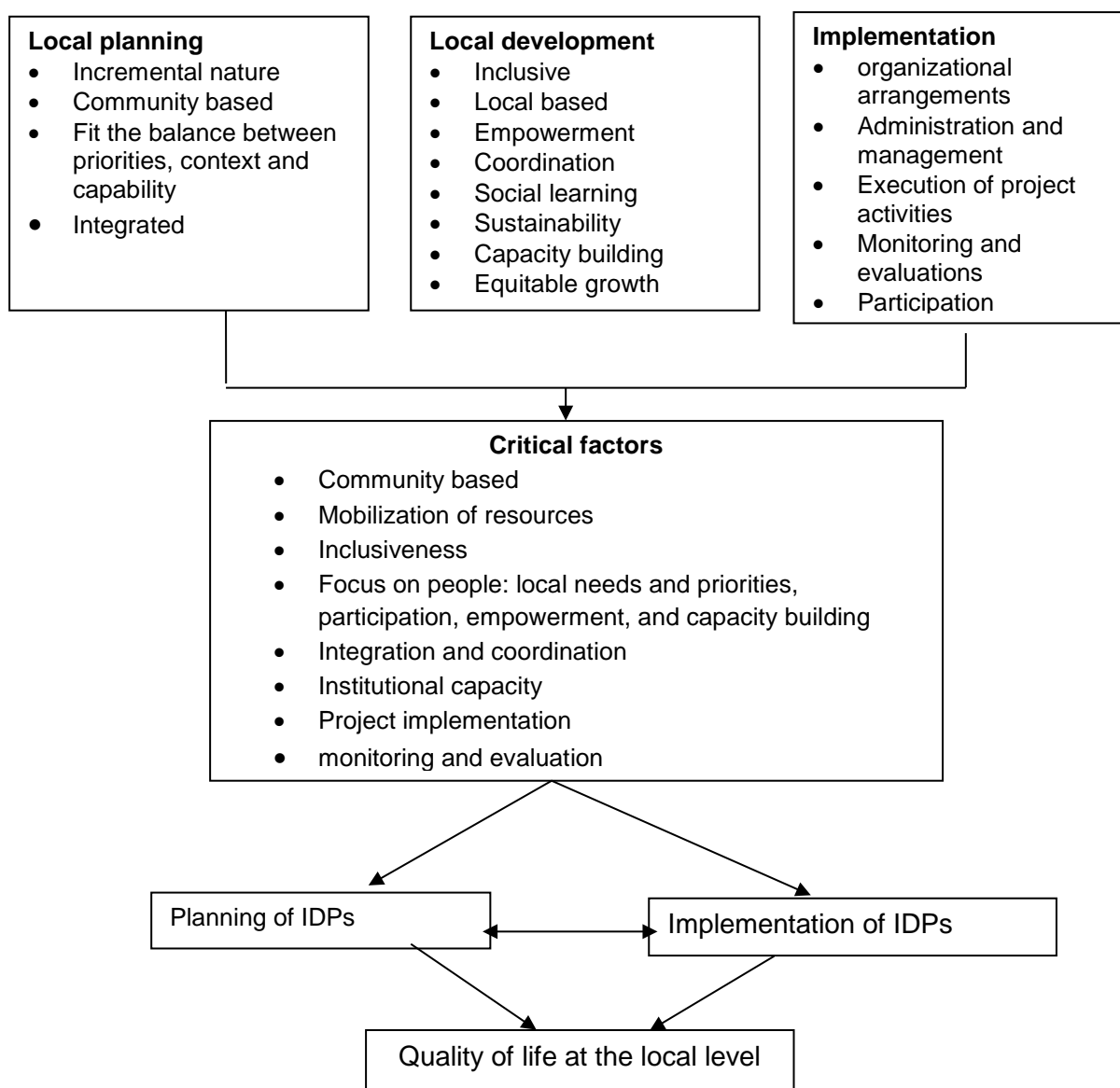
The IDP process should be simplified to the level that rural local municipalities can conceptualise and operationalize the process effectively (Goldman and Reynolds, 2008). Close observation of municipal IDP documents reflects this reality. In some cases, the documents looks like a reproduction of previous versions and it also contains substantive and technical deficiencies.

It also appears that the support measures taken so far by national and provincial level were inadequate in relation to the magnitude of challenges that local governments are facing towards achieving their developmental mandates. For instance, in Limpopo Province, most of the local governments are still in vulnerable situations in terms of functionality, socio-economic condition and backlog status (COGTA, 2009). These local governments have critical problems in planning and implementation (Mashamba, 2008; Lelope, 2007; Tshikovha, 2006).

Moreover, past studies reported that there is much to be done to improve service delivery to community in South Africa (Phago, 2009; Nengwekhulu, 2009). Despite the efforts that have been exerted by the post-apartheid government, there are signs of deterioration of services including poor health services, falling educational standards, acute shortage of houses (Nengwekhulu, 2009). The whole situation implies the need to improve local planning and implementation of development initiatives.

The framework below (figure 3.3) presents critical factors for effective local planning and implementation based on the discussions in this chapter. These factors partially inform data collection and analysis in this particular study to assess the planning and implementation of IDPs in the local municipalities of Limpopo (figure 3.3). The analytical framework unpacked the issue of effectiveness in planning and implementation of IDPs.

### 3.6 ANALYTICAL FRAMEWORK FOR STRENGTHENING LOCAL PLANNING AND IMPLEMENTATION



Source: Own framework, 2014

**Figure 3.3: Strengthening local development planning and implementation**

The components are discussed as follow:

- Effective planning and implementation should be process-oriented. In other words, the planning process should be bottom up meaning that it must be

community based. Process-oriented planning and implementation focuses on how to plan rather than what to plan. This perspective generally emphasizes mechanisms or processes of planning- that is, how planning is done, in the context of an institutional framework, a set of actors and a range of societal opportunities and constraints (Dale, 2004). As Dale (2004) outlined the process-oriented planning may involve: assessment of the problems, opportunities and constraints; identification of intended beneficiaries and achievements; linking intended achievements to work tasks, resources and organization; time horizons of planning and timing of activities; follow up of activities and achievements; and decision making on who will be involved in various tasks.

- Effective planning and implementation should be people-focused and inclusive. The People-focused planning and implementation involves the multi-dimensional aspects of the quality of life of people including social, economic, environmental and political dimensions. It is evident that the planning and implementation process should identify clearly the most disadvantaged and marginalized groups of people in the society and that more attention should also be given towards their needs, interests, and priorities (Madzivhandila and Asha, 2012).
- Effective planning and implementation should be institution-centred meaning that it focuses on institutional capacity. Institution-centred planning and implementation entails the need to focus on organizational forms, administrative systems and mechanisms of coordination are crucial for effective planning and implementation (Dale, 2004). Public institutions, in



particular the local governments, have become an important role player in planning and implementation of local development initiatives. Hence, decentralisation is an indispensable tool towards building institutional capacity of local governments (De Visser, 2005). Development planning processes should consider the aspects of institution and management.

- Effective planning and implementation should be strategic meaning that it must focus on how to mobilise resources to match with the goals. Strategic decision making involves analysis of people-related problems, clarifies objectives and matches the objectives with contextual factors, resources and organizational capabilities. Robinson (2009) indicated that strategic planning emphasizes key strategic issues and resources for implementation.
- Effective planning and implementation of development initiatives should be integrated and coordinated. Integration refers to the need to avoid fragmentation and isolated approach among departments and sectors while sustainability maintains the fact that planning processes should consider a balanced view on social, economic and environmental issues (Abukhater, 2009).
- Effective planning and implementation of development initiatives should focus on implementation of projects. Implementation refers to "... the whole process of translating broad policy goals or objectives into visible results in the form of specific projects or programmes of action. It is concerned with what happens after the actions required achieving specific goals and objectives have been identified and presented in the form of 'plans' – that is, with the process of actually carrying out these actions" (Conyers and Hills, 1990:154-155).

- Effective planning and implementation of development initiatives should focus on monitoring and evaluation. Monitoring and evaluation are important tools to ensure the effectiveness of development plans at the local level. As Theron (2008: 71) explains “Both monitoring and evaluation activities are aimed at ensuring that action programmes pursue the given objectives within the framework of a plan. Monitoring is a continuous process of ensuring that the implementation of a plan is proceeding smoothly, while evaluation refers to a more specific process by which a project, whether completed or not, is closely examined at a certain stage”. This shows that proper monitoring and evaluation of IDPs improves the performance of local authorities.

### **3.7 CONCLUSION**

In conclusion, it can be argued that the democratic government of South Africa has been encouraging people-centred development approach with a view to promote decentralised systems of governance and development. To that end, the government has adopted the new systems of developmental local government and integrated development planning approach throughout the country.

The key mandate of the new systems of developmental local government is to promote the socio-economic transformation at the local level to redress the past imbalances and deep-rooted poverty. In line with this, the IDP is expected to assist municipalities to fulfil their developmental mandates through allocating limited resources to the priority issues and identifying strategic interventions that impact on sustainable development.

However, the key challenge to local government remains inadequate local planning and implementation which affects the quality of people's life. It has been argued that further attention should be given to improve the local planning and implementation process by enhancing: the mobilisation of local resources; the focus on people's their needs and priorities; better integration; project implementation; and appropriate systems of monitoring and evaluation. The next chapter presents the research design and methodology for the study. It clarifies the key issues such as: the approach adopted for the purpose of this study; the population; the sampling techniques; data collection; data analysis; validity and reliability and ethical aspects.

## **CHAPTER FOUR: METHODOLOGY OF THE STUDY**

### **4.1 INTRODUCTION**

The research methodology can be understood as one of the three fundamental interrelated dimensions of research design such as: the research problem and research question; the philosophical world views (ontology) and strategies of inquiry (epistemology); and the research methodology (Creswell, 2003). According to Schwandt (2007), the research methodology refers to the theory of how an inquiry should proceed. More specifically, research methodology refers to “methods, techniques and procedures that are employed in the process of implementing the research design or research plan” (Schurink, 2010:428). The aforementioned definitions imply that the key components research methodology mainly include: the location of data (study population and sample); the method of collecting data; and the method of analysing data.

It is evident that researchers should take into consideration the significances of establishing a link among the different components of research design and methodology throughout the study process. Schurink (2009) have indicated that there should be consistency among research problem, research questions, theoretical framework and the methods for data gathering and analysis. Accordingly, this chapter provides explanations about the methodological approach to the study, description about the study area, the data collection and data analysis techniques employed for the purpose of the study.

## **4.2 THE RESEARCH APPROACH**

This study primarily followed a qualitative case study approach. The qualitative case study approach has got great value for understanding the perception of people within a given context. The key strength of a case study method is that it emphasizes on learning, construction, discovery and problem solving (Van Wynsberghe and Khan, 2007). In general, qualitative approach seeks to explore the meanings through interpretation of the actions and perceptions of different actors (Gibbs, 2007; Baxter and Jack, 2008; Henning et al, 2004) with a view of understanding and generating new insights.

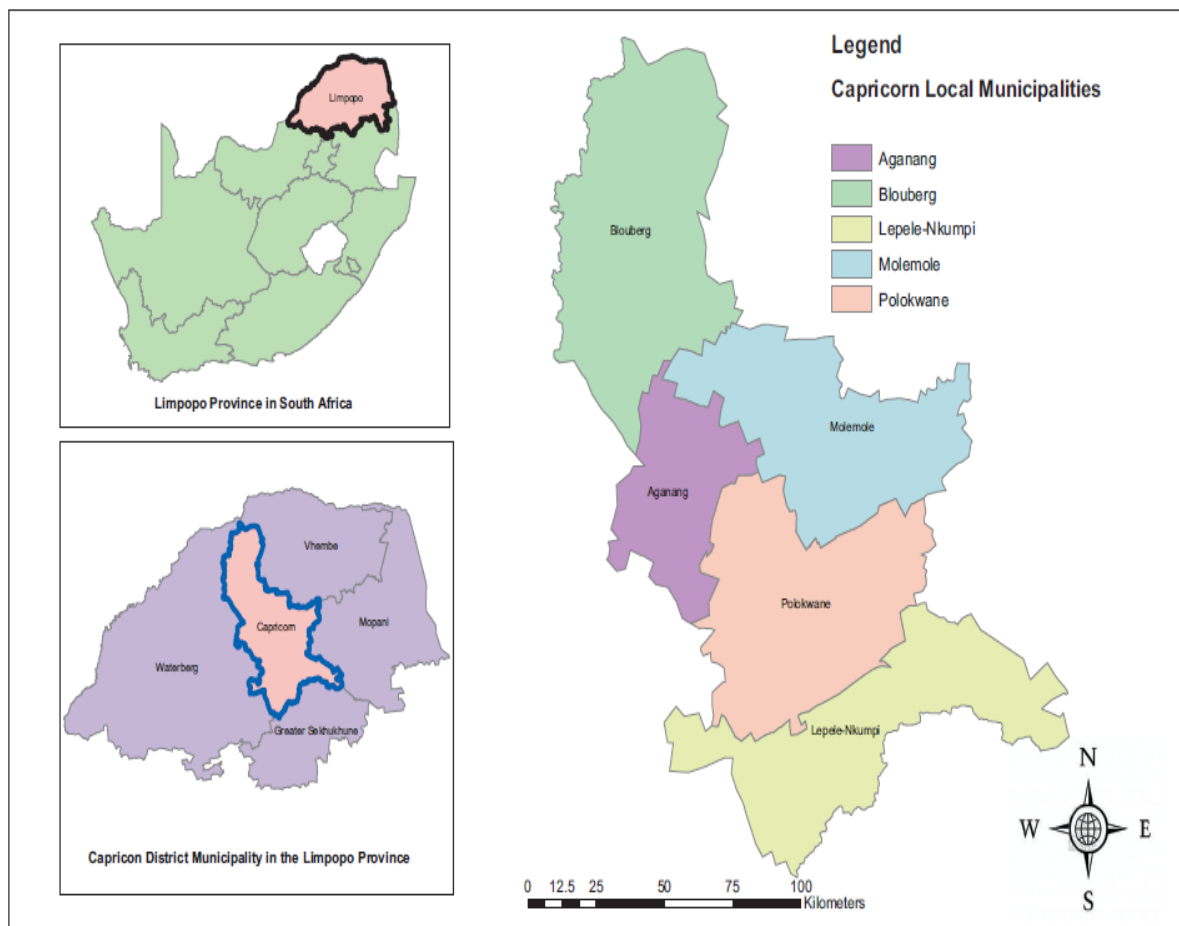
In this study, it was critical for the present researcher to solicit the perceptions of the different actors on the issues of participation in local government development planning processes. The study required an assessment of the perception of various local stakeholders with regard to the development role of local municipalities and the planning and implementation of IDPs. This helps to understand the situation and to gain new insights by involving municipal officers, community representatives and community development practitioners.

Furthermore, this study used quantitative approach to augment or support the qualitative findings. According to Bernard (2013), the quantitative method involves the use of statistical and mathematical analysis of numeric data to search for meanings or explain phenomena.

### 4.3 STUDY AREA

The study area, Limpopo Province, is one of the nine provinces officially recognised in South Africa. The Province is divided into five municipal districts and sub-divided into twenty five rural and urban local municipalities. Geographically, this Province is situated at the north eastern corner of the country. It shares the border with three countries such as Botswana, Zimbabwe and Mozambique. It is also the main gateway to other countries in further field in Sub-Sahara.

**Capricorn District Map showing Local Municipalities**

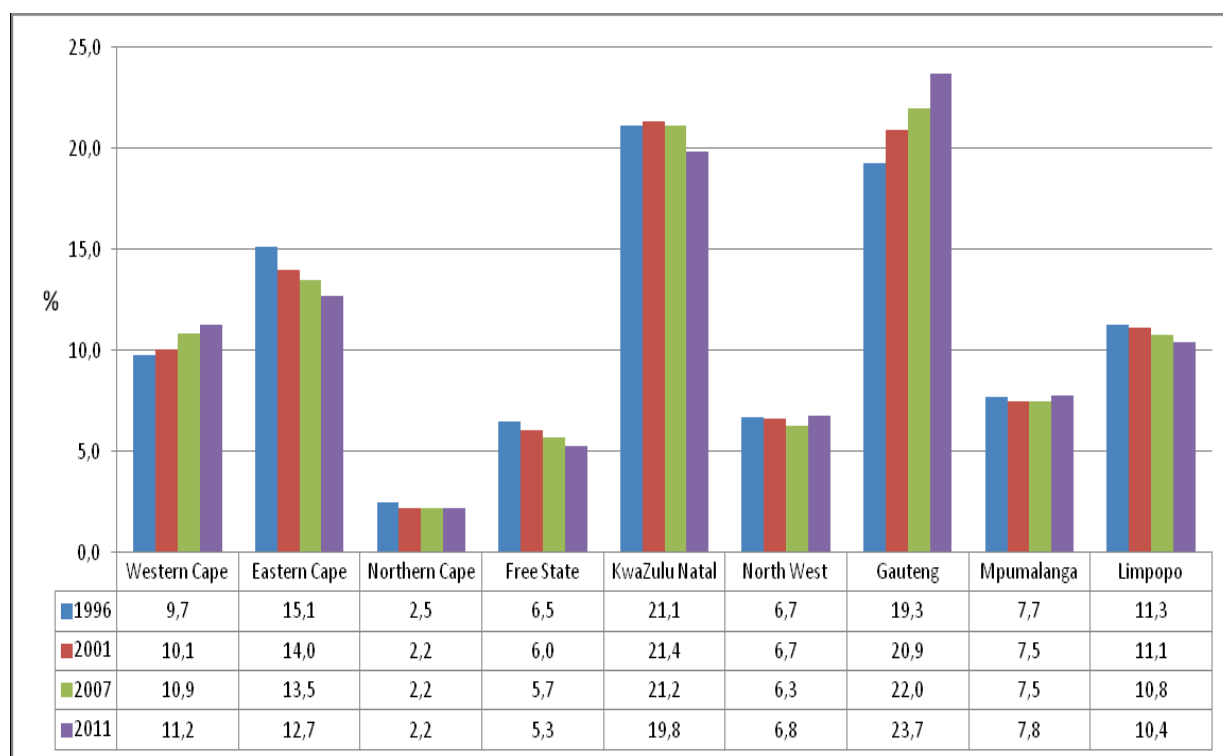


Source: CDM, (2010: 308)

**Figure 4.1 Limpopo provinces and Capricorn District map showing local municipalities**

According to Statistics South Africa (SSA, 2012a), the Limpopo Province has a total land area of 125, 754 square kilometres which forms 10.3 percent of the total land area in South Africa.

The following graph (figure 4.2) shows percentage distribution of total population by nine provinces in South Africa.



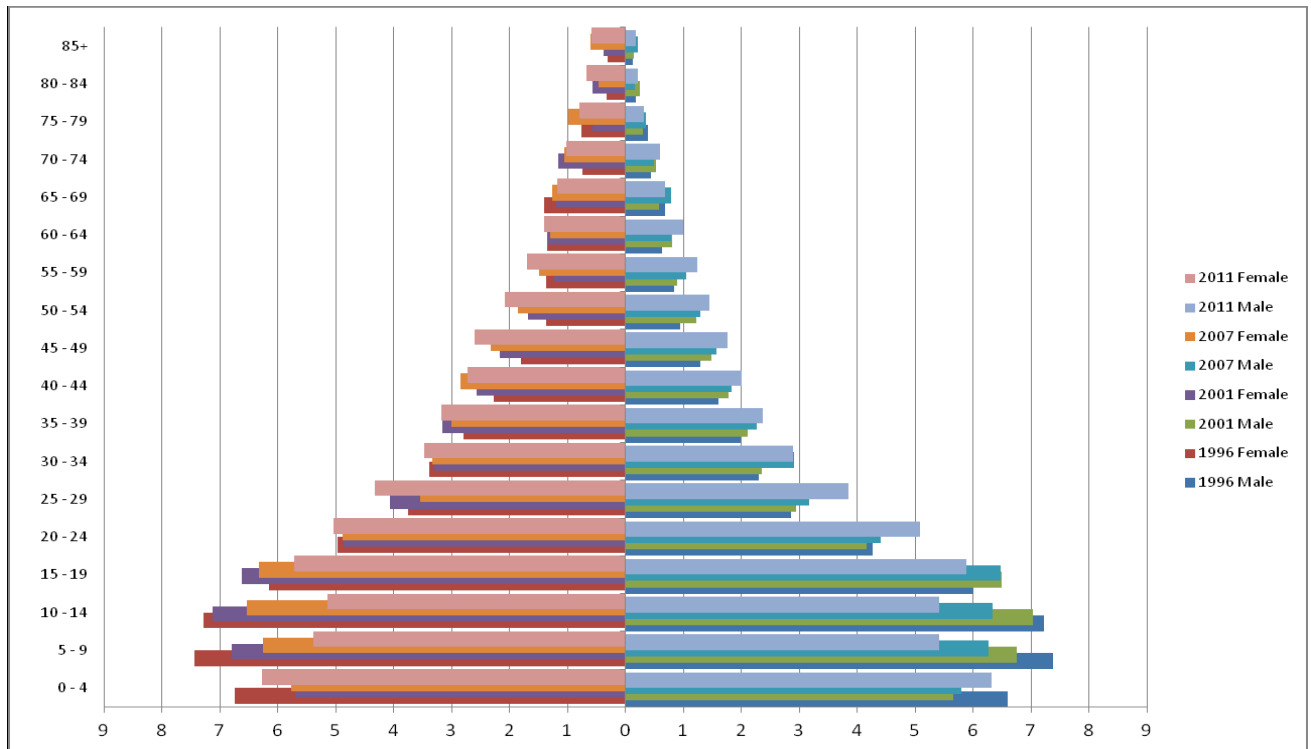
Source: SSA, 2012a

**Figure 4.2: Percentage distribution of total population by Province: census 1996, 2001, 2011 and Community Survey 2007.**

According to figure 4.2, KwaZulu Natal Province has got relatively the highest population proportion in 2011. The population of the Limpopo Province was accounts for 10.4 percent estimated at 5 404 868 people of the total population of the country

in 2011. Northern Cape is relatively the least populated Province in the country in 2011.

The following graph (figure 4.3) shows the distribution of population by age groups and sex in Limpopo Province.



Source: SSA (2012c)

**Figure 4.3: The distribution of population by age groups and sex: census 1996, 2001, 2011 and Community Survey 2007.**

As indicated in figure 4.3, in the Province, the distribution of the population by age, majority of the population is at the age category of below 20 years. This is typical in developing countries because the pyramid is wide at its base and becoming narrow upwards as the age in years increases. To put it differently, majority of the population is at youngest age.



It has been reported that black Africans have the highest proportion of population group (SSA, 2012a) in the province. Additionally, the number of households has been steadily growing over the past 15 years. The pattern is attributed to the population growth and trend changes in household formation. In Limpopo, the number has increased from 909 371 to 1 418 102 (SSA, 2012a). According to this census report, there were also significant changes in household service delivery as indicated below:

- Limpopo has significantly improved in the proportion of households living in the formal dwelling from 62.2 percent in 1996 to 89.8 percent in 2011;
- The percentage of households which use electricity for cooking has increased from 20.7 percent in 1996 to 50 percent in 2011;
- The percentage of households which use electricity for heating has increased from 20.6 percent in 1996 to 45 percent in 2011;
- The percentage of households which use electricity for lighting has increased from 39.2 percent in 1996 to 87.3 percent in 2011;
- The percentage of households with access to refuse removal by local authority or private company at least once a week has increased from 13 percent in 1996 to 21.8 percent in 2011;
- The percentage of households with access to flush or chemical toilet has increased from 14.2 percent in 1996 to 22.7 percent in 2011;
- The percentage of households with access to piped water inside the dwelling or yard has increased from 35.8 percent in 1996 to 52.3 percent in 2011. But it is lower than the recorded national average of 73.9 percent;

- Regarding the average household income per annum, the average household income is the lowest in the Limpopo region (R57 000) compared to other Provinces like Western Cape (R143 000) and Gauteng (R 156 000); and
- Concerning unemployment rate, between 1996 and 2011 there has been a drop from 45.1 percent to 38.9 percent.

#### **4.4 TARGET POPULATION**

The target population is the set of elements that the research focuses up on (Bless *et al.*, 2013). In other words, the population of the study constitutes lists of units for analysis (Bless *et al.*, 2013). This list of units for analysis may include people, organizations, localities, regions, countries, and incidences (Henning *et al.*, 2006). Therefore, the population consists of all of the cases that could be involved in that study. For the purpose of this study, the units of analysis include the five local municipalities under the CDM of the Limpopo Province such as Aganang, Lepele-Nkumpi, Blouberg, Molemole and Polokwane and the key stakeholders of IDPs within the local municipalities as indicated in section 4.5.2.

The Limpopo Province, more specifically the CDM and its local municipalities constitutes the target population. Firstly, the present researcher has exposure to these local municipalities. The present researcher has visited and attended several meetings that included senior officials and departments of municipalities and community representatives. The present researcher also served as research team for the socio-economic impact assessment of integrated development planning CDM survey from 2010 - 2012.

Secondly, the present researcher is a lecturer in the University of Limpopo specialising in development policy, planning and management. This experience not only helped in providing an opportunity to gain more insights on what is going on the field but also motivated him to write and publish different articles in journals and conference proceeding in relation to this study.

## **4.5 SAMPLING METHODS**

Sampling is very important in research. Bless *et al.* (2013) states that the quality of research depends on adequacy of sampling procedures, techniques and sample size. Given the constraints of time and resources in research, there is also a need to select limited sample out of the wider population (Bernard, 2013). Taking into consideration these issues, the procedure followed in this study for sampling was detailed as follow.

### **4.5.1 Stratified sampling**

Stratified sampling technique was used to choose sample local municipalities. The stratified sampling involves classifying the population into sub groups for selecting samples from each of group or strata (Bless *et al.*, 2013). According to the COGTA (2009), the local municipalities were classified into two strata such as vulnerable and performing well. As indicated in section 4.4, the five local municipalities under the CDM of the Limpopo Province such as Aganang, Lepele-Nkumpi, Blouberg, Molemole and Polokwane were the focus of this study. These municipalities were

further classified as vulnerable local municipalities such as Aganang, Lepele-Nkumpi, Molemole and Blouberg whereas Polokwane was considered as performing well.

For the purpose of this study, out of the four vulnerable local municipalities listed above, three were selected randomly from the vulnerable strata. These include Aganang, Lepele-Nkumpi, and Molemole local municipalities. Similarly, from the strata of performing well, Polokwane local municipality was selected for the study.

Given the constraints of time and financial resources, this research intended to cover the aforementioned four local municipalities. Accordingly, the current researcher submitted letters of request for permission to conduct the field data collection in the four local municipalities. Three local municipalities such as Polokwane, Aganang and Lepele-Nkumpi gave permissions to conduct the field work whereas the Molemole local municipality chose not to take part in the research for unidentified reason (see appendix 4).

#### **4.5.2 Purposive sampling**

This sampling technique was employed to identify respondents from selected local municipalities. According to Babbie (2010), purposive sampling refers to the procedure of selecting sample on the basis of knowledge of the population, its elements and the purpose of the study. As key informants or elements with rich information are the most important in qualitative research, the researcher will

purposely select on the basis of some criteria for deeper knowledge and understanding of the phenomenon (Bless *et al.*, 2013).

This study focuses on respondents with better understanding about municipal planning and implementation of development initiatives. This means participants of the study included various stakeholders of IDP in the municipalities such as representatives from: IDP officers and coordinators; LED officers and coordinators; PMS officers; traditional leadership; CDWs; ward committee members; private business sectors; and NGOs.

The total number of 100 respondents was expected to be involved in the field study which included questionnaire, individual interview, and group discussions. However, this study covered actually only 83 respondents from Polokwane, Aganang and Lepele-Nkumpi local municipalities. The discrepancy occurred mainly due to lack of permissions from Molemole municipality to conduct the field work (see annexure E). The respondents were selected in close collaboration and consultation with the concerned departments in the municipality, especially the IDP office.

#### **4.6 DATA COLLECTION**

For the purpose of this research, both primary and secondary methods were involved for data collection, mainly qualitative and to some extent quantitative data. There is a great difference between primary and secondary data. Primary data refers to the data that a researcher collects for the purpose of a particular study. The

primary data are very crucial because it specifically answers the research questions (Bless *et al.*, 2013).

Whereas, secondary data refer to both quantitative and qualitative data that can include data generated through systematic reviews through documentary analysis as well as results from large scale data set such as the national census or large scale survey (Smith, 2008). To put another way, secondary data entail the data that has been collected through literature review. The secondary data for research can be obtained from a wide variety of literature including journals, books, government policy documents, research reports and internet sources.

As indicated above, the study employed various sources of data. The primary data were collected from different kinds of respondents such as IDP officers, LED officers, PMS Officers, CDWs, CBOs/NGOs, ward committee, traditional leadership and private business sectors. Secondary data were gathered from policy and legislative documents, books, journal articles, internet, government reports, IDP documents and research reports. This shows that an attempt was made to ensure the triangulation of data sources.

The field work, interview and group discussions, was undertaken in order to obtain detailed information on the perception of IDP stakeholders regarding the current developmental role of local municipalities and their planning and implementation of IDPs. Similarly, the attitude of respondents was tested using a questionnaire. The study also employed existing document analyses in order to compare the

implementation of IDP in respect of service delivery initiatives in different categories of local municipalities.

The study mainly used different techniques for data collection such as a questionnaire, semi-structured interview with key informants, focus group discussion and study of available documents. Regarding data collection instruments, an attempt was made to ensure the triangulation of the instruments. The study used triangulation methods, in terms of field instruments and diversity of respondents, to gather supplementary information. Nueman (2006) describes triangulation as a means of mixing different styles of research and data. Hence, the study employed a questionnaire, key informant semi-structured interview, and semi-structured group interview as well as the study of available documents to collect data.

#### **4.6.1 Questionnaire**

A questionnaire is “a document containing questions and or other types of items designed to solicit information appropriate for analysis. Questionnaires are used primarily in survey research but also in experiments, field research, and other modes of observation” (Babbie, 2010:256). This definition indicates the following features of questionnaire: that questions are crucial elements of a questionnaire; that a questionnaire may be filled directly by the respondents in order to collect information from respondents; and that questionnaires can also be used in qualitative field research. A questionnaire method has advantages and its own limitations as data collection instrument. Bless *et al.*, (2013) pointed out some of the major advantages as it is standardised and time and cost effective whereas the

disadvantages include: its difficulty to interpret respondent's response; its difficulty to check that respondents understand the questions; and the low response rate and high response bias. Sarantakos (2005) adds that partial responses and shallow information are key weaknesses of the questionnaire method. Despite these limitations, a questionnaire is probably the most widely used instruments of data collection (De Vos *et al.*, 2011).

The study took these limitations into consideration and an effort was made to minimize the risks of difficulty of interpretation and shallow information through employing additional qualitative methods of data gathering techniques as well as by diversifying the respondents. In addition, the risk of low response rate was addressed through intensive supervision and follow-up. These measures helped this study to overcome the limitations of the questionnaire method.

The questionnaire was validated using techniques such as pilot testing and triangulation as indicated under section 4.7 validity and reliability. Apart from these, concerning the contents of the questionnaire, Nueman (2006) suggests the use of structured or closed questions and same standard questions for all respondents. Bless *et al.*, (2013) argues that structured questions are simple to record and to score, and they allow for easy comparison and quantification of results. Bless *et al.*, (2013) suggest that the negative aspect of structured questions such as over restrictive response possibilities or the exclusion of important ones can be greatly reduced by adding open ended options. Accordingly, this study used semi-structured questions for interview to bridge the gap.



In this study multiple choice structured questions of an ordinal scale was used to assess the attitude of respondents. Bless *et al.*, (2013) indicated that respondents must decide how much they agree with questions, an opinion or a statement. Different authors argue that one can use a five-point scale to obtain more differentiated answers, for instance, strongly disagree, disagree, undecided, agree, and strongly agree (Seidman, 1998; Bless *et al.*, 2013). This type of quantitative method helps to assess the opinion of respondents in relation to the study topics and aspects. Accordingly, the questionnaire for this study was designed to investigate the attitudes of respondents in various aspects of the study as indicated in figure 2.1 and figure 3.3.

The questionnaire for this study was filled by a total of 53 respondents from Polokwane, Aganang and Lepele-Nkumpi local municipalities that were selected purposively in close collaboration and coordination with the concerned municipal officers as indicated in section 4.5.2. These respondents included IDP officers, LED officers, PMS Officers, CDWs and representatives of community and community based organisations. The questionnaire was largely filled by the respondents as there was no apparent challenge of illiteracy. However, for a limited number of respondents (about nine), the study involved face-to-face approach and a trained translator.

#### **4.6.2 Individual interview**

Interview as qualitative data collection instrument assists the researcher to investigate in-depth the perception of the participants of the study. The purpose of

the interview is to explore the experience of participants and to understand the meaning they make of that experience (Seidman, 1998). So interview is crucial for a better understanding of people's views and their context there by supplements data collected through other means. Interview, as a qualitative data collection instrument helps to understand not only the context of people's behaviour but also to understand the meaning of that behaviour" (Ibid).

Semi-structured interview is a type of interview that consists of checklists or a set of pre-determined open-ended questions, with other questions emerging as the interview processes progresses (Barbour, 2008; Diccico-Bloom and Crabtree, 2006; Corbetta, 2003; Patton, 2002). This type of interview is most widely used in qualitative studies (Diccico-Bloom and Crabtree, 2006). The major strength of this method is that it helps to explore in detail the explanations of participants so as to clarify concepts and problems, to identify new aspects of the problem as well as to establish a list of possible solutions (Bless *et al.*, 2013:). However, like other methods semi-structured interview has its own drawbacks. One of the drawbacks of this method is failure to ask prompt questions (Kajournboon, no date). In this regard, the present researcher gave time for respondents to express their views and tried to get more clarifications using follow-up or probe questions based on their responses to gather detailed data. Another drawback is little tolerance for non-structured questions from senior officers (Simons, 2009). To address this challenge, the present researcher sent interview questions in advance so that they could prepare themselves for the interview.

This study mainly used an interview guide to gather data from respondents through one-to-one interview approach (annexure B). The interview guide for this study was designed to investigate the perceptions of respondents on various aspects of the study using analytical framework as indicated in figure 2.1 and figure 3.3.

The questions were designed as open-ended questions to encourage active interaction and discussion. In addition, the present researcher posed follow-up questions depending on the responses of participants to get more clarity on some of the issues related to the study. The key informants were selected for their knowledge and roles in development work of the municipality, more particularly in the preparation and implementation of municipal IDPs. These participants mainly include representatives from IDP office, LED office, CDWs coordinators, and the office of traditional leadership, private business sector and NGOs. A total of 16 respondents (8 Polokwane and 8 Lepelle-Nkumpi), who are officers and coordinators in the local municipalities were involved in individual interview.

#### **4.6.3 Group discussions**

Focus group involves a group of people for examining their views on certain issues. Focus group is “a general term given to a research interview conducted with groups. It is typically a group of people who share a similar type of experience, but a group that is not ‘naturally’ constituted as an existing social group” (Kelly, 2006:304). Similarly, Babbie (2010) describes focus group as a qualitative group interview method that allows for interviewing several individuals in a systematic and simultaneous way. In the arrangements for focus group one should consider

different issues such as the size, the duration, group dynamics, and the content of the discussion. Focus group usually involves a small group of participants composed of six to 12 people and lasts for one and half hour (Bless *et al.*, 2013; Kelly, 2006; Diccico-Bloom and Crabtree, 2006). Bless *et al.*, (2013) pointed out the advantage of heterogeneous group for encouraging debate and deeper discussion of the issues, however, the facilitator must attend to power dynamics within the group so as to promote smooth interactions by reducing dominance of some participants. More specifically, facilitators are required to pay attention to marginalisation of certain people (Kelly, 2006).

In this study, participants for focus group drawn from the ward committee members who were selected purposefully from different wards within a local municipality. A total of two focus groups composed of 14 respondents (8 Polokwane and 6 Lepelle-Nkumpi) involved in group discussion. The participants included ward committee members from different wards within the local municipalities. This contributed to facilitate deeper interaction from the context of various wards. During the discussion, participants were given chance to introduce themselves and active and lively participation was encouraged by involving silent people to express their views. Concerning the content for discussion, focus group usually follows semi-structured interviews (Kelly, 2006; Diccico-Bloom and Crabtree, 2006). While Babbie (2010) argues that focus group takes the form of structured, semi-structured, or unstructured interviews. It is evident that data collected through structured interviews lacks detail and the data gathered by unstructured interviews becomes difficult to analyse.

An interview guide was employed in this study to reduce the difficulties of data consistency and analysis associated with unstructured method (annexure B). The interview guide was formulated using analytical frameworks as indicated in figure 2.1 and figure 3.3. The questions were designed as open-ended questions to encourage active interaction and discussion. In addition, the present researcher posed follow-up questions depending on the responses of participants to get more clarity on some of the issues related to the study. Though the majority of the ward committee members of focus group did not have difficulty in understanding English language, for the purpose of precaution, this study used an assistant to facilitate the interpretation and recordings of the proceedings. The assistant was briefed thoroughly about the purpose of the interview and provided with copies of the interview guide.

#### **4.6.4 Examining existing documents**

Examining secondary data is very crucial because it requires critical analysis and interpretation to gain new ideas and insights from already available sources of information. The use of existing documents has two major advantages. It provides the basis for in-depth understanding of the context of the study. Additionally, the use of available sources contributes for the interpretation of the data collected through empirical methods (Simon, 2009).

Smith (2008) states that secondary data or existing documents are complimentary and should be used in combination with other methods of data collection and

analysis. This suggests that the use of multiple sources and techniques of data gathering and analysis enhances the validity of secondary data.

This study made use of the existing secondary data sources that have relevance to answer the research questions. It is very crucial to be selective in the identification of relevant materials for any study (Simon, 2009). Accordingly, the following types of documents were included in this study:

- Municipal IDP documents, strategic documents, ward plans and municipal annual reports;
- Various policy and legislative documents including the new Constitution of South Africa, white papers, national and provincial development plans and strategic documents;
- Survey reports, in particular the CDM socio-economic impact assessment of integrated development planning of 2010 produced by the University of Limpopo and the CDM;
- Official reports of census data of SSA (2012);
- Various research articles in journals and conference proceedings;
- Books and chapters of books;
- Masters dissertation and PhD thesis produced by students in different universities; and
- Online sources of information.

These sources of information were critically analysed in order to understand the context of South African developmental local governments and their planning and implementation of IDPs.

#### 4.7 VALIDITY AND RELIABILITY

Validity refers to a situation where a specific instrument provides information that related to commonly accepted meaning of a particular concept (Babbie and Mouton, 2001). It has been argued that qualitative field research measurements have more validity (Babbie, 2010).

There are various strategies to ensure validity such as: pilot studies; triangulation; respondent validation; constant comparison; and evidences (Gibbs, 2007; Silverman, 2006). Accordingly, this study used various strategies to deal with the issue of validity. It includes:

- a) The field instruments (questionnaire and interview guide) were pilot tested in the field to assess their validity. Thus 10 participants were involved in the pre-test of questionnaire and interview guide. The feedback obtained from the pre-tests helped to adjust the instruments where required. Additionally, prior to the field work, local municipalities were visited and all arrangements made in discussion with the concerned officers;
- b) The study mainly used triangulation in the form of comparing different kinds of data (e.g. quantitative and qualitative) and different methods (questionnaire, interview, and secondary document analysis). This is done by employing different techniques for data collection such as a questionnaire, semi-structured interview with key informants, focus group discussion and study of available documents. Likewise, this study employed various sources of data such as IDP officers, LED officers, PMS Officers, CDWs,

CBOs/NGOs, ward committee, traditional leadership and private business sectors as indicated in section 4.6;

- c) This study also employed comparisons whereby the present researcher compared the findings with findings of other researchers; and
- d) This research provided evidences in the form of quotations from transcripts of interviews and group discussions were required to ensure validity.

Reliability refers to the condition where the given instrument provides the same results if repeated (Babbie and Mouton, 2001). The authors add that reliability checks whether the instrument is consistent over certain periods of time. The issue of reliability is contentious in qualitative field research. This is because qualitative researchers reject reliable and objective measures by arguing that social phenomena are context dependent (Durrheim, 1999). Similarly, Babbie (2010) states that reliability is difficult in qualitative field research because field research is not appropriate for generalizability.

However, others argue that reliability is an important element in the field research (Silverman, 2006). In this regard, this research addressed the issue of reliability using the following strategies:

- a) Gibbs (2007) argues that reliability in the field research can be addressed by checking the questionnaire and transcripts. Hence, the present researcher checked regularly the filled-in questionnaires and field notes of interview and group discussions to minimise mistakes; and
- b) Silverman (2006) and Gibbs (2007) also suggest the use of coding and cross checking method. Hence, the present researcher used this method to ensure



that codes and categories (themes) are consistent in all cases. The unanticipated codes and categories were treated accordingly.

- c) The Cronbach's Alpha test was conducted for checking reliability (internal consistency) of all items in the questionnaire.

## **4.8 DATA ANALYSIS**

This study employed the analysis of data gathered through a questionnaire, interviews and from secondary documents. The techniques and procedures involved in each case are detailed as follow.

### **4.8.1 Analysis of a quantitative data**

For the purpose of this study, quantitative analysis refers to the analysis of the attitudes of respondents which were assessed using a five-point scale questionnaire in order to obtain more differentiated answers (e.g. strongly agree, disagree, undecided, agree, and strongly agree). The questionnaire for this study included various topics and aspects as indicated under section 4.6.1.

According to Babbie (2010) quantitative analysis refers to "the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect. The quantitative analysis is carried out by using different types of statistical procedures. In this regard, Durrheim (2006) argues that the decision regarding what type of statistical procedure to employ is largely determined by the purpose of the study and the kind of data that has been collected during the study.

Accordingly, this study employed the following steps to analyse the quantitative data.

- First, the filled in questionnaire was edited for quality and completeness by the researcher;
- Secondly, the raw data were coded and captured as well as processed using SPSS. Regarding the process of coding, all the quantitative data was pre-coded on the questionnaire to minimize problems in data analysis as suggested by authors, for instance Nueman (2006).
- Thirdly, analysis techniques mainly employed includes Cronbach's Alpha test, cross tabulations, frequencies, percentages, means and standard deviations. These tools were selected in line with the nature of this study. As this study follows largely qualitative case study approach, the quantitative analysis was mainly used to augment or support the qualitative findings.
- Finally, the finding was presented in cross comparative table formats.

#### **4.8.2 Analysis of qualitative data**

For the purpose of this study, qualitative analysis refers to the analysis of the field notes and observations as indicated under section 4.6.2 and 4.6.3. This qualitative data mainly includes the transcripts of individual and focus group interview. As Gibbs (2007) states qualitative data is meaningful and diverse. This type of data requires careful analysis and interpretation procedures (Babbie, 2010; Gibbs, 2007; Simons, 2009).

Analysis means inductive process of coding, categorizing, concept mapping and theme generation to produce findings and overall understanding whereas interpretation refers to deriving insights through methods such as reflective thinking, lateral thinking, looking from different angles, seeing through different lenses. In short, analysis and interpretation involves cognitive and intuitive processes of re-reading transcripts, field notes, observations and other forms of data (Simons, 2009).

The qualitative analysis procedure followed in this study included some stages. These stages help to analyse and interpret qualitative data (Creswell, 1998). It includes:

a) Collecting and managing the data

- The individual interview was conducted in English and Spedi, using interpreters where applicable;
- The present researcher took field notes and the use of media recorder was based on the willingness of participants (Sarantokos, 2005); and
- The present researcher transcribed the qualitative data into electronic version. It involves a creative process of writing up the notes in order to express participant's ideas and observations (Gibbs, 2007).

b) Reading and memoranda

- The present researcher read and re-read the transcripts of interview to identify key concepts and ideas as described by participants themselves.

#### c) Classifying

- This study involved both coding and categorising. Coding is an analytic process of breaking down the data into segments and assigning a name to each (Simons, 2009). The codes originate from research literature, previous studies and the interview schedule (Gibbs, 2007);
- Accordingly, the present researcher used a list of codes and these codes were amended during analysis to accommodate new ideas and unanticipated categories; and
- The coded data then categorised into similar themes.

#### d) Interpretation

- As Simons (2009) states interpretation of qualitative data refers to deriving insights through various methods related to cognitive and intuitive process.
- In this study, the methods of interpretation included:
  - Identify different perceptions, codes and categories.
  - Compare the views by looking at patterns (Lofland *et al.*, 2006).
  - Select quotes that are most representative of the findings.

#### e) Representing and visualising

- The findings were presented using text and textual quotes which consists of the ideas and words of participants as well as cross comparative tables.

### **4.8.3 Analysis of available documents**

For the purpose of this study, analysis of secondary documents refers to the analysis of the survey report, in particular the CDM survey 2010, the SSA census report 2011, the current IDP documents and municipal annual performance report as indicated under section 4.6.4. This document mainly includes data on the implementation of IDPs pertaining to service provisions at household level.

Simons (2009) describes analysis of data as follow. Firstly, description deals with looking at the original data to understand what is happening in it. Secondly, analysis examines the issue of how things work or why they do not, by investigating patterns from the data. Finally, interpretation focuses on identifying the meaning or explaining the situation in relation to the analysis.

This study summarised the implementation of IDPs pertaining to household service provisions in study areas. Accordingly: the information mainly contained the level of services in the local municipalities; it was further analysed through cross comparison of different cases to find out patters in the data; and the finding was presented in the form of comparative tables.

## **4.9 ETHICAL CONSIDERATIONS**

Ethics is defined in different ways. However, in the context of research, it entails the right attitude and behaviour of both researcher and participant. The research ethics refers to “ a set of widely accepted moral principles that offer rules for, and behavioural expectations of, the most correct conduct towards experimental subjects

and respondents, employers, sponsors, other researchers, assistants and students” (De Vos *et al.*, 2011:129).

Research ethics has different dimensions. According to (Gibbs, 2007) the most important dimension regarding ethics in research is minimising the harm and maximising the benefits to participants. This indicates that the researcher has got responsibility in minimising any harm (emotional or physical) to respondents. One of the possible ways to avoid emotional harm is through excluding sensitive and personal information from research instrument (De Vos *et al.*, 2011).

Furthermore, the researcher should consider issues such as informed consent, anonymity of transcripts, faithfulness in transcribing (Gibbs, 2007) and confidentiality of the information given by participants (Simons, 2009) in order to avoid any harm on participants.

In this study, the aforementioned issues and other aspects were included in the consent. The principle of ‘informed consent’ was applied to ensure full cooperation and adequate knowledge of the research project. This study followed a protocol and procedure to get approval from the concerned bodies in relation to this study including:

- Letter of approval from the University as indicated in annexure C.
- Letter seeking permissions from municipalities as indicated in annexure D.
- Consent form as indicated in annexure F.

It is very clear that no one should be forced to be involved in any research activity (Rubin and Babbie, 2005). Therefore, this study ensured respect to authorities, culture and traditions of the people. Additionally, an effort was made to maintain trust between the researcher by giving details about the project and objectives of the study before starting any interview process.

It was made clear that the present researcher ensured anonymity and confidentiality of the information. Anonymity denotes the privacy of information given by participants whereas confidentiality indicates the handing of information in a confidential manner (De Vos *et al.*, 2011). These issues were included in the cover page of the questionnaire and consent form. Therefore, participants were assured about the confidentiality of their information. According to De Vos *et al.* (2011), the findings of the study must be introduced to the public in large in written form. In this study, it has been ensured that participants would get feedbacks on the results and the findings would be published in academic media.

The present researcher has already started publishing articles in journals and conference proceedings for better access of information to the public. In this regard, this study has contributed towards building the capacity and confidence of the present researcher in preparation, presentation and publication of the findings of this research as indicated in annexure- G.

#### **4.10 CONCLUSION**

This chapter described the processes and procedures of research methodology for this particular study by emphasizing more on issues such as: the research approach, study area, population, sampling, data collection, data analysis, validity and reliability, and ethical aspects. It also identified the major sources of data and field instruments used to collect primary data. The next chapter presents analysis and interpretation of the key findings of the study.



## **CHAPTER FIVE: DATA ANALYSIS AND PRESENTATION OF THE FINDINGS**

### **5.1 INTRODUCTION**

As indicated in the preceding chapter, this research was conducted in the local municipalities of Limpopo Province such as Polokwane, Lepelle-Nkumpi and Aganang. In Limpopo, literature shows that many local municipalities have performed inadequately in terms of planning and implementation of service delivery initiatives. Furthermore, the government reports have also revealed that the majority of the local municipalities in Limpopo had performed inadequately in relation to their functionalities in planning and implementation of local development initiatives.

The purpose of this research was to assess how local municipalities can further enhance their effectiveness in planning and implementation of development initiatives in Limpopo Province. The study primarily followed a qualitative case study approach. Additionally, quantitative assessment was conducted to augment the qualitative findings. The sampling for this study involved stratified and purposive techniques to select the local municipalities and participants of the study, respectively. The data was collected by employing a variety of methods including questionnaire, individual interview, group discussion and analysis of available documents. It was undertaken by engaging 83 officers and community representatives from in three local municipalities of Polokwane, Lepelle-Nkumpi and Aganang. Out of 83 respondents 30 were engaged in interview and group discussion whereas 53 participated with respect to filling the questionnaire.

This chapter, therefore, presents the key findings of the study. It has been organised into three major sections: Section 5.2 provides the analysis and presentation of quantitative analysis; followed by section 5.3 which presents the findings of the qualitative analysis; and the analysis from existing or available documents are presented and discussed in section 5.4.

## **5.2 DATA ANALYSIS AND PRESENTATION OF QUANTITATIVE SURVEY CONDUCTED (QUESTIONNAIRE)**

The following sub-section presents the results of analyses of quantitative data. The sub-section is organised as follow:

- First, the sub-section 5.2.1 starts by providing biographic profiles of respondents who were involved in filling the questionnaire.
- Secondly, it presents the results of analysis of the degree of responses under sub-section 5.2.2.
- Thirdly, the sub-section 5.2.3 presents the results of comparative analysis of responses from two categories of local municipalities (performing well and vulnerable)
- Finally, the sub-section presents results of analysis of correlation among items/variables using Cronbach's Alpha test under sub-section 5.2.4.

### **5.2.1 Biographical details of respondents (quantitative study)**

As indicated in the methodology chapter, a total of 53 respondents were involved in filling the questionnaire for this study. This section presents the background information of the respondents in terms of gender, age, educational level, position and experiences. The analysis carried out using cross tabulation, frequencies, percentages, means and standard deviations where applicable (Table 5.1). In addition, the respondents were grouped into two categories of local municipalities (performing well and vulnerable) as mentioned in the methodology part of this thesis.

Gender is one of the biographic profiles important to describe the gender structure of the sample population. Out of the total 53 respondents, 34 (64.2%) were male and 19 (35.8%) were female. More specifically, out of the 15 performing well and 38 vulnerable category 11 (73.3%) were male and 4 (26.4%) were female, and 23 (60.5%) were male and 15 (39.5%) were female, respectively (Table 5.1). The implication is that the majority of the respondents were male and it highlights the need to balance gender representation of IDP stakeholders in the local municipalities.

Regarding age, the mean age of the respondents was 38 years with a standard deviation of 8.8 and it ranges from 19 up to 60 years (Table 5.1). Within the category of respondents 35 and 41 were the mean ages of performing well and vulnerable, respectively (Table 5.1). The implication is that the majority of IDP stakeholders are at a young stage whose capacities can be further developed in terms of new ideas and approaches to planning and management.

Education is another biographic profile important to describe the education structure of the sample population. Out of 53 respondents, 10 (18.9%), 15 (28.3%) and 28 (52.8%) had grade 11 or less, grade 12, diploma and above, respectively (Table 5.1). The educational level of the respondents by performing well and vulnerable category of municipalities shows the highest proportion 9 (59.9%) and 19 (50.0%) hold qualifications diploma and above, respectively (Table 5.1). The implication is that there is further need for local municipalities to upgrade the level of education of IDP stakeholders so as to improve their IDP planning and implementation.

Positions of the respondents are also crucial to describe their roles in planning and implementation of IDPs. Out of 53 respondents, 44 (83.0%) and 9 (17.0%) were municipal officers/ workers and community representatives, respectively (Table 5.1). In terms of categories, out of 15 performing well category 15 (100.0%) and 0 (0.0%) while out of 38 vulnerable category 29 (76.3%) and 9 (23.7%) were municipal officers/workers and community representatives, respectively (Table 5.1). These stakeholders play significant role in planning, implementation and monitoring and evaluation, consultation, community mobilisation, communication and facilitation of IDPs in the local municipalities.

Experience in years of respondents was assessed to describe the average years of experience of sample population. The mean year of experience of the respondents was 5 years with a standard deviation of 12.3 and it ranges from 1 up to 9 years (Table 5.1). Within the category of respondents 4 and 6 were the mean years of experience of performing well and vulnerable, respectively (Table 5.1). The

implication is that most of the respondents have exposure to the IDP in relation to their roles and responsibilities.

Table 5.1 Summary of biographic details of respondents (quantitative study) (N=53)

Profiles	Categories of local municipalities				Total (N=53)	
	Performing well (N=34)		Vulnerable (N=49)			
	Frequency	%	Frequency	%		
<i>1. Gender</i>						
Male	11	73.3%	23	60.5%	34	64.2%
Female	4	26.7%	15	39.5%	19	35.8%
<i>2. Education</i>						
Grade 11 or less	0	0.0%	10	26.4%	10	18.9%
Grade 12	6	40.1%	9	23.6%	15	28.3%
Diploma and above	9	59.9%	19	50.0%	28	52.8%
<i>3. Position</i>						
Municipal officers	15	100.0%	29	76.3%	44	83.0%
Community representatives	0	0.0%	9	23.7%	9	17.0%
	<b>Mean</b>	<b>SD</b>	<b>Mean</b>	<b>SD</b>	<b>Mean</b>	<b>SD</b>
<i>4. Age</i>	35	10.5	41	7.1	38	8.8
<i>5. Experience</i>	4	12.6	6	12.0	5	12.3

Source: own survey, 2014; SD= Standard Deviation

### 5.2.2 Analysis of the degree of response

In this study, an analysis of the degree of response was carried out to check the statements with more or less agreement in relation to others through comparing the mean scores and standard deviations of each statement. According to Bernard (2013), the mean or the average refers to the sum of the individual scores in a

distribution, divided by the number of scores and it can be found for ordinal and interval-level variables.

### **5.2.2.1 *The role in promoting community participation***

Table 5.2 shows the degree of response, the mean and standard deviations of the responses related to the local municipality's role in community participation. The construct 'the role in community participation' consisted of six statements listed as follow:

- Statement B1- Community participation is low in terms of making inputs in planning and budgeting processes.
- Statement B2- Non-functionality of wad committee is affecting in community involvement in determining development needs and priorities.
- Statement B3- Exclusion of some groups (e.g. women, disabled) is affecting community involvement.
- Statement B4- Absence of voluntary community associations is affecting community involvement in determining development needs and priorities.
- Statement B5- Limited capacity of the municipality is affecting community involvement in determining development needs and priorities.
- Statement B6- Less ownership of development programme or project by community is affecting the development role of the local municipality.

**Table 5.2 Degree of response related to community participation (n=53)**

Items	Percentages (%)					Mean	SD
	Strongly disagree	Disagree	Undecided	Agree	Strongly Agree		
Statement B1	17.5	12.5	17.5	37.5	15	3.20	1.344
Statement B2	15.0	12.5	5.0	50.0	17.5	3.43	1.338
Statement B3	10.0	30.0	2.5	30	27.5	3.35	1.424
Statement B4	12.5	7.5	10.0	37.5	32.5	3.70	1.344
Statement B5	10.0	12.5	10.0	25.0	42.5	3.78	1.387
Statement B6	7.5	2.5	15.0	47.5	27.5	3.85	1.099

Source: own survey data, 2014; SD= Standard Deviation

As indicated in Table 5.2, the mean of statement B6, which was related to 'less ownership of development projects by community' is high (mean=3.85) when compared to the other items. This statement is an indication that lack of sense of ownership affects local participation in development. The second item with high mean is the statement B5 (mean=3.70). This statement strongly suggests that lack of capacity at municipal level affects the efforts towards community participation. The third highest mean (3.70), i.e. statement B4 'absence of voluntary community associations is affecting community involvement in determining development needs and priorities also reveals the need to encourage the formation of voluntary community associations to promote local participation.

In general, the above response on degree of response in relation to community participation indicated that the municipal role in community participation is low and being affected mostly by factors such as the less sense of ownership of development

initiatives, limited existing capacity and the absence of voluntary community associations within the local municipalities. The result can be further detailed by considering items from B1- B6 as follow.

- *Statement B1- Community participation is low in terms of making inputs in planning and budgeting processes.* Table 5.2 indicates that totally 38% of the respondents agreed with the above statement; 15% strongly agreed; 17.5% were undecided; while 30% either disagreed or strongly disagreed. Most of the respondents agree with the statement. The finding shows that despite the policy and legislative provision for local participation in planning and budgeting remains a challenge for municipalities. On the other hand, the significant proportion of respondents who did not confirm the statement may suggests that there is some improvement in local participation, for instance in terms of established structures, mechanisms and consultative meetings.
- *Statement B2- Non-functionality of wad committee is affecting community involvement in determining development needs and priorities.* Table 5.2 shows that altogether 50% of respondents agreed with the above statement; 18% strongly agreed; 5% were undecided; while 28% either disagreed or strongly disagreed. According to the finding, the majority of respondents confirm the statement. This could mean that weaknesses of the ward committee affect the level of community participation in the local planning process.
- *Statement B3- Exclusion of some groups (e.g. women, disabled) is affecting community involvement.* Table 5.2 indicates that about 58% of the respondents either agreed or strongly agreed with the above statement; only



2.5% were undecided; 40% either disagreed or strongly disagreed. The large proportion of respondents agreed with the statement may suggest that exclusion of disadvantaged and marginalised groups affects the level of community participation in the local planning process. On the other hand, the significant proportion of respondents who did not support the statement may also suggest that there is an effort from municipality in encouraging special groups in local development process.

- *Statement B4- Absence of voluntary community associations is affecting community involvement in determining development needs and priorities.* Table 5.2 shows that only 20% of respondents either disagreed or strongly disagreed; 8% were undecided; 38% agreed; while 33% strongly agreed with the above statement. The highest proportion of respondents who supported the statement may suggest that absence of voluntary community associations affects the level of community participation in the local planning process.
- *Statement B5- Limited capacity of the municipality is affecting community involvement in determining development needs and priorities.* Table 5.2 indicates that only 23% of respondents either disagreed or strongly disagreed; 10% were undecided; 25% agreed; while 43% strongly agreed with the above statement. The largest proportion of respondents strongly agreed and agreed with the statement may indicate that there is limitation in municipal capacity which would seriously affect the level of community participation in the local planning processes.
- *Statement B6- Less ownership of development programme or project by community is affecting the development role of the local municipality.* The

above response in Table 5.2 indicates that only 10% of the respondents either disagreed or strongly disagreed; 15% were undecided; 48% agreed; while 28% strongly agreed with the above statement. The high proportion of respondents who either agreed or strongly agreed with the statement may imply that less ownership of development programme or project by community could be critically affecting the level of community participation in the local planning process.

#### **5.2.2.2 *The role in poverty alleviation***

Regarding local municipality's role in poverty alleviation, the following Table 5.3 shows the degree of response, the mean and standard deviations of the responses. The construct 'the role in poverty alleviation' consisted of five statements listed as follow:

- Statement B7- Higher level of poverty is one of the serious challenges.
- Statement B8- Having less power to make decisions over programming and spending is affecting local poverty reduction efforts.
- Statement B9- Lack of meaningful participation of the poor is affecting local poverty reduction efforts.
- Statement B10- Shortage of funding or staffing is affecting local poverty reduction efforts.
- Statement B11- Lack of commitment from other stakeholders including non-governmental agencies and business sectors is affecting local poverty reduction efforts.

**Table 5.3 Degree of response related to poverty alleviation (n=53)**

Items	Percentage%					Mean	SD
	Strongly disagree	Disagree	Undecided	Agree	Strongly Agree		
Statement B7	7.5	5.0	5.0	20.0	62.5	4.25	1.235
Statement B8	15.0	17.5	15.0	25.0	27.5	3.33	1.439
Statement B9	5.0	15.0	7.5	35.0	37.5	3.85	1.231
Statement B10	2.5	10.0	12.5	27.5	47.5	4.08	1.118
Statement B11	7.5	15.0	10.0	32.5	35.0	3.73	1.301

Source: own survey data, 2014

According to Table 5.3, the highest (mean=4.25) of statement B7, which is related to 'the prevalence of higher level of poverty' strongly suggest that poverty is a serious challenge in the local municipalities, when compared to the other items. The second item with high mean is the statement B10 (mean=4.08) 'shortage of funding or staffing'. This statement also implies that shortage of fund and staffing affects the efforts towards poverty alleviation in the local municipalities. The third highest mean (3.85), i.e. statement B9 'lack of meaningful participation of the poor is affecting local poverty reduction effort' also reveals the need to promote local participation.

The above response on the degree of response in relation to poverty alleviation highlights the need to focus on poverty alleviation at the local policy implementation level. It also indicates the key challenges related to local poverty alleviation such as shortage of capacity and lack of meaningful participation. The result can be further detailed by considering items from B7- B11 as follow.

- *Statement B7- Higher level of poverty is one of the serious challenges.* The response in Table 5.3 indicates that only 13% of respondents either disagreed or strongly agreed; 5% were undecided; 20% agreed; while 63% strongly agreed with the above statement. The relatively highest proportion of strongly agreed respondents may suggest that there is a need for further strengthening of the existing strategic measures and commitment against deep rooted poverty at the local level.
- *Statement B8- Having less power to make decisions over programming and spending is affecting local poverty reduction effort.* The aforementioned response in Table 5.3 indicates that altogether 33% of respondents either disagreed or strongly disagreed; 15% were undecided; while 53% either agreed or strongly agreed with the above statement. The result reveals that having less power to make decisions over programming and spending at municipal level may affect local poverty reduction effort. Such power refers to the autonomy over all the programmes and resources including land within the local municipality. On the other hand, the significant proportion of respondents who did not support the statement may not indicate that there is no room for improvement.
- *Statement B9- Lack of meaningful participation of the poor is affecting local poverty reduction effort.* The response in Table 5.3 shows that only 20% of respondents either disagreed or strongly disagreed; 8% were undecided; 35% agreed; while 38% strongly agreed with the above statement. It is apparent that a continuous trend emerges from statements B1 and B9. The large proportion of respondents who support the statement implies that lack of

meaningful participation of the poor may affect local poverty reduction efforts of the municipalities.

- *Statement B10- Shortage of funding or staffing is affecting local poverty reduction effort.* According to Table 5.3, only 12% of respondents either disagreed or strongly disagreed; 13% were undecided; 27% agreed; while 48% strongly agreed with the above statement. It is also clear that a continuous trend emerges from statements B5 and B10. Relatively highest proportion of respondents support the statement meaning that shortage of funding or staffing may critically affect local poverty reduction effort at municipalities.
- *Statement B11- Lack of commitment from other stakeholders including non-governmental agencies and business sectors is affecting local poverty reduction efforts.* The above response in Table 5.3 shows that, only 23% of respondents either disagreed or strongly disagreed; 10% were undecided; 33% agreed; while 35% strongly agreed with the above statement. The finding shows that the majority of respondents supported the statement. This means that the low level of commitment from municipal stakeholders including the private sector and NGOs/CBOs may seriously affect the local poverty reduction efforts at municipalities. That is why the NDP 2030 encourages the partnership among public, private and civil societies in addressing poverty, unemployment and inequality in the country.

### **5.2.2.3 The role in service delivery**

Likewise, an attempt was made to assess the degree of response, the mean and standard deviation of the responses related to service delivery at the local municipalities (Table 5.4). The construct 'the role in service delivery' consisted of seven statements listed as follow:

- Statement B12- Local municipality lacks ability to play crucial role in service delivery.
- Statement B13- Service delivery is affected by limited administrative capacity to function and manage finances.
- Statement B14 - A poor incentive for performance is affecting service provision in the municipality.
- Statement B15 - There is a lack of coordination among sector departments with respect to service delivery.
- Statement B16- The local municipality is faced with shortage of financial resources, resulting in service delivery disruption.
- Statement B17- The local municipality has huge service delivery backlogs.
- Statement B18- There is dissatisfaction from communities with regard to quality of services by the municipality.

As shown in Table 5.4, the highest (mean=3.70) of statement B13 which states 'service delivery is affected by limited administrative capacity to function and manage resources', implies that service delivery is highly affected by limited administrative capacity, when compared to the other items. The second item with high mean is the statement B17 (mean=3.63) 'the local municipality has huge service delivery backlogs'. This statement also suggests that the local municipality has huge service

delivery backlogs. The third highest mean (3.60), i.e. statement B14 “a poor incentive for performance is affecting service provision in the municipality” also reveals the need to encourage and motivate those who are working with the community.

**Table 5.4 Degree of response related to service delivery (n=53)**

Items	Percentage %					Mean	SD
	Strongly disagree	Disagree	Undecided	Agree	Strongly Agree		
Statement B12	15	32.5	7.5	22.5	22.5	3.05	1.449
Statement B13	7.5	12.5	10.0	42.5	27.5	3.70	1.224
Statement B14	7.5	17.5	15	27.5	32.5	3.60	1.317
Statement B15	7.5	25.0	7.5	25.0	35.0	3.55	1.395
Statement B16	15.0	12.5	7.5	37.5	27.50	3.50	1.414
Statement B17	5.0	17.5	15.0	35.0	27.5	3.63	1.213
Statement B18	5.0	20.0	12.5	37.5	25.0	3.58	1.217

Source: own survey data, 2014

The aforementioned analysis on the degree of response in relation to the role in service delivery reveals that the service delivery at local level is insufficient mainly due to limited administrative capacity and poor incentive for performance. The result can be further detailed by considering items from B12- B18 as follow.

- *Statement B12- Local municipality lacks ability to play crucial role in service delivery.* According to Table 5.4, the total of 48% of respondents either disagreed or strongly disagreed; 8% were undecided; 23% agreed; while 23%

strongly agreed with the above statement. The large proportion of respondents who did not confirm the statement suggests that local governments were contributing for improved basic services at the local level. On the other hand, the significant number of respondents also supported the statement. The results indicate that there is still much to be done to improve the ability of local authorities to deliver adequate services to its citizens.

- *Statement B13- Service delivery is affected by limited administrative capacity to function and manage finances.* The above analysis in Table 5.4 shows that only 8% of respondents strongly disagreed; 13% disagreed; 10% were undecided; 43% agreed; while 28% strongly agreed with the above statement. The result shows that the majority of the respondents support the statement. This may indicate that the maladministration and mismanagement of financial resources at municipal level could affect the provision of services to the local people.
- *Statement B14 - A poor incentive for performance is affecting service provision in the municipality.* The finding in Table 5.4 shows that only 8% of respondents strongly disagreed; 18% disagreed; 15% were undecided; 28% agreed; while 33% strongly agreed with the above statement. Based on the finding, it can be argued that the large proportion of respondents confirm the statement. This means inadequate incentives at the local level may affect the effort towards provision of adequate services to the community. For example, the ward committee members complain about the inadequacy and delay of their stipends which of course influence negatively on their performance.



- *Statement B15 - There is a lack of coordination among sector departments with respect to service delivery.* The aforementioned analysis in Table 5.4 shows that only 8% of respondents strongly disagreed; 25% disagreed; 8% were undecided; 25% agreed; while 35% strongly agreed with the above statement. From this analysis it can be concluded that the largest proportion of respondents confirms the statement. The result shows that weakness in coordination of sector plans and projects may influence the effectiveness in providing services to the community at large.
- *Statement B16- The local municipality is faced with shortage of financial resources, resulting in service delivery disruption.* Table 5.4 shows that a total of 35% of respondents either disagreed or strongly disagreed; 8% were undecided; 38% agreed; while 26% strongly agreed with the above statement. The finding shows that the highest proportion of respondents support the statement. The high proportion of respondents who agreed with the statement indicates that shortage of financial resources may negatively influence service provision to the community. For instance, rural local municipalities like Lepele-Nkumpi and Aganang have low income base as the majority of their population depends on social security.
- *Statement B17- The local municipality has huge service delivery backlogs.* According to Table 5.4, only 5% of respondents strongly disagreed; 18% disagreed; 15% were undecided; 35% agreed; while altogether 28% strongly agreed with the above statement. The result indicates that the highest proportion of respondents confirm the statement. The high proportion of respondents who agreed with the statement shows that the growing number

of beneficiaries is adding on existing service delivery backlogs and this may negatively influence service provision to the community. For instance, urban municipalities like Polokwane have been facing a growing demand for services due to several reasons including migration.

- *Statement B18- There is dissatisfaction from community with regard to quality of services by the municipality.* The above analysis in Table 5.4 shows that, only 5% of respondents strongly disagreed; 20% disagreed; 13% were undecided; 38% agreed; while altogether 25% strongly agreed with the above statement. Based on the finding, it can be argued that the majority of the respondents supported the response. The high proportion of respondents who agreed with the statement suggests that there is a concern about the level and quality of services provided by the local municipalities. Despite the existence of dissatisfaction, the local municipalities under study have not faced violent service delivery protests which have been occurring in other parts of the country. However, this does not mean that communities are satisfied with the current service provision.

#### **5.2.2.4 The effectiveness in preparation and planning of IDPs**

Local municipalities are obliged to prepare a comprehensive plan of their development agenda using integrated development planning approach. The following analysis provides the degree of responses, mean and standard deviation in relation to the effectiveness in planning IDPs at local level (Table 5.5). The construct 'the effectiveness in preparation and planning of IDPs' consisted of seven statements listed as follow:

- Statement C1- The IDP process is very complex to the level that local municipalities can hardly understand and implement.
- Statement C2- There is difficulty in identification of intended beneficiaries for programmes and projects within the municipality.
- Statement C3- There is inadequate baseline data for planning services and infrastructural provisions.
- Statement C4- Lack of meaningful participation of the public in decision making process is affecting the implementation of IDP.
- Statement C5- There is a concern regarding whether the IDP reflects the true needs and priorities of the most vulnerable groups in communities.
- Statement C6- The municipality's IDP preparation process needs further strengthening.
- Statement C7- Inadequate targeting of disadvantaged groups in communities is affecting the implementation of IDP.

**Table 5.5 Degree of response related to the effectiveness in planning of IDPs (n=53)**

Item	Percentage %						Mean	SD
	Strongly disagree	Disagree	Undecided	Agree	Strongly Agree			
Statement C1	25.0	20.0	7.5	27.5	20.0	2.98	1.527	
Statement C2	2.5	42.5	10.0	32.5	12.5	3.10	1.172	
Statement C3	5.0	17.5	20.0	45.0	12.5	3.43	1.083	
Statement C4	7.5	17.5	2.5	50.0	22.5	3.63	1.234	
Statement C5	10.0	30.0	10.0	22.5	27.5	3.28	1.414	
Statement C6	0.00	22.5	2.5	42.5	32.5	3.85	1.122	

Statement C7	10.0	22.5	7.5	40.0	20.0	3.38	1.314
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Source: own survey data, 2014

According to Table 5.5, the highest (mean=3.85) of statement C6 which states ‘the municipalities IDP preparation needs further strengthening’, implies the need to improve planning of IDPs at the local municipalities level, when compared to the other items. The second item with high mean is the statement C4 (mean=3.63) ‘lack of meaningful participation of the public in decision making processes is affecting the implementation of IDP’. This statement also suggests improving the quality of participation in IDPs. The third highest mean (3.43), i.e. statement C3 states ‘there is inadequate baseline data for planning services and infrastructure provisions’ also reveals the need to improve the planning process.

On the other hand, the mean score of C1 and C2 were the lowest among seven statements and all were negative. The low mean score and the negative sign of these indicators suggest that respondents tend to disagree with the view that the planning process of IDP is inadequate in the local municipalities.

The aforementioned analysis on the degree of responses with regard to the preparation and planning of IDP reveals mixed response i.e. some agree and some disagree. However, most of the respondents indicated that the planning process of IDP is inadequate in the local municipalities due to key factors such as lack of quality participation and lack of baseline data. The result can be further detailed by considering items from C1- C7 as follow.

- *Statement C1- The IDP process is very complex to the level that local municipalities can hardly understand and implement.* The aforementioned analysis in Table 5.5 shows that, a total of 45% of respondents either strongly disagreed or disagreed; only 8% were undecided; while altogether 48% either agreed or strongly agreed with the above statement. The significant proportion of respondents who did not support the statements may indicate that the local municipalities can handle the complex processes of IDP planning and implementation. On the other hand, the large proportion of respondents who supported the response may suggest that there is a need to improve conceptualisation and implementation of IDP within local municipalities.
- *Statement C2- There is difficulty in identification of intended beneficiaries for programmes and projects within the municipality.* The above analysis in Table 5.5 shows that, altogether 45% of respondents either strongly disagreed or disagreed; 10% were undecided; while altogether 45% agreed or strongly agreed with the above statement. The result indicated that the proportion of respondents who did not support the statements is equal to the proportion of respondents who supported the response. This may indicate that the identification of intended beneficiaries for programmes and projects, within the municipality is not a serious challenge in preparation and planning of IDPs.
- *Statement C3- There is inadequate baseline data for planning services and infrastructural provisions.* Table 5.5 shows that, only 5% of respondents strongly disagreed; 18% disagreed; 20% were undecided; 45% agreed; while

altogether 12.5% strongly agreed with the above statement. The relatively large proportion of undecided respondents may suggest that the value of baseline information in planning and monitoring of IDPs was not well understood by respondents. Additionally, the majority of respondents agreed to the statement show that the local municipalities should focus on how to update their databases and efficiently utilise to improve the preparation and planning of IDPs.

- *Statement C4- Lack of meaningful participation of the public in decision making process is affecting the implementation of IDP.* According to Table 5.5, only 8% of respondents strongly disagreed; 18% disagreed; only 3% were undecided; 50% agreed; while altogether 23% strongly agreed with the above statement. There is a continuous trend emerging from statements B, B9 and C4. The highest proportion of respondents who supported the statement. The finding may indicate that the current form of participation is not deep enough and authentic in relation to empowering grass root people. It further shows that poor participation in planning processes may negatively influence the implementation of IDPs.
- *Statement C5- There is a concern regarding whether IDP reflects the true needs and priorities of the most vulnerable groups in communities.* The above analysis in Table 5.5 shows that, only 10% of respondents strongly disagreed; 30% disagreed; 10% were undecided; 23% agreed; while altogether 28% strongly agreed with the above statement. There is a continuous trend emerging from statements B3 and C5. The large proportion of respondents

who agreed with the statement may suggest that exclusion of most vulnerable groups in communities affects the quality in preparation and planning of IDPs.

- *Statement C6- The municipality's IDP preparation process needs further strengthening.* The aforementioned analysis in Table 5.5 indicates that only 22.5% of respondents disagreed; 1% was undecided; while altogether 75% agreed or strongly agreed with the above statement. The result shows that the largest proportion of respondents supported the statement. This may suggest that there are weaknesses in the preparation and planning of IDPs at local level. Therefore, local municipalities should pay more attention to improve the effectiveness in their planning process of IDP.
- *Statement C7- Inadequate targeting of disadvantaged groups in community is affecting the implementation of IDP.* The above analysis in Table 5.5 shows that, only 10% of respondents strongly disagreed; 23% disagreed; 8% were undecided; 40% agreed; while altogether 20% strongly agreed with the above statement. It also seems that there is a continuous trend emerging from statements B3, C5 and B7. The highest proportion of respondents supported the statement. The finding may indicate that the local municipalities should further take into consideration the issues and concerns of the most vulnerable group in communities. This may include women, disabled, old age, unemployed and young people. The municipalities should also make sure that the group continue to benefit from the fruits of services and development at the local level.

#### **5.2.2.5 The effectiveness in implementation of IDPs**

The following Table 5.6 shows the degree of response, mean and standard deviation in relation to the implementation of IDP at the local level. The construct 'the effectiveness in the implementation of IDPs' consisted of 12 statements listed as follow:

- Statement C8- Weak cooperation among departments and the municipal office is affecting the implementation of IDP.
- Statement C9- Programmes and projects has been inadequate, slow, had limited impact on lives of beneficiaries.
- Statement C10- Lack of alignment is affecting the implementation of IDP.
- Statement C11- The municipality has done inadequately in providing clean water to its residents.
- Statement C12- The municipality has done inadequately in providing formal houses to its residents.
- Statement C13- The municipality has done inadequately in providing electricity to its residents.
- Statement C14- The municipality has done inadequately in providing toilet facilities to its residents.
- Statement C15- The municipality has done inadequately in providing refuse removal to its residents.
- Statement C16- The municipality has done inadequately in developing entrepreneurship.
- Statement C17- The municipality has done inadequately in creating job opportunities to its residents.



- Statement C18- The municipality has done inadequately in training and building the skills of its residents.
- Statement C19- The municipality's monitoring and evaluation process of IDP needs further strengthening.

**Table 5.6 Degree of response related to the implementation of IDPs (n=53)**

Item	Percentage %					Mean	SD
	Strongly disagree	Disagree	Undecided	Agree	Strongly Agree		
Statement C8	10.0	10.0	10.0	42.5	27.5	3.68	1.269
Statement C9	2.5	22.5	17.5	27.5	30.0	3.60	1.215
Statement C10	0.00	15.0	10.0	47.5	27.5	3.88	0.992
Statement C11	12.5	27.5	15.0	17.5	27.5	3.20	1.436
Statement C12	10.0	27.5	12.5	27.5	22.5	3.25	1.354
Statement C13	22.5	32.5	7.5	22.5	15.0	2.75	1.428
Statement C14	12.5	22.5	15.0	30.0	20.0	3.23	1.349
Statement C15	25.0	25.0	10.0	17.5	22.5	2.88	1.539
Statement C16	22.5	35.0	10.0	15.0	17.5	2.70	1.436
Statement C17	22.5	30.0	10.0	17.5	20.0	2.83	1.483
Statement C18	25.0	12.5	17.5	22.5	22.5	3.05	1.518
Statement C19	12.5	7.5	15.0	30.0	35.0	3.68	1.366

Source: own survey data, 2014

As indicated in Table 5.6, the highest (mean=3.88) of statement C10 which states 'lack of alignment is affecting the implementation of IDP', implies that alignment is poor in the implementation of IDP, when compared to the other items. The second

item with high mean is the statements C8 and C19 (mean=3.68). The former statement (C8) suggests that weak cooperation among departments and municipal officials is affecting the implementation of IDP whereas the later statement (C19) entails that the municipalities' monitoring and evaluation process of IDP needs further strengthening. The third highest mean (3.60), i.e. statement C9 'programmes and projects has been inadequate, slow had limited impact on the lives of beneficiaries also reveals the need to improve the implementation process.

On the other hand, the mean score of C13, C15, C16, C17 and C18 were the lowest among 12 statements and all were negative. The low mean score and the negative sign of these indicators suggest that respondents tend to disagree with the view that the implementation of IDP is insufficient in the local municipalities.

The aforementioned analysis reveals that the degree of response with regard to the implementation of IDP is 'mixed' meaning that some agree and others disagree. However, most of the respondents indicated that the implementation of IDP is inadequate in the local municipalities due to key challenges including poor alignment, the inadequate and slow implementation of projects. The result can be further detailed by considering items from C8- C19 as follows.

- *Statement C8- Weak cooperation among departments and the municipal office is affecting the implementation of IDP.* The aforementioned analysis in Table 5.6 shows that, only 10% of respondents strongly disagreed; 10% disagreed; 10% were undecided; 43% agreed; while altogether 28% strongly agreed with the above statement. There is a continuous trend emerging from B15 and C8. The finding indicates that the large proportion of respondents

support the statement. This may indicate that limited cooperation among departments and municipalities would affect the effective implementation of IDPs at the local level.

- *Statement C9- Programmes and projects has been inadequate, slow, had limited impact on lives of beneficiary people.* The above analysis in Table 5.6 shows that, only 3% of respondents strongly disagreed; 23% disagreed; 18% were undecided; 28% agreed; while altogether 30% strongly agreed with the above statement. Relatively high proportion of undecided respondents may suggest that these respondents were not sure about the implementation of IDP projects due to their limited involvement during execution of projects. Furthermore, large proportions of respondents confirm the statement meaning that the inadequate implementations of IDP projects remain a huge challenge for local municipalities.
- *Statement C10- Lack of alignment is affecting the implementation of IDP.* According to Table 5.6, only 15% of respondents disagreed; 10% were undecided; 48% agreed; while altogether 28% strongly agreed with the above statement. The result indicates that the majority of the respondents support the statement. This indicates that IDP needs to be aligned with the national and provincial policies and strategies and it should in line with the needs and priorities of people at the grass root level. The inadequate alignment of IDP strategies with the local context and national development priorities would affect the effective implementation of IDP projects at the local level.
- *Statement C11- The municipality has done inadequately in providing clean water to its residents.* According to Table 5.6, only 13% of respondents

strongly disagreed; 28% disagreed; 15% were undecided; 18% agreed; while altogether 28% strongly agreed with the above statement. The result shows that a significant proportion of respondents did not confirm the statement. It may refer to the fact that municipalities have contributed for increased access to the municipal water sources or services by the beneficiaries. On the other hand, the largest proportions of respondents supporting the statement suggest that there is a need to improve water service delivery at the local level in order to reduce backlogs.

- *Statement C12- The municipality has done inadequately in providing formal houses to its residents.* The above analysis in Table 5.6 shows that, only 10% of respondents strongly disagreed; 28% disagreed; 13% were undecided; 28% agreed; while altogether 23% strongly agreed with the statement. An analysis of the response indicates that the majority of the respondents supported the statement. This indicates that the local municipalities should facilitate the implementation of affordable housing for beneficiaries in close collaboration with the concerned provincial and national offices as well as encourage private investment to reduce backlogs.
- *Statement C13- The municipality has done inadequately in providing electricity to its residents.* The above analysis in Table 5.6 shows that, altogether 56% of respondents either strongly disagreed or disagreed; 8% were undecided; 23% agreed; while altogether 15% strongly agreed with the above statement. It seems that most of the respondents did not support the statement. This may indicate that electricity services in the local municipalities

are relatively better than other service due to the contribution largely by the Electricity Supply Commission (ESCOM).

- *Statement C14- The municipality has done inadequately in providing toilet facilities to its residents.* The above analysis in Table 5.6 shows that, only 13% of respondents strongly disagreed; 23% disagreed; 15% were undecided; 30% agreed; while altogether 20% strongly agreed with the above statement. The result indicates that largest proportions of respondents confirm the statement. This may suggest the need for local municipalities to accelerate provision of toilet facilities in order to increase healthy and decent life as well as healthy physical environment.
- *Statement C15- The municipality has done inadequately in providing refuse removal to its residents.* The above analysis in Table 5.6 shows that, altogether 50% of respondents either strongly disagreed or disagreed; 10% were undecided; while 41% either agreed or strongly agreed with the above statement. This finding indicates that the highest proportion of respondents did not support the statement. This may suggest that local municipalities are performing well in terms of the provision of toilet facilities. On the other hand, a significant proportion of respondents supported the statement meaning that the provision of toilet facilities remains a huge challenge for local authorities in the study area. The second view is also supported by CDM survey (2010) and SSA census report (2012).
- *Statement C16- The municipality has done inadequately in developing entrepreneurship.* The above analysis in Table 5.6 shows that, only 23% of respondents strongly disagreed; 35% disagreed; 10% were undecided; 15%

agreed; while altogether 18% strongly agreed with the above statement. The result shows that the majority of the respondents did not support the statement. This may indicate that the local municipalities are playing a role in terms of developing entrepreneurship. However, the results from interviews and group discussions indicated that there is a need to further promote local entrepreneurship development to benefit community through LED projects.

- *Statement C17- The municipality has done inadequately in creating job opportunities to its residents.* The above analysis in Table 5.6 shows that, a total of 53% of respondents either strongly disagreed or disagreed; 10% were undecided; while altogether 38% either agreed or strongly agreed with the above statement. The finding shows that large proportion of respondents did not support the statement. This may indicate that the local municipalities are playing a role in terms of creating conducive environments for job creation. However, the results from interviews and group discussions indicated that there is a need to further promote conditions for job creation at the local level due to the high level of unemployment (CDM survey, 2010; SSA census report, 2012).
- *Statement C18- The municipality has done inadequately in training and building the skills of its residents.* According to the analysis in Table 5.6, a total of 38% of respondents either strongly disagreed or disagreed; 18% were undecided; while altogether 45% either agreed or strongly agreed with the above statement. The result shows that a significant proportion of respondents did not support the statement which may suggest that local municipalities are playing a role in training and building the skills of its

residents. However, the findings also reveals that the highest proportion of respondents confirm the statement. This indicates that municipalities should focus on further improving the capacity of local communities through training and skill transfer. The second view is also supported by findings from interviews and group discussions.

- *Statement C19- The municipality's monitoring and evaluation process of IDP needs further strengthening.* The aforementioned analysis in Table 5.6 shows that, only 23% of respondents either strongly disagreed or disagreed; 15% were undecided; while altogether 65% either agreed or strongly agreed with the above statement. The result indicates that the largest proportions of respondents confirm the statement. This may suggest the need for improving the current monitoring and evaluation process in the local municipalities so as to enhance effective implementation of IDPs.

### **5.2.3 Comparative analysis of responses from two categories of local municipalities**

An analysis was made to see the proportion of respondents who agreed more or less with statements in relation to the two categories of local municipalities. In this regard, the respondents were grouped into two categories of local municipalities (performing well and vulnerable) as mentioned in the methodology part of this thesis. Additionally, the responses were broadly classified into three: those representing strongly disagree and disagree; those representing undecided; and those representing strongly agree and agree.

### 5.2.3.1 The role in community participation

The comparative analysis and results of attitudinal assessment on the role of local municipalities in community participation is as follow.

**Table 5.7: The overall attitude of respondents towards community participation by categories of local municipalities (n=53)**

Category of local municipality	SD and DA		Undecided		SA and AG		Total	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Performing well	10	10.87	1	1.89	4	7.54	<b>15</b>	<b>28.30</b>
Vulnerable	8	15.09	5	9.43	25	47.18	<b>38</b>	<b>71.70</b>
<b>Total</b>	<b>18</b>	<b>33.96</b>	<b>6</b>	<b>11.32</b>	<b>29</b>	<b>54.72</b>	<b>53</b>	<b>100.00</b>

Source, own survey, 2014; SD= Strongly Disagree; DA=Disagree; SA= Strongly Agree; AG= Agree.

The comparative analysis on overall attitudes of respondent's relating to community participation indicated that the majority 29 (55%) of respondents tend to support the view that the role of local municipalities in community participation is low due to various factors in the study areas; while 6 (11%) of them remained undecided. The rest, 18 (34%) of them tend to disagree with the view (Table 5.7)..

The result varies along the categories of local municipalities. Among the 15 respondents from performing well categories, 4(8%), 1(2%) and 10 (11%) of them have confirmed, undecided and did not support the idea, respectively. On the other hand, among the respondents who belong to vulnerable categories, 25 (47%), 5



(9%) and 8 (15%) have confirmed, undecided and did not support the idea, respectively (Table 5.7).

### 5.2.3.2 *The role in poverty alleviation*

The analysis and results of attitudinal assessment on the role in poverty alleviation in the local municipalities is presented below.

**Table 5.8: The overall attitude of respondents towards poverty alleviation by categories of local municipalities (n=53)**

Category of municipality	SD and DA		Undecided		SA and AG		Total	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Performing well	3	5.66	2	3.77	10	18.87	15	<b>28.30</b>
Vulnerable	6	11.32	2	3.77	30	56.61	38	<b>71.70</b>
<b>Total</b>	<b>9</b>	<b>16.99</b>	<b>4</b>	<b>7.54</b>	<b>40</b>	<b>75.47</b>	<b>53</b>	<b>100</b>

Source, own survey, 2014; SD= Strongly Disagree; DA=Disagree; SA= Strongly Agree; AG= Agree.

The comparative analysis on overall attitudes of respondent's related to poverty alleviation indicated that the significant proportion 40 (76%) of respondents tend to support the view that despite efforts made by the local municipalities, poverty continues to be a big challenge in the study areas; while 4 (8%) of them remained undecided. The rest 9 (17%) of them tend to disagree with the above view (Table 5.8).

The result is similar along the categories of local municipalities. Among the 15 respondents from performing well categories, 10 (19%), 2(4%) and 3 (6%) of them have confirmed, undecided and did not support the idea, respectively. On the other hand, among the respondents who belong to vulnerable categories, 30 (57%), 2 (4%) and 6 (11%) have confirmed, undecided and did not support the idea, respectively (Table 5.8).

### 5.2.3.3 *The role in service delivery*

The analysis and results of attitudinal assessment on the role in service delivery in the local municipalities is presented below.

**Table 5.9: The overall attitude of respondents towards service delivery by categories of local municipalities (n=53)**

Category of local municipality	SD and DA		Undecided		SA and AG		Total	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Performing well	4	7.55	1	1.89	10	18.87	15	<b>28.31</b>
Vulnerable	9	16.98	5	9.43	24	45.28	38	<b>71.69</b>
<b>Total</b>	<b>13</b>	<b>24.53</b>	<b>6</b>	<b>11.32</b>	<b>34</b>	<b>64.15</b>	<b>53</b>	<b>100.00</b>

Source, own survey, 2014; SD= Strongly Disagree; DA=Disagree; SA= Strongly Agree; AG= Agree.

The comparative analysis on overall attitude of respondent's related to service delivery in the local municipalities indicates that 34 (64%) of the respondents tend to support the view that the role of local municipalities in service delivery is limited due to various challenges while 6 (11%) of them remained undecided. The rest 13 (25%) of them tend to disagree with the above view (Table 5.9).

The result is similar along the categories of local municipalities. Among the 15 respondents from performing well categories, 10 (19%), 1(2%) and 4 (8%) of them have confirmed, undecided and did not support the idea, respectively. On the other hand, among the respondents who belong to vulnerable categories, 24 (45%), 5 (9%) and 9 (17%) have confirmed, undecided and did not support the idea, respectively (Table 5.9).

#### 5.2.3.4 Effectiveness in preparation and planning of IDPs

The following results of quantitative analysis indicate the attitude of participants on the preparation and planning of IDPs in the local municipalities.

**Table 5.10: The overall attitude of respondents towards effectiveness in planning of IDPs by categories of local municipalities (n=53)**

Category of local municipality	SD and DA		Undecided		SA and AG		Total	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Performing well	5	9.42	1	1.89	9	16.99	15	<b>28.30</b>
Vulnerable	10	18.87	4	7.55	24	45.28	38	<b>71.70</b>
<b>Total</b>	<b>15</b>	<b>28.30</b>	<b>5</b>	<b>9.44</b>	<b>33</b>	<b>62.27</b>	<b>53</b>	<b>100.00</b>

Source, own survey, 2014; SD= Strongly Disagree; DA=Disagree; SA= Strongly Agree; AG= Agree.

The comparative analysis on overall attitude of respondent's in relation to the preparation and planning of IDPs in the local municipalities reveals that the significant proportion 33 (62%) of the respondents tend to support the view that the planning process of IDP needs further improvement in the local municipalities; while

5 (9%) of them remained undecided. The rest 15 (28%) of them tend to disagree with the view (Table 5.10).

The result is similar along the categories of local municipalities. Among the 15 respondents from performing well categories, 9 (17%), 1(2%) and 5 (9%) of them have confirmed, undecided and did not support the idea, respectively. On the other hand, among the respondents who belong to vulnerable categories, 24 (45%), 4 (8%) and 10 (19%) have confirmed, undecided and did not support the idea, respectively (Table 5.10).

### 5.2.3.5 Effectiveness in implementation of IDPs

The following results of quantitative analysis indicate the attitude of participants on the implementation of IDPs in the local municipalities.

**Table 5.11: The overall attitude of respondents towards effectiveness in implementation of IDPs by categories of local municipalities (n=53)**

Category of municipality	SD and DA		Undecided		SA and AG		Total	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Performing well	6	11.32	2	3.77	7	13.21	15	28.30
Vulnerable	12	22.64	6	11.32	20	37.74	38	71.70
<i>Total</i>	<i>18</i>	<i>33.96</i>	<i>8</i>	<i>15.09</i>	<i>27</i>	<i>50.95</i>	<i>53</i>	<i>100.00</i>

Source, own survey, 2014; SD= Strongly Disagree, DA=Disagree, SA= Strongly Agree, AG= Agree.

The comparative analysis on overall attitude of respondent's in relation to the implementation of IDPs in the local municipalities reveals that almost 27 (51%) of the

respondents tend to support the view that the implementation of IDP is problematic due to various factors that affect the local municipalities; while 8 (15%) of them remained undecided. The rest 18 (34%) of them tend to disagree with the view.

The result is similar along the categories of local municipalities. Among the 15 respondents from performing well categories, 7 (13%), 2(4%) and 6 (11%) of them have confirmed, undecided and did not support the idea, respectively. On the other hand, among the respondents who belong to vulnerable categories, 20 (38%), 6 (11%) and 12 (23%) have confirmed, undecided and did not support the idea, respectively (Table 5.11).

#### **5.2.4 Analysis of correlation among variables using the Cronbach's Alpha**

According to Bernard (2013), the Cronbach's Alpha test is a statistical test which shows how well the items in a scale are correlated with one another and it usually ranges from 0 to 1. It helps to add validity and reliability (Tavakol and Dennick, 2011). Though there is no consensus with regard to the scores of Alpha, a commonly accepted rule of thumb for describing correlations using Cronbach's Alpha is as follow:  $a \geq 0.9$  (Excellent);  $0.7 \leq a \leq 0.9$  (Good);  $0.6 \leq a \leq 0.7$  (Acceptable);  $0.5 \leq a \leq 0.6$  (Poor);  $a \leq 0.5$  (Unacceptable) ([www.en.wikipedia.org/wiki/cronbach's\\_alpha](http://www.en.wikipedia.org/wiki/cronbach's_alpha) ). In this study, the Cronbach's Alpha reliability coefficient test was conducted for checking correlations within each category of items/variables. The questionnaire consisted of 37 items/variables which were grouped into five categories as indicated in table 5.12 such as community

participation, poverty alleviation, service delivery, planning of IDP and implementation of IDP.

**Table 5.12 Analysis of items using the Cronbach's Alpha reliability coefficient**

Items/Variables	Item total correlation	Alpha if deleted	Cronbach's Alpha	Decision
<i>Community participation</i>				
Statement B1	0.177	0.740	0.701	Good level of internal consistency
Statement B2	0.330	0.693		
Statement B3	0.547	0.620		
Statement B4	0.497	0.641		
Statement B5	0.621	0.596		
Statement B6	0.471	0.654		
<i>Poverty alleviation</i>				
Statement B7	0.430	0.680	0.712	Good level of internal consistency
Statement B8	0.414	0.691		
Statement B9	0.486	0.657		
Statement B10	0.553	0.635		
Statement B11	0.485	0.657		
<i>Service delivery</i>				
Statement B12	0.554	0.757	0.791	Good level of internal consistency
Statement B13	0.644	0.743		
Statement B14	0.402	0.786		
Statement B15	0.542	0.760		
Statement B16	0.542	0.760		
Statement B17	0.433	0.780		
Statement B18	0.532	0.762		
<i>Planning of IDP</i>				
Statement C1	0.320	0.791	0.777	Good level of internal consistency
Statement C2	0.428	0.762		
Statement C3	0.421	0.763		
Statement C4	0.550	0.739		
Statement C5	0.635	0.718		
Statement C6	0.619	0.728		
Statement C7	0.576	0.733		
<i>Implementation of IDP</i>				
Statement C8	0.432	0.819	0.828	High level of internal consistency
Statement C9	0.494	0.814		
Statement C10	0.403	0.821		
Statement C11	0.344	0.827		
Statement C12	0.499	0.814		
Statement C13	0.287	0.831		
Statement C14	0.667	0.800		
Statement C15	0.583	0.806		
Statement C16	0.526	0.812		
Statement C17	0.556	0.809		
Statement C18	0.518	0.812		
Statement C19	0.506	0.813		

Source: own analysis, 2014

In general, the analysis of Cronbach's Alpha test shows that the items/variables within each category have a relatively 'good' level of correlation. The details are provided as follow:

- The analysis for six items/variables (B1-B6) under the category of 'community participation' shows that the Alpha coefficient for these items is 0.701 suggesting that the items have relatively good level of internal consistency.
- Similarly, the analysis for five items (B7-B11) under the category of 'poverty alleviation' as well as for seven items (B12-B18) under the category 'service delivery' shows that the Alpha coefficient for these items are 0.712 and 0.791, respectively suggesting that the items have relatively good level of internal consistency.
- The analysis for seven items/variables (C1-C7) under the category of 'the planning of IDP' shows that the Alpha coefficient for these items is 0.777 suggesting that the items have relatively good level of internal consistency.
- The analysis for the last 12 items/variables (B1-B6) under the category of 'the implementation of IDP' shows that the Alpha coefficient for these items is 0.828 suggesting that the items have relatively high level of internal consistency.

### **5.3 ANALYSIS AND PRESENTATION OF QUALITATIVE INTERVIEWS CONDUCTED**

This sub-section presents the findings on the current situation of local municipalities' role in development in the study areas. As indicated in the methodology part, this

study is primarily qualitative in nature. In particular, the results of analyses of qualitative data (perception of participants) were presented in textual form using participants own words and ideas. The sub-section is organised as follow:

- First, the sub-section 5.3.1 starts by providing biographic profiles of respondents who were involved in interviews and group discussions.
- Secondly, it also presents findings on the local municipality's role in development and the key factors that affect the local municipality's role in development under sub-section 5.3.2 and 5.3.3.
- Finally, the sub-section presents results on the effectiveness in planning and implementations of IDPs at the local level under sub-section 5.3.4 and 5.3.5.

### **5.3.1 Biographic profiles of participants involved in interviews and focus group discussions**

Bernard (2013) argues that in qualitative interviews a limited number of respondents with about 10-20 knowledgeable people are enough to understand their experience and context. In this study, as indicated under the methodology chapter, a total of 30 participants (eight in individual interviews and 14 in two focus groups) participated during the field interview and discussions.

Out of the total 30 participants, about 24 (80%) of the respondents were male and 6 (20%) female. According to the findings, the majority of respondents were male and this suggests gender imbalances within IDP stakeholders.



Regarding the level of education of participants, 12 (40.0%) hold diplomas and above, 13 (43.3%) completed only grade 12 and the rest, 5 (16.7%) had grade 11 or less. The results shows that most of the respondents had only completed grade 12 and almost significant proportions also obtained a diploma and above qualifications from higher institutes.

Regarding the positions of participants, about 17 (56.7%) were community representatives such as ward committee members, traditional leaders, CBOs and private sectors while 13 (43.3%) were municipal officers and workers including IDP officers, LED officers, PMS Officers and CDWs. The finding indicates that the majority of the participants were from community groups.

### **5.3.2 The local municipalities role in development**

The study revealed that the provision of basic services to the beneficiaries in the local municipalities was largely inadequate (Annexure –H, Table 5.13). During the field interview and group discussion, respondents from Lepelle-Nkumpi indicated their discomfort with the current level of services in their municipalities. These respondents indicated that their local municipality fails to give feedbacks to communities regarding services and infrastructure. Respondents reflected as follow:

*“Lack of adequate services frustrates the ward committee because we do not have answers...in some cases water projects are finalized but there is no water and likewise the electricity is installed but no power”*

According to the respondents, their frustration was linked to: a) The road infrastructure which is not conducive and still remaining behind, b) Shortage of water as a serious problem to the community, especially in wards for certain periods of time due to pipe bursting, and c) The problem of electricity backlogs and electrification of RDP houses.

Other respondents from Polokwane also pointed out the need to further decentralize services and infrastructure to cluster level. Despite the local municipality has provided services and completed infrastructural projects, the contribution so far was not satisfactory. They expressed this sentiment as follow:

*“The role of the municipality is to provide services but the contribution is not satisfactory...yet there are many projects which are completed, examples include toilet facilities, electrification, road construction, water projects, and library and sport grounds.”*

*“The town (Polokwane) is growing but the supply of water is not enough...currently the municipality outsources water from Tzaneen area”*

The respondents indicated that: a) Supply of water is not enough, b) Infrastructures are damaged (pipeline and the electric wires) by individuals, c) Waste management in rural areas is very week, and d) Electricity is not reliable.

According to the finding poverty alleviation was insufficient compared to the challenges facing local people (Table 5.13). Most participants commented that the local municipality is performing inadequately, for example: there is a high level of

unemployment; projects have collapsed; and initiatives are limited in the local areas. A respondent stated why he feels his municipality performs inadequately in poverty alleviation. He said:

*“The problem is that the community does not have sense of ownership of the initiatives, they establish cooperatives and expect the municipality to run the business. As a result most ventures fail.”*

Another respondent added that rural areas have a challenge of business, for instance, cooperatives were established but the problem was the shortage of agricultural land.

During the interviews and group discussions, respondents from Polokwane revealed that poverty alleviation initiatives were affected by several factors such as: a) Shortage of agricultural land for cooperatives, b) Lack of sense of ownership of the initiatives, c) Most ventures failed, d) Not employing people from the data base, e) Lack of focus on green economy and recycling, f) No proper implementation of Acts to develop entrepreneurship and small business, and g) Insufficient linkages of initiatives with public and private institutions.

Similarly, other respondents from Lepelle-Nkumpi have also pointed out that poverty alleviation initiatives were affected due to limited partnership of various development institutions including public, private and civil agencies. These include inadequate role of private sectors in creating job opportunities as well as limited role of CBOs to help the needy and vulnerable.

However, a few participants are with the view that municipality is contributing to poverty alleviation. A respondent indicated why he feels his municipality plays significant role in poverty alleviation. He said:

*“The community is benefiting from successful completion of projects because these projects generate jobs and income as well as left with skills after construction of infrastructure, in most cases they are even issued with certificates e.g. plumbing after water projects.”*

The result also shows that despite the promotion for public participation in local development affairs, the situation regarding community participation remains a serious issue of concern for local municipalities (Table 5.13). Respondents remarked on the quality and extent of community participation as follow:

*“Communities participate by giving views and suggestions regarding their needs on IDP meetings...”*

*“...there is lack of adequate consultation...”*

### **5.3.3 Factors that affect local municipalities’ role in development**

There are various factors and conditions which are responsible for effective role of local authorities in development. The factors and conditions can vary depending on the context of a given local situation. In view of that, this section presents the findings during field interviews and group discussion on perspectives of respondents regarding factors and conditions that can influence the development role of local municipalities such as decision making, institutional capacity, stakeholder

commitment, responsiveness and inclusiveness as indicated in annexure H, table 5.14.

### **5.3.3.1 Decision making**

Local government legislation stipulates the autonomy of local municipalities regarding power to make decisions for developmental affairs in their area of jurisdiction. However, respondents from Polokwane have indicated that municipalities hold limited power to access rural land owned by chiefs for the IDP projects due to conflicts of traditional leaders with the municipality. Respondents reflected on this as follow:

*“The large part is rural. The land belongs to traditional authorities. The municipality requires permission for using the land for different purposes such as for road construction and other projects.”*

This affects community members from getting land for agricultural projects. The local municipality has limited say regarding certain interventions in their area of jurisdiction such as extended public works programmes and housing. Another challenge is delay in decisions due to some critical issues between politicians and administrators.

Other respondents from Lepelle-Nkumpi revealed their concern over inconsistency of decisions made by both administrators and politicians. They also indicated that delays in decision making hinder the activities of small business sectors. A respondent commented that:

*“There is lack of consistency in decisions by previous as well as new councilors and administrators. It hampers development of the area.”*

### **5.3.3.2 Institutional capacity**

As Dale (2004:8) noted that “weak institutional foundation, organisational deficiencies and poor management have reduced substantially the effectiveness and sustainability of development work”. This implies that the institutional capacity of municipalities determines effectiveness and sustainability of services and local development initiatives.

Respondents from Polokwane pointed out that inadequate resources (human and financial) and limited understanding of IDP as critical issues in relation to institutional capacity and thereby affect development initiatives of the local municipality. More specifically, inadequate resources and limited understanding of IDP have negative impact on the implementation and supervision of IDP service delivery and development projects.

Other respondents from Lepelle-Nkumpi also indicated the impediments of institutional capacity such as shortage of human and financial resources. The weaknesses are reflected in the form of poor audit reports, poor political oversight, and weak capacity of councils, demoralized and unskilled staff, and inadequate budget. A respondent said:

*“CDWs as close to the community, they should attend IDP forums so that they become aware of what are going on otherwise they do not know about the programmess of departments. This empowers us”.*

### **5.3.3.3 Stakeholder’s commitment**

Stakeholder’s commitment is crucial for effective local development. As local government legislations stipulate, municipalities should involve communities and community based organizations as well as relevant stakeholders in promoting participatory local development in South Africa. Accordingly, municipalities are employing IDP forums, ward committees, traditional leaders, local radio stations and newspapers to mobilize various stakeholders for IDP consultations.

The Polokwane local municipality, for instance, has made an effort to strengthen its partnership with IDP stakeholders through including new partners such as higher education, farmers and traditional leaders in its consultative meetings. However, Polokwane is facing the following challenges concerning stakeholder’s commitment.

- Some community groups, especially the Whites do not properly attend IDP consultations despite the invitations sent by the municipality through adverts on newspaper, radio stations and pamphlets;
- Even though the municipality engages communities in IDP consultations, there is lack of ownership of projects (e.g. destroying the pipelines and electric wires);

- The role of stakeholders is not clearly defined because government, NGOs and the private sector are not adequately working together to support communities;
- Inadequate commitment of local municipality. The group during discussion said,
 

*“The municipality gives us promises during IDP consultative meeting but they are not fulfilling their commitment “empty promises” create conflict with communities”;*
- The ward committee does not participate in the IDP strategic analysis and they are not allowed to speak during community meetings at ward level. They are making contributions through monthly reports however, the ward committee feels that they should be actively involved in the processes as they are very close to the community.

Likewise, the Lepelle-Nkumpi local municipality is also facing constraints with regard to stakeholder’s commitment. These constraints include the dependency mentality of communities expecting the municipality to run initiatives and inadequate role of CBOs due to lack of adequate support.

#### **5.3.3.4 Responsiveness to the local needs**

Theoretically “decentralisation has been motivated by the need to improve the performance of local government authorities, including by enhancing the capacities of these institutions to extract local revenue, deliver development services, and respond to local preferences” (Bratton, 2011:516). This shows that local authorities



in decentralised systems of governance are expected to address the socio-economic needs of communities at large.

In the South African context, the apartheid era influenced many from socio-economic benefits including access to land and employment. Since 1994, the democratic government has decentralised power, responsibilities and resources to the new systems of developmental local government with a view to empower local government in meeting the needs of citizen.

Respondents from Polokwane revealed that most of the needs of the people are captured in IDP documents however the challenge lies with performance of the local municipality. This is reflected in the form of inadequate services and failure of initiatives or projects. For instance, the respondents said:

*“The quality of RDP houses is poor and very low, windows and doors are not properly fitted”.*

Furthermore, they indicated a problem of not completing RDP houses within specified period of time.

Likewise, the Lepelle-Nkumpi respondents are also frustrated by the poor response regarding their needs. Respondents commented that people are invited and give inputs during the annual IDP review but the municipality fails to address the issues and concerns raised by the people.

### **5.3.3.5 Inclusion in decision making**

One of the factors that influence the effectiveness of local government in development is the inclusion of all relevant stakeholders in local development affairs. According to Heller *et al.* (2007), it is crucial to include the disadvantaged and previously marginalised groups such as women and minorities in local development processes.

Respondents from Polokwane indicated that the municipality's special focus office which is based in the Mayor's office is responsible for looking for the concerns of disadvantaged groups such as unemployed youth, women, elderly, disabled people. This office arranges separate meeting to cater for these groups in IDP meetings. In a special day, when this people are invited through a formal invitation by arranging transport for them, a bottle of water is given to each one of them. It also makes sure that the venue is conducive to them.

However the respondents also highlighted the following challenges in inclusion and wider involvement at grass root level: the community is not involved in the strategic planning stage; community participation is still inadequate in the implementation of IDP projects because the consultation of community is not properly done; and there is a need to involve everybody in consultation including special need groups.

Other respondents from Lepelle-Nkumpi revealed that the municipality should address the gap regarding timely communication of information. They also indicated

that traditional authorities and business entities should be actively involved before the drafting of the IDP. For instance, the respondents reflected as follow:

*“...Not inviting communities in strategy formulation...communities get involved after the strategy document to give their input to that document.”*

#### **5.3.4 The effectiveness in planning of IDPs**

More specifically and in the context of this research, the preparation and planning of municipal IDPs was described in terms of whether the planning process is community based and focused on people. Annexure-H, Table 5.15 presents a summary of the views of respondents on preparation and planning of municipal IDPs.

The following is the view of respondents on preparation and planning of municipal IDPs as indicated in Annexure-H, Table 5.15.

##### **5.3.4.1 Community- based planning**

It is evident that the planning approach for local development should adopt community based and bottom up system. In this regard, Dale (2004) argues that “The additional and more specific knowledge that local residents have about their own environment, and related ideas about development work, may often enhance the effects and sustainability of such work”. Hence, development planners should consider the significance of the perception and ideas of local people.

Respondents from Polokwane indicated that their municipality has adopted the ward level planning approach to identify the needs and priorities of 38 wards. The ward level plan was developed in 2011, 2012 and reviewed in 2013. However, participants indicated that the municipality should move towards budgeting per ward and further decentralize the planning process to village level as a village has its own needs and priorities.

Other respondents from Lepelle-Nkumpi revealed that their municipality does not have ward level planning currently.

*“Let the IDP be formulated from the grass root, not from the municipality...”  
said a respondent.*

Therefore, this municipality should give attention to start ward level planning in order to create a flat form for communities to share their needs and priorities.

#### **5.3.4.2 Focus on people**

As the local government legislation stipulates, municipal IDPs must reflect the real needs and priorities of the people and bring transformation in local development to empower beneficiary communities. The concern is whether the consecutive IDPs produced by municipalities reflect the needs and priorities of its people and whether the huge investment through IDP has effect on empowering communities.

Respondents from Polokwane indicated that the IDP contains concerns of the people, for example employing disabled people, braille IDP documents for disabled, access to land for agricultural activities and lack of funding for CBOs. However, the

implementation of the concerns is still a challenge because some projects are not in line with the needs and priority of the people.

Respondents from Polokwane also indicated the following dissatisfactions with community empowerment: shortage of skills transfer and low level of participation in projects; shortage of skills at community level such as financial management, projects management farming skills, business skills; people must be empowered; and lack of ownership of infrastructures by community

Other respondents from Lepelle-Nkumpi revealed that they have doubts about IDP on reflecting the views and needs and aspirations of people as the majority are not involved in preparation and planning stage. They also indicated their views that the local municipality identify priorities but not in line with people's concerns and fail to properly address such concerns. A respondent commented that:

*“The community gives the inputs but they never help us they fail to address the concerns, even if the community give ideas, this document (IDP) never works according to the priority”.*

The respondents also highlighted that the local people should be empowered by projects (skills, monitoring and tendering processes).

### **5.3.5 The effectiveness in the implementation of IDPs**

It has been argued that integrated development planning is an important tool for developmental local governments in South Africa. It is a primary and comprehensive plan that guides all development activities within a municipality. Local governments,

as autonomous spheres of governance, have many challenges in the implementation of IDPs. The following is the view of respondents on preparation and planning of municipal IDPs as indicated in annexure- H, Table 5.16.

More specifically and in the context of this research, the implementation of municipal IDPs was described in terms of mobilisation of local resources, integration and coordination, project implementation, monitoring and evaluation. The following section presents the views of respondents on implementation of municipal IDPs.

#### **5.3.5.1 Mobilisation of local resources**

It has been argued that the mobilisation of locally available resources may enhance the effectiveness in implementation of municipal IDP projects (Madzivhandila and Asha, 2012). The locally available resources range from in-kind contribution of available materials to voluntary work labour and skills and indigenous knowledge within the community. As community development theories indicate, the mobilisation of locally available resources effect on building confidence and sense of ownership of development initiatives.

Respondents from Polokwane indicated that there is a need to mobilize locally available resources including project labour and involve private sectors for resource mobilization. First, the municipality has limited resources and it gives priority to areas such as water, electricity and roads. Secondly, engagement of the community is inadequate for implementation of the project. Thirdly, there is limited access to funds and land for developing initiatives.

Other respondents from Lepelle-Nkumpi revealed that there are two major challenges with regard to locally available resource mobilization. First, the municipality did not give attention to utilize the resources in the community. Secondly, there is dependency mentality or 'mentality of entitlement' within community.

#### **5.3.5.2 *Integration and coordination***

Venter (2007) pointed out that one of the key characteristics of integrated development planning process is its integrated nature. This includes integration in terms of sectorial departments as well as integration with provincial and national policies and programmes and various stakeholders in planning implementation to achieve stated objectives.

Respondents from Polokwane revealed that the relationship between local municipalities, sector departments and community needs to be strengthened based on the principle of cooperation. The municipality is facing lack of integration due to the following challenges: departments are doing for compliance and fail to implement the projects they submitted; the alignment of projects in the IDP is a challenge due to difficulties to get support from all sectors and stakeholders; the municipalities and departments are not fully working in close collaboration; the relationship between departments and community needs to be strengthen; traditional leaders need to plan together with municipality in terms of efficient utilization and management of land; and the role of IDP offices not fully understood by other departments.

Other respondents from Lepelle-Nkumpi indicated that there is lack of integration due to inadequate relationships between the municipality and sector departments. The following are issues of concern: alignment of resources is poor; duplication of events and activities; weak interaction between departments (LED) and town planning; all departments should be actively involved in the process; there are instances where departments did not consult IDP; not yet integrated in terms of providing services; and the municipalities and departments are not adequately cooperating with regard to assisting private sectors.

### **5.3.5.3 *Project implementation***

Implementation refers to "... the whole process of translating broad policy goals or objectives into visible results in the form of specific projects or programmes of action. It is concerned with what happens after the actions required achieving specific goals and objectives have been identified and presented in the form of 'plans' – that is, with the process of actually carrying out these actions" (Conyers and Hills, 1990:154-155).

The nature of South African IDPs is that they are implementation-oriented. Put differently, the most important thing is translating the IDP documents into a reality to improve services and development at the local level (Venter, 2007). Hence, projects contained in the municipal IDPs need to be implemented properly to achieve the development policy mandates of local authorities.



Respondents from Polokwane revealed that the municipality is using Service Delivery Implementation Plan (SDIP) which shows project quarterly milestone. Regarding project implementation, there are successful and failed projects. A participant highlighted that:

*“Community members complain to the IDP office about non implemented projects, about the projects cancelled by departments.”*

A number of challenges have contributed to poor implementation of IDP projects. These include: delays in implementation of IDP projects; backlog (e.g. water projects, RDP houses); limited benefits from projects (e.g. taps are there but no water, hire few people); failure to involve the community in project implementation; and lack of capacity of project steering committee.

Other respondents from Lepelle-Nkumpi indicated the problem of inadequate implementation of projects and lack of sustainability in terms of continuation. In this regard, participants have indicated their observations as follows: the project steering committee not performing well; poor oversight of the project; projects rollovers; departments implement projects which are not part of IDPs; slow implementation of projects; and lack of regular consultation with ward committee.

#### **5.3.5.4 Monitoring and evaluation**

Monitoring and evaluation are important tools to ensure the effectiveness of development plans at the local level. As Theron (2008: 71) explains “Both monitoring and evaluation activities are aimed at ensuring that action programmes pursue the

given objectives within the framework of a plan. Monitoring is a continuous process of ensuring that the implementation of a plan is proceeding smoothly, while evaluation refers to a more specific process by which a project, whether completed or not, is closely examined at a certain stage". This shows that proper monitoring and evaluation of IDPs improves the performance of local authorities.

Respondents from Polokwane revealed that the current practice of IDP monitoring and evaluation at the local level involves the following procedures. First, COGTA evaluate the credibility of the municipal IDP, whether it complies with the requirements, advert of invitations, strategic planning workshops. Secondly, the municipality transfers all the projects in the IDP into SDIP, then the directors sign performance agreement. Thirdly, performance management office quarterly evaluates the performance of directorates in a formal meeting with members of the mayoral committee. Fourthly, the municipal public account committee goes out randomly to check on projects in the field.

However, there are deficiencies in the current system of monitoring and evaluation of IDPs listed as follows: the IDP office is not allowed to visit or supervise the actual implementation of the project; no proper documentation; performance management office lacks capacity; lack proper handover of the project together with all stakeholders; the ward committee should become part of monitoring committee; IDP is reviewed annually by internal stakeholders outsiders view must be considered; the IDP office should be responsible for driving the monitoring and evaluation process for IDP; and the ward committee meeting is on monthly basis. The ward committee

submits a number of issues to the speaker's office, but the right office would be the IDP office.

Likewise, other respondents from Lepelle-Nkumpi added several challenges in relation to the current procedures of monitoring and evaluation of IDPs such as: lack of capacity (technical staff and resources) to follow-up projects; doing review for the sake of compliance; low level of attendance by the community in annual IDP review; inadequate involvement of CDWs and ward committees in monitoring; project steering committee are trained but they lack capacity to supervise technical aspects of projects; IDP office is not involved in monitoring; the business sector should participate in monitoring and evaluation; the municipality doesn't participate in CBOs in monitoring and evaluation; and every month ward committee submit reports but we (IDP office) don't get feedback and this creates information gap.

#### **5.4 DATA ANALYSIS AND PRESENTATION FROM AVAILABLE DOCUMENTS**

The purpose of this section is to present the findings regarding the level of implementation of IDP pertaining to basic service provision by the different categories of local municipalities based on the available data from CDM survey 2010, SSA census 2011, municipal IDP documents and municipal annual performance reports.

The finding shows that the local municipalities are playing a significant role in terms of electrification of beneficiary households. It further shows that there was a considerable effort in improving access to water services by the local municipalities.

However, relatively all the local municipalities under study had performed inadequately in providing sanitation and refuse removal services to the beneficiary households. The finding revealed that the provision of these services is limited in the municipalities as the backlogs stand huge compared with other services. There is no doubt that the low level of implementation of IDP projects associated with service delivery, especially sanitation and refuse removal, will negatively impact on the quality of people's life and on physical environment.

It has been noted that the local municipalities are implementing their IDP projects associated to service delivery at different paces. Accordingly, Polokwane seems relatively performing well compared with other municipalities such as Lepelle-Nkumpi and Aganang. This does not mean that Polokwane had met the needs of beneficiary households. Nevertheless, the provision of acceptable services and facilities is still limited in the municipality due to existing backlogs. For example, the rural settlements under Polokwane municipality are in dire need of services compared with the urban areas. There are certain factors that affected the level of implementation of IDP in terms of service delivery. The key factors that emerge from the document analysis include: inadequate capacity (human, financial and material); delay in implementation of the IDP projects; insufficient maintenance of aging infrastructures; increasing level of backlogs due to the growing number of new households; and lack of community capacity building in rural areas. Detailed analysis is presented below.

### 5.4.1 The level of water service in the local municipalities

In terms of various policy frameworks including the Constitution of 1996, local municipalities are responsible for providing adequate and clean water to all households in their area of jurisdiction. This service is more linked to survival, physical health and quality of people's life. The local municipalities are therefore required to include their plan and budget in municipal IDPs for effective implementation of projects and programmes in relation to improve water accessibility.

Accordingly, this section describes the level of water services in different categories of local municipalities and provides possible explanation for the variation among local municipalities. Table 5.17 shows the proportion of households with access to municipal water services/sources. Access to municipal water services/sources include: pipe water inside dwelling; pipe water in the yard; stand pipes less and further than 200m; and municipal water tank supply.

**Table 5.17: The proportion of households with access to municipal water services/sources**

Municipality	Total households	With access		Without access	
		No.	%	No.	%
Polokwane	181 626	164 480	90.6	17 146	9.4
Lepelle-Nkumpi	68 844	52 820	76.7	16 024	23.3
Aganang	46 756	38 997	83.4	7 759	16.6

Source: CDM survey (2010)

The results indicated that the local municipalities have created accessibility of water services to the large proportion of households. The level of services varies among the categories of local municipalities. Polokwane local municipality performed well in terms of creating access and reducing water backlogs. As indicated in table 5.17, a considerable proportion of households (90.6%) in Polokwane local municipality have access to municipal water sources compared to other local municipalities under study. Those municipalities categorised as vulnerable such as Lepelle-Nkumpi and Aganang performed less than Polokwane local municipality. SSA census 2011 also reported that out of the total household size (178 001) the majority (96.1%) of households in Polokwane municipality had access to municipal water sources (SSA, 2012b). Both reports of CDM survey 2010 and SSA census 2011 show that the municipality had improved access to water by households.

According to the 2011/2012 annual performance report of Polokwane, the municipality could have improved the water service if it had addressed the predicaments. These are limited staff capacity compared to increasing population and settlements as well as delays in implementation of the water projects due to poor planning, and bureaucratic procedures. In addition, the Polokwane IDP document 2013 – 2017 indicated some critical issues to be considered in water supply such as: lack of sustainable water sources for further supply of the municipal area; lack of cost recovery in some area; and limited operation and maintenance of infrastructure. These factors determine municipality's capacity to deliver adequate sanitation services to its citizens. Unlike Polokwane municipality, the other

vulnerable municipalities are predominantly rural and facing great challenges in terms of huge proportion of backlog.

#### 5.4.2 The level of electricity services in the local municipalities

As part of their developmental policy mandate, the local municipalities are legally responsible for providing electricity service to all households in their area of jurisdiction. This service is more linked to environmental degradation and quality of people's life. Therefore, municipalities are required to plan and implement IDP projects associated with the distribution of energy for urban and rural households.

Accordingly, this section describes the level of electricity services in different categories of local municipalities and provides possible explanation for the variation among local municipalities. Table 5.18 shows the proportion of households with access to electricity services. Access to electricity services refers to household's connection to the main grid. It does not include other sources of energy such as gas, paraffin and wood.

**Table 5.18: The proportion of households with access to electricity services**

Municipality	Total households	With access		Without access	
		No.	%	No.	%
Polokwane	181 626	157 735	86.8	23 891	13.2
Lepelle-Nkumpi	68 844	64 085	93.1	4 759	6.9
Aganang	46 756	43 728	93.5	3 028	6.5

Source: CDM survey (2010)

The local municipalities had promoted electrification to improve more access for energy demands. The finding shows that those municipalities categorised as vulnerable such as Lepelle-Nkumpi and Aganang performed better than Polokwane local municipality. The proportion of households with access to electricity in Aganang and Lepelle-Nkumpi local municipalities are 93.5% and 93.1% respectively. However, table 5.18 shows that 86.6% of the households in Polokwane municipality had access to electricity. SSA census 2011 also reported that out of the total household size (178 001) only (83%) of households in Polokwane municipality had access to electric services (SSA, 2012b).

According to the 2011/2012 annual performance report of Polokwane, the municipality might not eliminate the electric backlogs unless the municipality catches up with the growing size of new households and deal with the delay in implementation of projects for electrifying rural households. These factors determine municipality's capacity to deliver adequate electric services to its citizens.

#### **5.4.3 The level of sanitation service in the local municipalities**

Provision of proper sanitation services is another functionality area of the local municipalities as mandated by various legislations and policies. It is therefore important for local municipalities to prioritise this service in their IDPs in order to promote people's dignity and health. Accordingly, this section describes the level of sanitation services in different categories of local municipalities and provides possible explanation for the variation among local municipalities. Table 5.19 shows the proportion of households with access to sanitation services.



Access to higher level of sanitation services refers to household's utilisation of flush toilet connected to sewage system whereas access to basic level of sanitation service denotes household's utilisation of flush toilet with septic tank and pit latrine with ventilation. On the other hand, below basic level of sanitation services such as chemical toilet, pit latrine without ventilation, bucket system and no sanitation facilities are considered as backlog.

**Table 5.19: The proportion of households with access to sanitation services**

Municipality	Number of households	service of Higher level		service of basic level		Below basic level	
		No.	%	No.	%	No.	%
Polokwane	181 626	51 184	28.2	21 143	11.6	109 299	60.2
Lepelle-Nkumpi	68 844	9 027	13.1	9 245	13.4	50 572	73.5
Aganang	46 756	364	0.8	3 352	7.2	43 040	92

Source: CDM survey (2010)

The local municipalities were performing inadequate in terms of providing healthy and dignified sanitation services to beneficiary households. The finding reveals that those municipalities considered as vulnerable such as Lepelle-Nkumpi and Aganang had the highest level of sanitation backlogs 73.5% and 92% respectively. The vulnerable municipalities performed dismally compared to the Polokwane local municipality. Polokwane municipality had the backlog of 60.2%. SSA census 2011 also reported that out of the total household size (178 001) the sanitation

backlog stands at 46.8% (SSA, 2012b). Both reports of CDM survey 2010 and SSA census 2011 highlight that the Polokwane municipality had lowest level of backlog.

According to the 2011/2012 annual performance report of Polokwane, the municipality could have improved the sanitation service if it had addressed the predicaments. These are limited staff capacity as well as delays in implementation of the sanitation related projects. The municipality has put in place appropriate measures including new appointment of technical staff and reducing roll overs of projects. These factors determine municipality's capacity to deliver adequate sanitation services to its citizens. Unlike Polokwane municipality, the other vulnerable municipalities are predominantly rural and facing great challenges in terms of huge proportion of backlog.

#### **5.4.4 The level of refuse removal service in the local municipalities**

Refuse removal service is a very crucial function of local municipalities as stipulated in developmental mandate of local government in South Africa. This service is more linked to healthy environment and people's quality of life in both urban and rural areas. Accordingly, this section describes the level of refuse removal services in different categories of local municipalities and provides possible explanation for the variation among local municipalities. Table 5.20 shows the proportion of households with access to refuse removal services. Access to refuse removal services refers to household's access to refuse removal by local municipality or private company at least once a week or less often. On the other hand, without access to refuse disposal

denotes other means of removal such as communal refuse dump, refuse burnt and no rubbish disposal.

**Table 5.20: The proportion of households with access to refuse removal services**

Municipality	Total households	With access		Without access	
		No.	%	No.	%
Polokwane	181 626	54 913	30.2	126 713	69.8
Lepelle-Nkumpi	68 844	10 629	15.5	58 215	84.4
Aganang	46 756	540	1.1	46 216	98.9

Source: CDM survey (2010)

The local municipalities were performing inadequately in terms of providing refuse removal services to beneficiary households. The finding reveals that those municipalities considered as vulnerable such as Lepelle-Nkumpi and Aganang had the highest level of sanitation backlogs 84.4% and 98.9% respectively. The vulnerable municipalities performed dismally compared to the Polokwane local municipality. Polokwane municipality had the backlog of 69.8%. SSA census 2011 also reported that out of the total household size (178 001) the refuse removal backlog stands at 54.1% (SSA, 2012b). Both reports of CDM survey 2010 and SSA census 2011 highlight that the Polokwane municipality had lowest level of backlog.

According to Polokwane IDP document 2013 – 2017, the municipality could not further improve the refuse removal services unless it properly addresses the critical issues such as: illegal dumping on open spaces; general waste in rural areas;

shortage of fleet; and shortage of technical staff. Additionally, the 2011/2012 annual performance report of Polokwane shows that refuse removal service was favouring urban areas (urban biased).

The municipality has put in place appropriate measures including constant monitoring and cleaning, awareness campaign, leasing fleet and new appointment of technical staff. The municipality should also consider expanding refuse removal services to its rural settlements. The aforementioned factors determine municipality's capacity to deliver adequate refuse removal services to its citizens. Unlike Polokwane municipality, the other vulnerable municipalities are predominantly rural and facing great challenges in terms of huge proportions of backlog.

## **5.5 CONCLUSION**

This chapter presented the key findings of the study. It started off by presenting the findings from quantitative analysis. This section provided detailed analysis in the following aspects: the biographic profiles of respondents who were involved in filling the questionnaire; the results of analysis of the degree of responses; the results of comparative analysis of responses from two categories of local municipalities (performing well and vulnerable); and results of analysis of correlation among items/variables using Cronbach's Alpha method.

Secondly, the chapter discussed findings from qualitative interview and group discussions. This section also provided detailed analysis in the following aspects: biographic profiles of respondents who were involved in interviews and group

discussions; findings on the local municipalities' role in development and the key factors that affect the local municipalities' role in development; and results on the effectiveness in planning and implementations of IDPs.

The last section of this chapter presented the findings from analysis of available documents on the level of implementation of IDPs initiatives in relation to service delivery within different categories of local municipalities. The types of services included in the analysis are water, electricity, sanitation/toilet facilities and refuse removal services.

This study found that the performance of the local municipalities in development has not been satisfactory. The service and infrastructure were largely uneven and inadequate. The role on poverty alleviation was insufficient. The promotion of community participation in local development affairs remains a serious concern at the local levels. This implies that the inadequate performance of local authorities in local development had limited impact on people's quality of life within the local municipalities. The finding shows that limited decision making power, limited institutional capacity, lack of commitment of stakeholders, unresponsiveness to the local needs and priorities, lack of inclusiveness (broad based participation) have retarded progress in development role of local municipalities.

The result also shows that the preparation and planning of IDP was largely ineffective due to inadequate ward-level planning and budgeting as well as lack of further decentralisation to the lower levels in terms of promoting community-based bottom-up approaches in planning. Additionally, there is a doubt whether IDPs truly

reflect the views, needs and aspiration of the people at grass root level. This suggests that the ineffectiveness in preparation and planning of IDP not only affects the significance of IDP as local tool but also negatively impacts on the empowerment of people.

Furthermore, the finding revealed that the implementation of IDPs remain the serious challenge for local municipalities. The finding highlighted the fact that the local municipalities are making considerable effort in improving access to electrification water services for beneficiary households. However, it shows that relatively all the local municipalities under study had performed inadequately in providing sanitation and refuse removal services to the beneficiary households. It has been noted that the local municipalities are implementing their IDP projects associated with service delivery at different paces.

This study found that the implementations of IDPs have been retarded due to several factors, *inter alia*: inadequate mobilisation of local resources; lack of integration and coordination; project failures; and weak monitoring and evaluation. Hence, it can also be concluded that the ineffectiveness in the implementation of IDPs not only affects the significance of IDPs as local tools but also negatively impacts on the empowerment of people.

The next chapter will provide summary of the key findings, conclusions, recommendations including a proposed framework for improving existing approach of IDP, and conclusive remarks.

## **CHAPTER SIX: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

### **6.1 INTRODUCTION**

This chapter presents the summary, conclusions and recommendations of the study undertaken on the topic of the thesis. The chapter starts with summary in section 6.2 which includes the key aspects of the study and the major findings. It is followed by conclusions in section 5.3 which were drawn from the findings of this study. Section 6.4 contains the recommendations and proposed framework based on the findings and conclusions. A framework was proposed for strengthening the existing approaches to planning and implementation of IDPs at the local level. The final section 5.5 provides conclusive remarks on the contribution of the study, limitations of the study and future research areas.

### **6.2 SUMMARY**

As specified in chapter one, the major concern of this study is the poor planning and implementation of local development initiatives, primarily the IDPs at the local municipalities in Limpopo province. Studies indicated that achieving developmental mandates by local authorities remains one of the biggest challenges in South Africa largely due to poor planning and implementation. In Limpopo, literature shows that many local municipalities have performed inadequately in terms of planning and implementation of service delivery initiatives. Furthermore, the government reports have also revealed that the majority of the local municipalities in Limpopo had performed inadequately in relation to their functionalities in planning and implementation of local development initiatives.

The aim of this study was to assess how local municipalities can further improve their planning and implementation of development initiatives to enhance people's quality of life in rural areas of Limpopo province. More specifically, the objectives of the study include the following:

- To assess the role of local municipalities towards achieving their developmental policy mandates. Under this objective the study uncovered the role of local municipalities in development (in relation to service delivery, poverty alleviation and community participation) as well as the key factors and conditions that affects these development roles.
- To examine the extent of implementation of IDPs in the local municipalities. Under this objective the study uncovered the effectiveness of local municipalities in planning and implementation of IDPs and the various factors that affect the planning and implementation of IDPs.
- To find out the necessary strategic interventions and propose a framework to improve the effectiveness of existing approach to planning and implementation of the IDPs at the local municipalities.

In this research, the work on literature review covered chapter two and chapter three. Both chapters dealt with the conceptual frameworks and empirical findings of the past studies which are relevant to the topic of the thesis. Chapter two focused on theoretical analysis of the development role of local governments in decentralised system whereas chapter three emphasised on theoretical analysis of the planning and implementation of IDPs in South Africa.



The study primarily followed a qualitative case study approach and quantitative assessment was conducted to augment it. The sampling involved both stratified and purposive techniques to select the local municipalities as well as participants of the study, respectively. The study was undertaken in Polokwane, Lepelle-Nkumpi and Aganang local municipalities by engaging about 83 officers and community representatives. Some of the strategies used to ensure validity and reliability were: Cronbach's Alpha method; pilot testing; triangulation of data, methods and sources; comparisons of the findings; and evidences in the form of quotations. In this study, the principle of 'informed consent' was applied to ensure full cooperation and adequate knowledge of the research project. It also followed a protocol and procedure to get approval from all concerned bodies in relation to this study including.

The following section describes the key findings of the study in line with the objectives of this research.

### **6.2.1 *The role in service delivery***

- The findings from interviews and group discussions indicated that community members have shown discomfort and frustration with the current level of services in their local municipalities. The frustrations were linked to lack of maintenance for infrastructures (roads, pipelines and electric wires), poor waste management in rural areas, shortage of water and unreliable supply of electricity largely due to lack of decentralisation to cluster or ward levels.

- The overall attitude of respondent's in relation to the local municipalities role in service delivery indicated that the majority 34 (64%) of the respondents tend to support the view that service delivery role is limited due to various challenges. This view was maintained by both categories of local municipalities.
- The analysis on the degree of response also reveals that the service delivery at the local level is mainly affected by the following factors (ranked according to their mean value): limited administrative capacity to function and manage finances (mean 3.70); huge service delivery backlogs (mean 3.63); a poor incentive for performance (mean 3.60); dissatisfaction from community (mean 3.58); lack of coordination among sector departments (mean 3.55); shortage of financial resources (mean 3.50); and lack of ability (mean 3.05).

### **6.2.2 *The role in poverty alleviation***

- Results from interviews and group discussions depict that poverty alleviation is still remaining behind as there is high level of unemployment, projects are collapsed and initiatives are limited in local areas. Respondents indicated some of the challenges such as: limited partnership of public, private and civil societies; failure of ventures; lack of sense of ownership of initiatives; lack of focus on green economy and recycling; and no proper implementation of Acts to develop entrepreneurship and small business in the local municipalities.
- The overall attitude of respondent's related to the role in poverty alleviation indicated that the majority 40 (75%) of the respondents tend to support the view that despite efforts made by the local municipalities, poverty continues to

be a challenge in the study areas. This view was maintained by both categories of local municipalities.

- The analysis on the degree of response in relation to poverty alleviation highlights the fact that higher level of poverty is one of serious challenges (mean 4.25). It also indicates the key factors (ranked according to their mean value): shortage of funding or staffing (mean 4.08); lack of meaningful participation of the poor (mean 3.85); lack of commitment from stakeholders (mean 3.73); and having less power to make decisions over programming and spending (mean 3.33).

### **6.2.3 *The role in community participation***

- The findings from interviews and group discussions indicated that there is lack of adequate consultations and community members participate by giving views and suggestions regarding their needs on IDP meetings.
- The overall attitude of respondent's related to the role in community participation indicated that most of the respondents 29 (53%) tend to support the view that the local municipalities role in promoting community participation as a result of various. The majority of respondents from performing well category did not support the above view whereas most of the respondents from vulnerable category maintain the view.
- The analysis on the degree of response in relation to community participation indicated the following factors (ranked according to their mean value): low sense of ownership of development initiatives (mean 3.85); limited capacity of the municipality (mean 3.78); absence of voluntary community associations

(mean 3.70); non-functionality of ward committee (mean 3.43); and exclusion of some groups including women and disabled (mean 3.35).

#### ***6.2.4 Perception on factors that Affect Local Municipalities Role in Development***

The result from interviews and group discussions indicated that there are various factors and conditions that affect the role of local municipalities in development. The key factors and conditions include decision making power, institutional capacity, stakeholder commitment, responsiveness and inclusiveness.

- Regarding decision making power, the finding reveals that municipalities hold limited power to access rural land, conflicts of traditional leaders with municipality, limited say regarding certain interventions in their area of jurisdiction such as extended public works program and housing, delay in decision making process due to some critical issues between politicians and administrators, and inconsistency of decisions made by both administrators and politicians.
- Concerning Institutional capacity, the result shows that inadequate human and financial capacity and limited understanding of IDP as critical issues in relation to institutional capacity and thereby affects development initiatives of the local municipality. The finding also indicated that the problems are reflected in the form of poor audit report, poor political oversight, and weak capacity of councils, demoralized and unskilled staff, and inadequate budget.

- The study indicated that municipalities have made an effort to strengthen stakeholder's commitment through new partnership with higher education, farmers and traditional leaders in consultative meetings. However, the stakeholder's commitment is still low due to low level of participation from some groups, lack of ownership of projects, lack of clear roles of stakeholders, inadequate commitment of local municipality, entitlement mentality, and poor participation of ward committee in IDP strategy analysis.
- Regarding the responsiveness to the local needs, the finding revealed that most of the needs of the people are captured in IDP documents however the challenge lies with lack of implementation by local municipality. This is reflected in the form of inadequate services and failure of initiatives or projects. The result depicts that people are invited and give inputs during the annual IDP review but the municipality fails to address the issues and concerns raised by the people.
- Concerning inclusiveness, the finding indicated that the municipality's made efforts to address the concerns of disadvantaged group such as unemployed youth, women, elderly, disabled people. However, the finding also highlighted the following challenges in inclusion and wider involvement at grass root level: community is not involved in strategic planning stage; community participation is still inadequate in the implementation of IDP projects because the consultation of community is not properly done; and there is a need to involve everybody in consultation including special need groups.

### **6.2.5 *The preparation and planning of IDPs in the local municipalities***

- The result from interviews and group discussions indicated that municipalities should move towards planning and budgeting at the ward level and further decentralize the planning process to village level as a village has their own needs and priorities.
- The finding also shows that respondents had mixed feelings regarding whether IDP planning is focused on the needs and priorities of people. Some respondents indicate that the IDP contains concerns of the people, while others revealed their doubt on the matter because the local municipalities identify priorities but not in line with people's concerns and fail to properly implement them.
- The overall attitude of respondent's related to the preparation and planning of IDPs reveals that most respondents 33 (62%) tend to support the view that local municipalities are facing challenges in preparation and planning of IDPs. Both categories of local municipalities uphold this view.
- The analysis on the degree of response with regard to the preparation and planning of IDP are ranked according to their mean value: the municipalities IDP preparation process needs further strengthening (mean 3.85); lack of meaningful participation of the public in decision making process affecting the implementation of IDP (mean 3.63); there is inadequate baseline data for planning services and infrastructure provisions (means 3.43); and inadequate targeting of disadvantaged groups in community is affecting the implementation of IDP (mean3.38).

### **6.2.6 *The implementation of IDPs in the local municipalities***

- The finding from available documents analysis shows that the local municipalities put considerable effort in terms of improving electrification and access to water services. However, relatively all the local municipalities under study had performed inadequately in providing sanitation and refuse removal services to the beneficiary households. It has been noted that the local municipalities are implementing their IDP projects associated to service delivery at different paces.
- The overall attitude of respondent's related to the implementation of IDPs in the local municipalities' reveals that the majority 33 (62%) of the respondents tend to support the view that the implementation of IDP is problematic due to various factors. Both categories of local municipalities maintain this view.
- The analysis on the degree of response with regard to the implementation of IDP are ranked according to their mean value: lack of alignment is affecting implementation of IDP (mean 3.88); weak cooperation among departments and the municipal office is affecting implementation of IDP (mean 3.68); the IDP monitoring and evaluation needs further strengthening (mean 3.68); and programmes and projects has been inadequate, slow, had limited impact on lives of beneficiary people (mean 3.60).
- Results from interview and group discussion indicated that: mobilisation of local resources; integration and coordination; project implementation; and monitoring and evaluation are key factors that affect implementation at the local level.

- Regarding mobilisation of local resources, the finding indicated that there is a need to mobilize locally available resources including project labour work and involve private sectors for resource mobilization. Mobilization of locally available resource is crucial because the municipality has limited resources; engagement of community is inadequate for implementation the project; the municipality did not give attention to utilize the resources in community; and there is mentality of entitlement within community.
- Concerning integration and coordination, the result indicate that the local municipalities are facing lack of proper integration and coordination due to several reasons such as: departments are doing for compliance and fail to implement the projects they submitted; the alignment of projects in the IDP is a challenge due to difficulty to get support from all sectors and stakeholders; the municipalities and departments are not fully working in close collaboration; the relationship between departments and community needs to be strengthen; traditional leaders need to plan together with municipality in terms of efficient utilization and management of land; the role of IDP office not fully understood by other departments; poor alignment of resources; duplication of events and activities; weak interaction between departments (LED) and town planning; all departments should actively involve in the process; there are instances where department did not consult IDP; not yet integrated in terms of providing services; and the municipalities and departments are not adequately cooperating with regard to assisting private sectors.
- Concerning project implementation, the finding revealed that the municipalities are using Service Delivery Implementation Plan (SDIP) which



shows project quarterly milestone. However, a number of challenges have contributed to poor implementation of IDP projects. These include: delay in implementation of IDP projects; backlog (e.g. water projects, RDP houses); limited benefits from projects (e.g. taps are there but no water, hire few people); failure to involve community in project implementation; lack of capacity of project steering committee; lack of sustainability in terms of continuation; the project steering committee not performing well; poor oversight of the project; projects rollovers; departments implement projects which are not part of IDP; slow implementation of projects; and lack of regular consultation with ward committee.

- Regarding monitoring and evaluation, generally the local municipalities have followed certain procedures to ensure the credibility of the municipal IDPs and effective implementation. However, there are deficiencies in the current system of monitoring and evaluation of IDPs listed as follow: the IDP office is not allowed to visit or supervise the actual implementation of the project; no proper documentation; performance management office lacks capacity; lack proper handover of the project together with all stakeholders; the ward committee should become part of monitoring committee; IDP is reviewed annually by internal stakeholders outsiders view must be considered; the IDP office should be responsible for driving the monitoring and evaluation process for IDP; and the ward committee meeting is on monthly basis. The ward committee submits a number of issues to the speaker's office, but the right office would be the IDP office. Other challenges include lack of capacity (technical staff and resources) to follow-up projects; doing review for the sake of compliance; low level of attendance by community in annual IDP

review; inadequate involvement of CDWs and ward committees in monitoring; project steering committee are trained but they lack capacity to supervise technical aspects of projects; IDP office is not involved in monitoring; the business sector should participate in monitoring and evaluation; the municipality doesn't participate CBOs in monitoring and evaluation; and every month ward committee submit report but the IDP office don't get feedback and this creates information gap.

- It has been noted that the local municipalities are implementing their IDP projects associated with service delivery at different paces. Accordingly, Polokwane seems relatively performing well compared with other municipalities such as Lepelle-Nkumpi and Aganang.

### **6.3 CONCLUSIONS**

According to the findings from theoretical analysis and empirical results, the local municipalities in the study area have not effectively played their role in local development. The basic service delivery was largely inadequate, the role in poverty alleviation was insufficient and community participation remains a serious concern at the local level. The conclusions drawn from the findings are as follow:

- The major impediment regarding the development role of local municipalities is the limited power that municipalities hold in terms of accessing rural land; conflicts of traditional leaders with municipalities; the limited say on certain interventions such as extended public works program and housing; the delay in decision making processes and the inconsistency of decisions made by both administrators and politicians.

- In relation to the developmental mandates of local municipalities, the existing institutional capacity is inadequate, especially in areas of competent human power and financial capacity. There is limited understanding of IDP as critical issues in relation to institutional capacity and thereby affects development initiatives of the local municipality.
- Another impediment regarding the development role of local municipalities is lack of stakeholder's commitment due to low level of participation from some groups; lack of ownership of projects; lack of clear roles of stakeholders; inadequate commitment of local municipalities; entitlement mentality; and poor participation of ward committees in IDP strategy analysis.
- Inadequate responsiveness of local municipalities to the needs and priorities of grass root people. The needs of the people are captured in IDP documents however the challenge lies with lack of commitment by local municipalities, for instance inadequate services and failure of initiatives or projects.
- Difficulties in inclusive approach and wider involvement at grass root level are affecting the role in local development. The community is not involved in strategic planning stages; community participation is still inadequate in the planning and implementation of IDP projects and the failure to involve all groups in communities.

Based on the theoretical analysis and empirical findings, it was also discovered that the planning and implementation of IDPs has not been effectively addressed by the

local municipalities. The following conclusions could be drawn from the findings of this study:

- The tendency of top-down and technocratic approach. Local municipalities differ in terms of adopting community based planning approaches. There is a need to move towards planning and budgeting at the ward and village levels and further decentralize the service delivery to the local levels.
- There is a doubt about IDP on whether it reflects the views, needs and aspirations in line with people's concerns as the majority are not actively involved in preparation and planning stage.
- Lack of mobilisation of local resources is one of the obstacles in effective implementation of IDPs. As the municipality has limited resources; engagement of community is inadequate for implementation the project; and the municipality did not give attention to utilize the resources in the communities.
- Difficulty concerning integration and coordination is another impediment in the implementation of IDPs. The departments are doing for compliance and fail to implement the projects they submitted; the alignment of projects in the IDP is a challenge due to difficulty to get support from all sectors and stakeholders; the municipalities and departments are not fully working in close collaboration; the relationship between departments and communities is poor; traditional leaders need to plan together with municipalities in terms of efficient utilization and management of land; and the role of IDP office not fully understood by other departments.

- There is poor implementation of IDP projects. The delay in implementation of IDP projects; backlog; limited benefits from projects; failure to involve community in project implementation; lack of capacity of project steering committee; lack of sustainability; and poor oversight and lack of regular consultation.
- There are deficiencies in the current processes of monitoring and evaluation of IDPs. the role of IDP office is not clear; no proper documentation; performance management office lacks capacity; lack proper handover of the project; lack of outsiders view on annual review of IDPs; doing review for the sake of compliance; and low level of attendance by stakeholders' in annual IDP review.

Recommendations are provided in relation to challenges that affect the development role of local governments in decentralised systems as well as the challenges and constraints in planning and implementation of IDPs at the local municipal level. The following section recommends strategic interventions and also proposes a framework for strengthening the existing approach to the planning and implementation of IDPs.

#### **6.4 RECOMMENDATIONS**

This research proposes the following recommendations based on the findings from primary and secondary analysis:

**a. The local municipality should promote community participation in planning and decision making processes**

The finding from attitudinal assessment questionnaire (B1, B3, B9, and C4) highlights the fact that community participation was low in planning and budgeting processes of the local municipalities. The results from field interviews and group discussions also confirm the situation.

Hence it is recommended that local municipalities should take the following measures: encourage the establishment of voluntary community associations; ensure the proper functionality of ward committee in mobilising and exchanging information; ensure the inclusion of disadvantaged and marginalised groups in development process; build the institutional capacity; and develop sense of ownership within communities regarding municipal on-going and completed projects.

**b. The focus of local municipalities should be more on viable poverty alleviation strategies at the local level**

The finding from attitudinal assessment questionnaire (from B7- B11) reveals the fact that there is a need to further improve poverty alleviation strategies at the local level. According to the results, the majority of respondents strongly felt about the prevalence of deep rooted poverty at the local level. Furthermore, the results from field interview and group discussions also confirm the situation.

It is recommended that the local municipality should focus on the following strategic interventions: increasing meaningful local participation in development process; build

the institutional capacity; and promote the partnership among public, private and civil societies at the local level. Moreover, local municipalities need more autonomy over programming and resource allocation.

**c. There is a need to improve service delivery at local municipal level**

The finding from attitudinal assessment questionnaire (from B12- B18) reveals the fact that there is a need to further improve the level and quality of basic services to the local people. According to the results, the majority of respondents show the dissatisfaction of communities with the current services and the municipality is facing huge challenges with the growing number of service delivery backlogs. The results from field interviews and group discussions also confirm the situation.

It is recommended that the local municipality should focus on the following strategic interventions: building the institutional capacity; improving financial management and administration; improving incentives and stipends to the key role players; and promote improved coordination among sector departments within the municipality. Moreover, local municipalities need to continuously assess the satisfaction level of their beneficiary community in order to improve the quality of services at the local level.

**d. There is a need to devolve more powers and responsibilities to local municipalities**

Literature review shows that local authorities have been struggling towards achieving their developmental policy mandates. It has been argued that the decentralisation

process in South Africa has some deficiencies. Theoretically, the decentralisation processes has been well articulated in policy and legal frameworks, however, in practice decentralisation is mainly featured by de-concentration and delegation, with limited devolution. For example, with regard to service delivery the national government tends to delegate specific functions and responsibilities as opposed to devolving power and autonomy local authority thereby to increase upward accountability (Santon, 2009).

This indicates that most of the powers and functions are still at national and provincial levels and the nature of decentralisation is characterised by transfer of some of the administrative functions and responsibilities. This cripples the development role of local government in achieving their development mandates. Therefore, it is recommended that the government should devolve more authority and responsibility rather than delegating some functions and responsibilities.

**e. Local municipalities should strengthen relationships to increase the quality of decision that they make regarding services and development**

An analysis of interview responses indicated that local municipality decision making power for promoting services and development have been affected by lack of authority over rural land and conflict of interests involved in between the politicians and administrators. The lack of quality decision at the local level would hinder the implementation of development policy mandates by the local municipalities.



It is recommended that local municipalities should have full authority and power to plan, finance and implement their development mandates. The local municipality and the traditional leadership should strengthen their relationships in spatial planning and decisions making processes. In addition, the local municipalities should further clarify the roles of administrators and politicians for improving the delay and inconsistency over decision making at the local level. Municipal intergovernmental relations should be strengthening to promote local development initiatives.

**f. A need exists for the local municipalities to build their institutional capacity**

The findings from interview and group discussions indicated that institutional capacity at the local municipal level remains a serious challenge. The lack of institutional capacity at the local municipality would affect the planning and implementation of services and development initiatives. Furthermore, the results from attitudinal assessment questionnaire (B5, B12, and B16) also confirm the situation.

In order to enhance the institutional capacity of local municipalities, it is crucial that officials, councilors, CDWs and ward committee are properly capacitated to fulfill their responsibilities in relation to services and development. It is recommended that the local municipalities should match the skills and positions as well as fill in vacant positions through attraction and retention of skilled, qualified and competent individuals. Furthermore, the local municipalities should improve their internal controls for efficient management of public finance. They should also improve on logistics for IDP consultations as suggested by discussion with group, “the

administration must check convenient time and location for community in terms of IDP meeting depending on the locality or context of an area and appropriate time for people”.

**g. The local municipalities should focus on improving the commitment of IDP stakeholders**

The response from field interview and discussion shows that stakeholder’s commitment was low in taking forward the development agenda of local authorities. It is evident that the low level of stakeholder’s commitment would undermine the effectiveness of local development initiatives. Moreover, the results from attitudinal assessment questionnaire (B11) also confirm the situation.

It is therefore recommended that local municipalities should devise a partnership policy or strategy for promoting effective commitment of stakeholders in the IDP process. Firstly local municipalities should not raise the expectation of community by giving them ‘empty promises’. Secondly, the local municipality should encourage some community groups, especially the Whites in urban areas to actively engage in IDP consultations. Thirdly, the local municipalities pay more attention to ensure the ownership of IDP projects by local people as well as to reduce ‘mentality of entitlement’. Finally, it is further recommended that the municipality should clarify the roles and responsibilities of stakeholders including private sectors and CBOs in promoting local development initiatives.

**h. Local municipalities should improve their responsiveness to the needs of local community that they serve**

The result from field interview and discussions shows that local authorities are largely unresponsive to the needs of the people concerning service delivery. For instance, respondents are concerned about inadequate services, collapse of initiatives or projects and failure to address issues raised by the people at the local municipality level. This has a negative impact on achieving developmental policy mandate. Additionally, the results from attitudinal assessment questionnaire (B7, B17, and B18, from C11-C17) also confirm the situation.

It is recommended that local authorities should improve their beneficiary customer care services in order to properly attend to the issues and concerns of local people. Local municipalities should be open to learn experiences from good practices in South Africa such as best performing sister municipalities within the Province or other Provinces, South African Revenue Service, Home Affairs and others. They should also be exposed to successful practices in other countries such as India, Brazil and Australia. Furthermore, local municipalities should pay attention to build their institutional capacity as well as partnership with civil society and private sectors.

**i. There is a need to promote inclusive and broad based participation in decision making at local municipal level**

Despite the creation of channels for community participation, the findings of interviews and discussions revealed that inclusion of inputs from IDP stakeholders in decision making processes remains a challenge. The constraints include:

communities are not involved in strategic planning stages; community participation is still inadequate in the implementation of IDPs; inadequate involvement of everybody in consultation including special need groups; gaps in timely communication of information; and inadequate participation of traditional authorities and business entities before drafting IDPs. Lack of inclusion and broad based involvement at grass root level influences the effectiveness of planning and implementation of local development initiatives. Furthermore, the results from attitudinal assessment questionnaire (B3, B6, and C7) also confirm the situation.

It is recommended that local municipalities should improve the processes, the depth and quality of citizen participation to enhance inclusive and broad based participation. Community representatives and special need groups as well as other stakeholders should be allowed to attend strategy formulation processes. This is simply because they should also be part of the decision on strategies or solutions.

Likewise, the municipality should ensure that consultation meetings are not carried out for the sake of compliance but rather to empower community. It is also recommended that municipalities should review the effectiveness of existing structures, systems and procedures for participatory decision making in planning and implementation of local development initiatives.

**j. Local municipalities should enhance ward- based planning or bottom-up approaches**

The finding from field interviews and discussion indicates that local municipalities are at different stage in terms of using ward- based planning approaches. According to the result, one municipality is endeavouring and the other had no ward level plans. The local government legislations stipulate that local municipalities should involve community and communities based organisations at grass root level in local development affairs. Lack of community based planning undermines the quality of IDP planning. Furthermore, the results from attitudinal assessment questionnaire (C6) also confirm the situation.

It is essential that local municipalities should adopt community based planning approaches to improve the preparation and planning process of IDPs. Hence, it is recommended that municipalities should promote ward-level planning and budgeting and further decentralize some authorities and responsibilities to the lower levels in their area of jurisdiction.

**k. Municipal IDPs should focus on the people, their needs and priorities towards effectiveness of IDPs and empowerment at the local level**

The finding from field interview and discussion is mixed. It shows that municipal IDPs contains the needs and priorities of people as indicated in the case of Polokwane. However, the view of the majority of the respondents indicates that they are not comfortable with the process of preparation of IDPs in terms of reflecting the real needs and priorities of local people. The results of interviews also highlight the fact

that there is slow process of community capacity building (e.g. skills transfer) and lack of sense of ownership of local initiatives that affects the empowerment processes. The situation affects the preparation and planning of IDPs. Furthermore, the results from attitudinal assessment questionnaire (B4, C5, C9, C16, C17, and C18) also confirm the situation.

During the annual review process, it is crucial for municipalities to make sure that the real needs and priorities of community are well captured and reflected in the municipal IDP document. It is recommended that municipalities should focus on enhancing skills transfer and the knowledge of community in various aspects of development. In order to increase sense of ownership, municipalities should emphasise training, mobilisation and active participation of local people in decision making and implementation processes.

#### **I. Local municipalities should focus on mobilisation of locally available resources to improve implementation of IDPs at the local level**

The findings of interviews indicate that municipalities had given limited attention to mobilise and utilise locally available resources. Firstly, the municipality has limited resources and it gives priority to certain areas. Secondly, engagement of community is inadequate for implementation of the project. Thirdly, there is limited access to fund and land for financing developing initiatives. Fourthly, the municipality did not give attention to utilize the resources in communities. Finally, there is 'mentality of entitlement' within communities. The whole situation would influence efficient and effective implementation of IDPs.

It is recommended that municipalities should encourage bottom- up or ward- based planning which would focus not only on assessing the problems but also gives attention to find out the existing assets and capabilities of communities. The implementation of IDPs should emphasize on building existing assets and capabilities of communities. Additionally, there is a need to strengthen partnerships with other development financing institutions including private sectors.

**m. There is a need to improve integration and coordination on planning and implementation of IDPs at local municipal level**

The findings from group interviews clearly show that there is insufficient integration and cooperation between municipalities and sector departments in planning and implementation of IDPs. Furthermore, the results from attitudinal assessment questionnaire (B15 and C8) also confirm the situation. First, departments are doing for compliance and fail to implement the projects they submitted. Secondly, the alignment of projects in the IDP is a challenge due to difficulty to get support from all sectors and stakeholders. Thirdly, the municipalities and departments are not fully working in close collaboration. Fourthly, the role of IDP offices is not fully understood by other departments. Fifthly, traditional leaders are not planning together with municipality in terms of efficient utilization and management of land. Finally, other constraints include: poor alignment of resources; duplication of events and activities; and weak interaction between departments (e.g. LED and town planning). These conditions create difficulty to implement and maintain IDP projects at the local level.

Goldman and Reynolds (2008) commented that municipalities struggle to get sector departments' information and face to face discussion on sector proposals. Therefore, in order to improve the integration, it is recommended that municipalities should focus on inculcating the spirit of integration and cooperation among sector departments and municipalities. The strategy to this is that all heads of sector departments must sign before the submission of projects so as to make them responsible for implementation of projects. It is also recommended that sector departments should be exposed to awareness creation workshops on the roles and responsibilities of IDP office and the need for integrated approach to promote IDP implementation. Furthermore, there is a need to strengthen relationships among sector departments and municipalities.

**n. The focus of local municipalities should be directed towards enhancing project implementation at grass root level**

The finding from interviews and group discussions shows that municipalities are still lagging behind in terms of implementation of IDP projects which resulted in rollovers, service backlogs and limited impact. Furthermore, the results from attitudinal assessment questionnaires (from C9 – C18) also confirm the situation.

The major causes for inadequate implementation include: delays in implementation of IDP projects; failure to involve communities in project implementation; lack of capacity of project steering committees; poor oversight of the project; and lack of regular consultation with ward committees. Poor implementation of IDP projects



would result in not achieving the objectives of the project, for instance capacity building and empowerment.

It is recommended that municipalities should play an important role in supervising the capacity of project steering committees and communities. The necessary capacity includes their understanding about projects and their ability to manage projects. In this regard, field-based training, skill transfer and experience sharing sessions are needed to improve the existing capacity. Moreover, the level of participation in project implementation should get more attention from municipalities. To improve delays in project implementation, local municipalities should improve their decision making processes and procedures.

**o. Local municipalities should revisit their monitoring and evaluation systems to enhance the effectiveness of IDPs at the local level**

The results from interviews and discussions show that there are numerous deficiencies in the current local municipal monitoring and evaluation systems. Furthermore, the results from attitudinal assessment questionnaire (C3 and C19) also confirm the situation.

The municipal current monitoring and evaluation procedures include weaknesses such as: inadequate participation of all stakeholders (external and internal); lack of technical and resource capacity; lack of clear divisions of roles and responsibilities for different actors. As a result, the learning from the IDPs becomes a challenge.

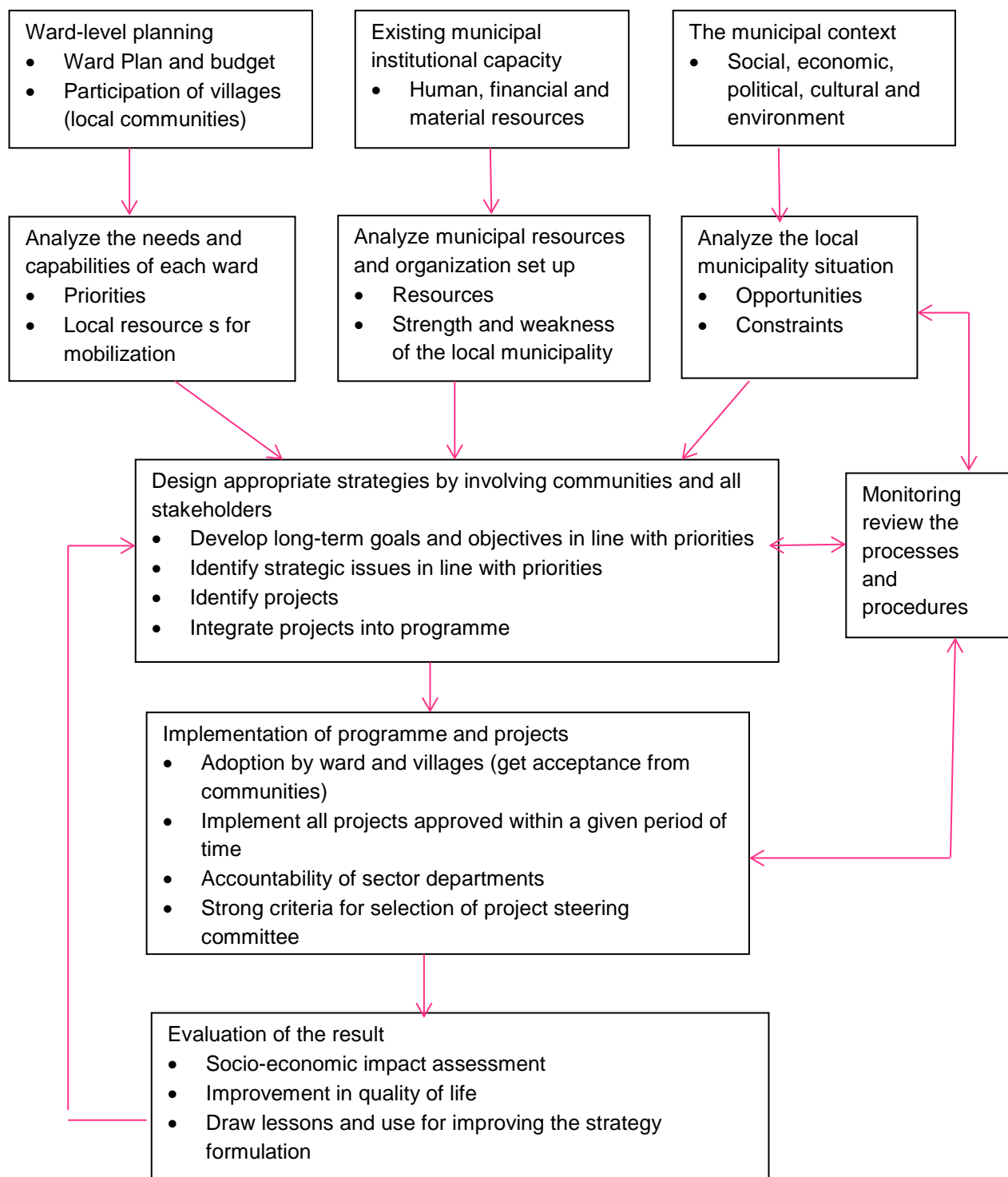
Hence, it is recommended that the local municipalities should revisit their monitoring and evaluation process and procedures. They should involve all stakeholders including communities in monitoring, review and evaluation process. There is a need to build capacity starting from project steering committee to PMS office. Additionally, the role of IDP office, ward committees, CDWs, private sectors and CBOs should be clarified in terms of monitoring, review and evaluation processes. The municipality should look at the option of assigning the IDP office for driving the monitoring and evaluation process for IDP and the ward committees submit a number of issues to the speaker's office, but the right office would be the IDP office.

#### **6.5 PROPOSED FRAMEWORK FOR IMPROVING PLANNING AND IMPLEMENTATION OF IDPs**

Based on the aforementioned theoretical analysis and empirical findings, the present researcher proposes the following framework for strengthening or improving the effectiveness in planning and implementation of IDPs in the local municipalities in Capricorn District, Limpopo Province.

The proposed framework for improving local planning and implementation of IDPs encompasses four key components such as preparation or assessment, strategy formulation, implementation of programmes and projects, and monitoring review and evaluation stages. These elements are illustrated under figure 6.1 and discussed in detail as follow.

**Figure 6.1: Proposed framework for improving the planning and implementation of IDPs**



Source: own proposed framework, 2014

## ***I. Preparation or assessment***

There is a need for grassroots bottom-up participation as “IDPs are often-control oriented and follow rigid guidelines” (Theron and Ceasar, 2008: 117). According to the findings of this study, the local municipalities planning processes of IDPs should further encourage the ward-level planning and budgeting in order to promote bottom-up participation.

There are two important things in the ward-level planning. The ward-level planning should not only focus on the needs and priorities of people but it should also emphasize on the available potentials and capabilities within each ward so as to mobilize locally available resources. Korten (1990) pointed out that mobilization of local resources creates sustainable and equitable improvements in people’s quality of life.

Additionally, the planning process of IDPs should emphasize on identification of the existing institutional capacity (human, financial and material resources) at the local municipality level. In other words, it must be institutional-sensitive so as to match the municipal capabilities with developmental objectives and the context.

The aforementioned points are crucial for improving the current planning practices of IDP. They help municipalities to move towards: increased participation through ward-level planning and budgeting; increased sense of ownership through mobilization of locally available resources; and effective development role through consideration of the existing institutional capacity of local municipalities.

## ***II. Strategy formulation***

Though citizen participation in local development affairs is enshrined in legislations, in practice, participation in the IDP process has been limited to input gathering exercises with little effectiveness (Pieterse, *et al.*, 2008). The finding of this study indicates that communities and most stakeholders do not participate in strategy analysis. Hence, it is important that communities and all stakeholders should take part in designing the strategy for IDPs.

Furthermore, the local municipalities should be capable of carrying out their strategic planning processes of IDPs. As Theron and Ceasar (2008: 116) comment, “inefficient capacity among local government to manage IDPs has turned out local governments into proverbial “cash cows” for development consultants”.

There is a need to properly align projects with the strategic objectives of municipal IDPs and required budgets or resources. The IDP documents should not contain a wish list of projects. Only relevant projects with the possibility to be implemented should appear in the IDP. Additionally, the local municipalities should engage all stakeholders including traditional leadership and communities in identification of IDP projects because the projects should also be aligned with the needs and priorities of the people.

Goldman and Reynolds (2008) noted that rural municipalities face overwhelming challenges in terms of budgeting and human capacity. Therefore, proper integration

of sector plans and projects in the IDP reduces duplication of efforts and ultimately contributes to efficient alignment and utilisation of scarce resources at the local municipality.

This study indicated that the alignment of projects in the IDPs continues to be a predicament in the local municipalities. Both vertical and horizontal relationships in relation to alignment should be based on the principle of 'cooperation', 'effective coordination', accountability and transparency. As "municipalities struggle to get sector departments planning and budgeting and face to face discussions on sector proposals" (Goldman and Reynolds, 2008), up-holding and implementing the aforementioned principles would improve the integration phase of municipal IDPs.

### ***III. Implementation of programmes and projects***

The local municipality should also improve the adoption process by taking it further to the ward and village levels because it is important to get acceptance from the community and community representatives. This would help to create better sense of ownership of IDPs by communities.

Poor implementation of development plans is a major challenge facing government in developing countries. In this regard, Theron (2008) argues that "a weakness of contemporary planning in developing countries is the absence and failure of the implementation of plans. Usually too much time is spent on planning and too little on implementation".

South African IDPs are not exceptional. The community complain about incomplete projects by sector departments. Hence, the local municipalities should force all heads of departments to sign before submission of their sector projects so as to make them bind for implementation of IDP projects. Sector departments should also be accountable to the local ward and village in terms of projects. The local municipalities should also re-establish strong criteria for selection of project steering committees.

#### ***IV. Monitoring, review and evaluation***

Generally, IDPs lack of appropriate monitoring and evaluation procedures caused failures and disillusionment (Davids *et al*, 2009). To improve the effectiveness in planning and implementation of IDPs, local municipalities should ensure that each and every stage in integrated development planning process is monitored regularly. The feedback should be utilised to improve the processes and procedures of IDPs as indicated in figure 6.1. The monitoring of IDPs should be seen as a continuous process of promoting social learning

In addition to regular monitoring, participation by all stakeholders is crucial for effective monitoring (Burkey, 1993) of IDPs and promote social learning. Local municipalities should therefore involve relevant stakeholders in monitoring and make sure that their monthly, quarterly, bi-annual and annual IDP assessment reports are available to all stakeholders. This requires proper documentation of follow up reports by mayoral committee/ municipal public account committees.

At present all projects in the IDPs are transferred to SDIP and then the responsible directors or managers sign performance agreements. Performance management offices monitor quarterly the performance of responsible directors or managers in a formal meeting with members of mayoral committees. The local municipality should cascade the quarterly performance monitoring to the lower levels such as managers and assistant managers or coordinators because managers and coordinators are more responsible for project specifications and appointment of service providers, so they should be part of the monitoring processes.

The local municipalities should consider the need to strengthen monitoring and evaluation of IDPs. The IDP office should be responsible for driving the monitoring and evaluation of IDPs by developing and putting in place an appropriate system. Review of IDP should not be done for the sake of compliance. Key stakeholders including the community, ward committee, CDWs and project steering committee should be involved in the process of reviews.

Additionally, there should be an overall terminal evaluation on the effectiveness and impact of the five year IDPs. This type of evaluation should include the view of insiders and outsiders. It is crucial to properly document the evaluation reports with the view to draw a lesson from previous five years and improve the new ones.

Therefore, it is recommended that the above recommendations and the proposed frameworks for strengthening the planning and implementation of IDPs be implemented, evaluated and integrated into the current IDP processes of the Polokwane, Lepelle-Nkumpi and Aganang local municipalities in Limpopo. It is also



recommended that further research should be done on the implementation of proposed frameworks to evaluate what effective planning and implementation of IDPs would have on the quality of people's life at grass root level.

## **6.6 CONTRIBUTIONS, LIMITATIONS AND FURTHER RESEACH**

This research thoroughly investigated and analysed how local municipalities can further enhance their effectiveness in planning and implementation of development initiatives at the local level in Limpopo, South Africa. The study was undertaken by involving municipal officers and various stakeholders at the three local municipalities of Polokwane, Lepelle-Nkumpi and Agananag.

The South African government has been implementing development-oriented decentralisation by promoting the system of developmental local government and integrated development planning approach. However, poor planning and implementation of IDPs is greatly affecting the development role of local municipalities. Hence, research of this nature is crucial in enhancing the development role of local municipalities and the effectiveness in planning and implementation of IDPs.

This thesis has contributed to a better understanding and knowledge on the development role of local municipalities in decentralised systems of governance in South Africa. Moreover, the thesis has also contributed to better understanding and knowledge on how to improve the effectiveness in planning and implementation of

IDPs as a tool for local governments. Some of the areas that this thesis has been able to contribute to a better understanding and knowledge are listed as follow:

- It has been indicated that the unit of analysis of previous studies was inadequate as most studies were conducted at regional, country and cross-country scales. Hence, this study focused on local municipalities both in urban and rural set-ups as well as the performing well and vulnerable municipalities.
- It has also been indicated that the methodology of previous studies was largely based on secondary sources of data. Hence, this research adopted a new research paradigm of mixed approaches, in this case largely qualitative case study and quantitative approach to augment as it yields values in generating new insights based on the context of local municipalities.
- Little has been done on the areas of improving local planning and implementation regarding IDPs in the context of Limpopo Province. The previous publications emphasized on the credibility, institutional frameworks and processes of IDP. Hence, this study will contribute for better and comprehensive ways of improving the effectiveness in planning and implementation of IDPs in the local municipalities of Limpopo.
- The proposed strategic interventions will enable local municipalities to comprehensively review their development role, especially in planning and implementation to bring sustainable socio-economic transformation within communities.

- The proposed framework for improving the existing approach of planning and implementation of IDPs will also contribute for the effectiveness of IDPs as a local planning tool for developmental local governments.
- The articles being extracted and published in Journals and conference proceedings as well as the new articles on the way will be an ingredient to the on-going debate concerning the development role of local government and the effectiveness of IDPs in South Africa (see section 1.6. significance of the study and Annexure F- sample publications).
- Finally, the study will assist local policy makers and practitioners to consider alternative strategic interventions to improve services and development to the community at large.

The present researcher encountered some challenges during the field data collection process:

- The first problem was unwillingness to take part in the study. There was one local municipality that was not very willing to cooperate in this research. Likewise, the other local municipality did not respond to the request submitted for seeking permission to conduct the study.
- All other local municipalities including Polokwane, Lepelle-Nkumpi and Aganang cooperated, however the present researcher had difficulties in making appointments with some IDP stakeholders due to their busy work schedule and meetings.
- Another problem faced the present researcher was the limitation of time and budget during data collection.

The sample size was limited due to the aforementioned challenges may hamper the generalisation of the research results. Furthermore, the study largely adopted a qualitative case study, non-probability sampling and was limited to specific local municipalities. These may also restrict generalisation of the research findings.

Therefore, the present researcher suggests that similar studies should be replicated in the local municipalities of other districts in Limpopo Province. A need also exists for further research in the development role of local government and its impact on quality of life and physical environment at local level.

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**ANNEXURE- A: QUESTIONNAIRE**

The attached questionnaire is part of my research for the Doctor of Administration in Development. The research project is entitled *‘Towards Effective Planning and Implementation of Development Initiatives at the Local Level in Capricorn District, Limpopo Province, South Africa’*.

It is currently undertaken to assess the perception of stakeholders on IDP. It is hoped that this research will help to improve service delivery and development. The finding will be accessible to the local municipalities.

*All information will be treated with strict confidentiality.* Hence your participation in this research, especially in completing the attached questionnaire will be appreciated, as the information will have great significance in completing this research project.

Researcher:

Respondent

Signature: -----

Signature: -----

Date: -----

Date: -----

Date of interview: \_\_\_\_\_

Code: \_\_\_\_\_

**Section A: Bibliographical information of respondents**

***Instruction: Please mark the applicable block with an “x”***

1. Gender

1. Male		2. Female	
---------	--	-----------	--

2. Age Group (in years)

1.	19 or less	
2.	20 – 29	
3.	30 – 39	
4.	40 - 49	
5.	50+	

3. Educational level

1.	Grade 9 or less	
2.	Grade 10- 11	
3.	Grade 12	
4.	Diploma	
5.	Degree	
6.	Post graduate	

4. Position

1.	Municipal officer/worker	
2.	Community representative	
4.	Other, specify _____	

5. Years of experience

1.	1 year or less	
2.	2 – 5 years	
3.	6 years or above	
4.	Other, specify _____	

## Section B: The development role of local municipalities

Listed below are the various aspects for assessing factors that affect the role of local municipalities in development. Please indicate your views by choosing an appropriate answer for each question.

Legend:  
1 = Strongly Disagree; 2 = Disagree; 3 = Undecided; 4 = Agree; 5 = Strongly Agree

### ***Community participation***

*B1.* Community participation is low in terms of making inputs in planning and budgeting processes.

1	2	3	4	5

*B2.* Non-functionality of ward committees is affecting community involvement in determining needs and priorities of the community.

1	2	3	4	5

*B3.* Exclusion of some groups (e.g. women, disabled) is affecting community involvement.

1	2	3	4	5

*B4.* Absence of voluntary community associations is affecting community involvement in determining development needs and priorities.

1	2	3	4	5

*B5.* Limited capacity of the municipality is affecting community involvement in determining development needs and priorities.

1	2	3	4	5

*B6.* Less ownership of development programme or project by community is affecting the development role of the local municipality.

1	2	3	4	5

**Poverty alleviation**

B7. Higher level of poverty is one of serious challenges.

1	2	3	4	5

B8. Having less power to make decisions over programming and spending is affecting local poverty reduction efforts.

1	2	3	4	5

B9. Lack of meaningful participation of the poor is affecting local poverty reduction efforts.

1	2	3	4	5

B10. Shortage of funding or staffing is affecting local poverty reduction effort.

1	2	3	4	5

B11. Lack of commitment from other stakeholders including non-governmental agencies and business sectors is affecting local poverty reduction efforts.

1	2	3	4	5

**Service delivery**

B12. Local municipality lacks ability to play crucial role in service delivery.

1	2	3	4	5

B13. Service delivery is affected by limited administrative capacity to function and manage finances.

1	2	3	4	5

B14. A poor incentive for performance is affecting service provision in the municipality.

1	2	3	4	5

B15. There is a lack of coordination among sector departments with respect to service delivery.

1	2	3	4	5

B16. The local municipality is faced with shortages of financial resources, resulting in service delivery disruptions.

1	2	3	4	5

B17. The local municipality has huge service delivery

1	2	3	4	5

backlogs.

B18. There is dissatisfaction from communities with regard to quality of service by the municipality.

1	2	3	4	5

### Section C: The implementation of IDP

Listed below are the various aspects for assessing the implementation of IDPs.

Please indicate your views by choosing appropriate answers for each question.

Legend: 1 = Strongly Disagree; 2 = Disagree; 3 = Undecided; 4 = Agree; 5 = Strongly Agree
--

#### *The preparation and planning of IDP*

C1. The IDP process is very complex to the level that local municipalities can hardly understand and implement

1	2	3	4	5

C2. There is difficulty in identification of intended beneficiaries for programmes and projects within the municipality

1	2	3	4	5

C3. There is inadequate baseline data for planning services and infrastructural provisions.

1	2	3	4	5

C4. Lack of meaningful participation of the public in decision making processes is affecting the implementation of IDP.

1	2	3	4	5

C5. There is a concern regarding whether IDP reflects the true needs and priorities of the most vulnerable groups in communities.

1	2	3	4	5

C6. The municipality's IDP preparation process needs further strengthening.

1	2	3	4	5

C7. Inadequate targeting of disadvantaged groups in

1	2	3	4	5

communities is affecting the implementation of IDP.

***The implementation of IDP***

C8. Weak cooperation among departments and the municipal office is affecting the implementation of IDPs.

1	2	3	4	5

C9. Programmes and projects have been inadequate, slow, had limited impact on lives of beneficiaries.

1	2	3	4	5

C10. Lack of alignment is affecting the implementation of IDPs.

1	2	3	4	5

C11. The municipality has done inadequately in providing clean water to its residents.

1	2	3	4	5

C12. The municipality has done inadequately in providing formal houses to its residents.

1	2	3	4	5

C13. The municipality has done inadequately in providing electricity to its residents.

1	2	3	4	5

C14. The municipality has done inadequately in providing toilet facilities to its residents.

1	2	3	4	5

C15. The municipality has done inadequately in providing refuse removal to its residents.

1	2	3	4	5

C16. The municipality has done inadequately in developing entrepreneurship.

1	2	3	4	5

C17. The municipality has done inadequately in creating job opportunities to its residents.

1	2	3	4	5

C18. The municipality has done inadequately in training and building the skills of its residents.

1	2	3	4	5

C19. The municipality's monitoring and evaluation process of IDP needs further strengthening.

1	2	3	4	5

*Thanks for participating in this study!*



<b>ANNEXURE- B: INTERVIEW GUIDE</b>
-------------------------------------

Date of interview: \_\_\_\_\_

Interview code: \_\_\_\_\_

The project title: ***Towards effective planning and implementation of development initiatives at the local level in Capricorn District, Limpopo Province, South Africa.*** The purpose of the study is to investigate the perception of IDP stakeholders in municipal development role, and planning and implementation of IDPs. The information gathered will be kept confidential.

1. Gender

1. Male	<input type="checkbox"/>	2. Female	<input type="checkbox"/>
---------	--------------------------	-----------	--------------------------

2. The highest level of education (grade)\_\_\_\_\_

3. Position \_\_\_\_\_

4. Please explain the services and development initiatives that have been carried out by your local municipality?

5. What challenges are facing the local municipality?

6. Discuss what should be done to improve your local municipality's role in services and development initiatives?

7. In your view, to what extent is your municipality effective in planning its IDP?

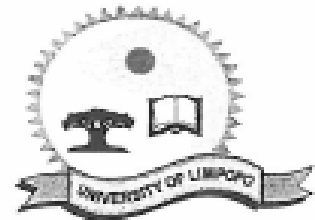
8. What should be done to improve the planning process of the IDP in your local municipality?

9. In your view, to what extent is your local municipality effective in implementing its IDP projects?
10. What should be done to improve the implementation of IDP projects in your local municipality?
11. How do you describe the monitoring and evaluation of IDP projects in your local municipality?
12. What other comments do you have on the implementation of IDP projects in your local municipality?

**ANNEXURE- C: APPROVAL LETTER FROM UNIVERSITY OF LIMPOPO**

**UNIVERSITY OF LIMPOPO**  
Turflow Campus

**Research Development and Administration**



Private Bag X1108  
SOVENGA  
0727  
SOUTH AFRICA  
Tel: (015) 268 2401  
Fax: (015) 268 2308  
Int. Tel: +27 15 268 2401  
Int. Fax: +27 15 268 2308  
E-mail:  
marelize.kellermann@ul.ac.za

**TURFLOOP RESEARCH ETHICS COMMITTEE**

**CLEARANCE CERTIFICATE**

3 February 2012

Mr. A.A. Asha  
Department of Development Planning and Management  
UNIVERSITY OF LIMPOPO

**ETHICAL CLEARANCE OF RESEARCH PROPOSAL**

This is to confirm that the following proposal was considered for ethical clearance, and was duly approved by the Turflow Research Ethics Committee (TREC):

**TITLE:** Towards Effective Planning and Implementation of Development Initiatives at Local Level in Limpopo Province

**RESEARCHER:** A.A. Asha (Student No. 200722064)  
Department of Development Planning and Management  
Faculty of Management and Law, University of Limpopo

**SUPERVISOR:** Prof. A. Belete – University of Limpopo

**CO-SUPERVISOR:** Dr. T. Moyo – University of Limpopo

**DATE CONSIDERED:** 3 February 2012

**TREC REFERENCE:** TREC2012/107-151

**PROF. RL HOWARD**  
**CHAIRPERSON: TURFLOOP RESEARCH ETHICS COMMITTEE**

Building Solutions for Africa



## ANNEXURE- D: LETTER SEEKING PERMISSION FROM MUNICIPALITIES



### University of Limpopo

Private Bag X1106, Sovenga, 0727, South Africa

Tel: 015 268-3198, Fax: 015 268-2215, Email: [johannes.tsheola@ul.ac.za](mailto:johannes.tsheola@ul.ac.za)

**TO:** \_\_\_\_\_ Local Municipality

**Cc.:** Mr AA Asha (200722064), Doctoral Candidate, University of Limpopo  
Professor A Belete, Supervisor, University of Limpopo  
Dr T Moyo, Co-Supervisor, University of Limpopo

**From:** Professor Johannes Tsheola, HOD, Development Planning & Management

**Subject:** Request for Permission that Mr AA Asha Conduct IDP Stakeholder Perception Survey

---

Mr AA Asha (200722064) is currently registered for a doctoral qualification with the University of Limpopo as follows:

**Title:** Towards Effective Planning and Implementation of Development Initiatives at Local Level in Limpopo Province

**Supervisor:** Professor A Belete

**Co-Supervisor:** Dr T Moyo

Mr Asha's doctoral proposal has been cleared by the University of Limpopo's Turfloop Research Ethics Committee (TREC) as the attached letter bears.

To successfully complete his doctoral research, Mr Asha will require empirical data about the perceptions of stakeholders regarding IDPs implementation. Whereas the CDM Socio-economic Impact Assessment Project that was concluded recently was crucial to his research, the specific data on perceptions was not included therein. As a result, Mr Asha would be greatly assisted if he could be allowed permission to administer questionnaire and interview to at least 20 IDP stakeholders in each local municipalities of CDM.

As part of the promise for the TREC approval, Mr Asha will observe all relevant research ethics in keeping with the University of Limpopo's standards and requirements. Also, all information to be collected will be kept confidential and made available to the local municipalities.

I herewith kindly request you to allow Mr Asha the opportunity to interact with the IDP Stakeholders for the reasons stated above. I look forward to your favourable decision.

Sincerely,

Professor Johannes Tsheola, HOD  
Development Planning & Management

*Finding solutions for Africa*

**ANNEXURE- E: APPROVAL LETTERS FROM MUNICIPALITIES**



**AGANANG  
LOCAL MUNICIPALITY**

PO Box 990  
Juno  
0748

Tel: 015 295 1400  
Fax: 015 295 1401/ 1447  
E-Mail: [admin@aganang.gov.za](mailto:admin@aganang.gov.za)  
Website: [www.aganang.gov.za](http://www.aganang.gov.za)

Ref: 4/1/1/1

Enq: Lodwig Manamela/Enos Mojela

18 February 2014

To : University of Limpopo

Att : Prof Tsheola/ Mr Asha

From : Office of the Municipal Manager

**Re: Permission to Conduct IDP Stakeholder Perception Survey by Mr AA Asha.**

1. The above matter bears reference
2. The Municipality take this opportunity and grant Mr AA Asha permission to conduct IDP stakeholder perception survey within the Municipality.
3. We wish him all the best in his survey and hope the outcome of the study will be beneficial to the Municipality..

Regards

  
.....  
**Ramakuntwane Selepe**  
Municipal Manager

*18/02/2014*  
.....  
Date

**ANNEXURE – E: APPROVAL LETTERS FROM MUNICIPALITIES**



# LEPELLE-NKUMPI LOCAL MUNICIPALITY

**Postal Address**  
Private Bag X07  
CHUENESPOORT  
0745

[www.lepelle-nkumpi.gov.za](http://www.lepelle-nkumpi.gov.za)

**Physical Address**  
170 BA Civic Centre  
Unit F, LEBOWAKGOMO, 0737  
Tel : (+27)15 633 4500  
Fax : (+27)15 633 6896

06 MARCH 2014

**TO : UNIVERSITY OF LIMPOPO**  
**ATTENTION : HOD (development planning and management)**  
**: PROFESSOR JOHANNES TSHEOLA**  
**C/C. : MR. ASHA**  
**FROM : ACTING MUNICIPAL MANAGER: LOVEY MODIBA**


Dear Sir!

## PERMISSION TO CONDUCT INTERVIEWS WITH IDP STAKEHOLDERS

We acknowledge receipt of your request to permit Mr. Asha, your Doctoral Degree student, to conduct interviews with IDP stakeholders in our municipality.

The municipality welcomes any effort to help us understand our society better for purpose of finding correct solutions for development challenges that currently confront us. As such we allow Mr. Asha, or any of his delegates, to continue with his data collection among our IDP stakeholders and hope he will share his findings with the municipality once the study is completed.

Yours in development.

  
.....  
**Lovey Modiba (Ms)**  
**Acting Municipal Manager**

MUNICIPAL CALL CENTRE NUMBER: 0800 222 011

*"Motho ke motho ka batho"*

## ANNEXURE –E: APPROVAL LETTERS FROM MUNICIPALITIES

#505194

S Mphakathi (14/10/2013)

**DIRECTORATE: CORPORATE SERVICES**

**ITEM:**

**FILE REF: 5/16/2**

**REQUEST TO GRANT MR A A ASHA PERMISSION TO CONDUCT HIS RESEARCH AT POLOKWANE MUNICIPALITY**

**Report of the Director: Corporate and Shared Services**

**Purpose of the Report**

To request approval from the Municipal Manager to give permission to Mr AA Asha a doctoral student at the University of Limpopo to conduct his research within Polokwane Municipality.

**BACKGROUND**

Mr Asha is a doctoral student at the University of Limpopo and the title of his Thesis is "Towards Effective Planning and Implementation of Development Initiatives at Local Level in Limpopo Province and as part of his studies he is expected to conduct a survey on IDP Stakeholder Perception

**DISCUSSION**

The survey to be conducted by Mr Asha involves the interaction with IDP Stakeholders about their perceptions on the implementation of IDP.

The survey shall be conducted in a form of administering of a questionnaire and interviews to at least 20 IDP stakeholders in the municipality.

The information collected during the survey shall be kept confidential and the University promises to observe all relevant research ethics in line with the University of Limpopo's standards and requirements.

The university promises to make available information related survey to the municipality.

**FINANCIAL IMPLICATION**

There is no financial implication on this project.

**RECOMMEND**

That approval be granted for Mr AA Asha to conduct his research within Polokwane Municipality.

# ANNEXURE- E: APPROVAL LETTERS FROM MUNICIPALITIES

## REPORT CONTROL SHEET

SUBJECT: Request w/ grant P.T. R.A. Aona Permission to Conduct Research  
 DOCS NUMBER: 000194

SECTION A: SUBMISSION BY SBU MANAGER  
 SBU: Human Resource NAME (AUTHOR): Giphno M. Pralochani  
 SIGNATURE / SBU MANAGER: *[Signature]* DATE: 2012/10/15

SECTION B: AUTHORIZATION / SUBMISSION BY  
 DIRECTORATE: Corporate & Shared Services DATE: 16/10/12  
 SIGNATURE / DIRECTOR: *[Signature]*

SECTION C: COMMENTS REQUIRED FROM: (TICK IN APPLICABLE BLOCK)

DIRECTOR: ENGINEERING SERVICES	SIGNATURE: _____	DATE: _____
DIRECTOR: DEVELOPMENT & ECON. PLAN	SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY SERVICES	SIGNATURE: _____	DATE: _____
DIRECTOR: COMM. AND SHARED SERV.	SIGNATURE: _____	DATE: _____
CHIEF FINANCIAL OFFICER	SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY DEVELOPMENT	SIGNATURE: _____	DATE: _____
DIRECTOR: STRAT. PLAN, MONITOR & EVAL.	SIGNATURE: _____	DATE: _____
MAN. COMMUNICATION AND PUBLIC PART.	SIGNATURE: _____	DATE: _____

SECTION D: SECRETARIAT & ADMINISTRATION  
 REG. NO.: \_\_\_\_\_ REG. DATE: \_\_\_\_\_ COMMITTEE CLERK: \_\_\_\_\_

SECTION E: MUNICIPAL MANAGER  
 APPROVED FOR SUBMISSION: \_\_\_\_\_ DATE: \_\_\_\_\_  
 REMARKS: \_\_\_\_\_

**ALLOCATION TO COMMITTEES**

FINANCE & LED	ENERGY	HOUSING	CULTURE, SPORTS, REC & SPEC. FOCUS	ADMIN & GOV.
WATER & SANITATION	COMMUNITY SAFETY	ROADS, SEWATER & TRANSPORT	WASTE & ENVIRON.	SPATIAL PLAN & DEV
LAND USE MAN.	LOCAL LABOUR FORUM	COUNCIL	MAYORAL COMMITTEE	

APPROVED ITO DELEGATED POWERS *[Signature]* DATE: 17/10/2013  
 MM/ NUMBER ALLOCATED BY CAO - SECRETARIAT: \_\_\_\_\_ MM/

APPROVAL OF EXECUTIVE MAYOR IN TERMS OF DELEGATED POWERS  
 APPROVED ITO DELEGATED POWERS \_\_\_\_\_ DATE: \_\_\_\_\_  
 EM/ NUMBER ALLOCATED BY CAO - SECRETARIAT: \_\_\_\_\_ EM/



---

**Subject:** FW: Request for permission for Mr Asha to conduct IDP stakeholders perception research  
**From:** Mpodu Morokolo (morokolom@molemole.gov.za)  
**To:** ashakhc@yahoo.com;  
**Date:** Wednesday, 19 February 2014, 11:18

---

Good day

Attached hereto find the response from the Acting Municipal Manager regarding your request. I have highlighted the response in red for your ease.

Kind regards

Mpodu Morokolo

---

**From:** Mpodu Morokolo  
**Sent:** Monday, January 20, 2014 10:23 PM  
**To:** Matome Madibana  
**Subject:** RE: Request for permission for Mr Asha to conduct IDP stakeholders perception research

Noted

---

**From:** Matome Madibana  
**Sent:** Monday, January 20, 2014 9:57 AM  
**To:** Mpodu Morokolo  
**Subject:** RE: Request for permission for Mr Asha to conduct IDP stakeholders perception research

Request is not approved.

---

**From:** Mpodu Morokolo  
**Sent:** 12 November 2013 08:06 AM  
**To:** Matome Madibana  
**Subject:** FW: Request for permission for Mr Asha to conduct IDP stakeholders perception research

Good day

The attached documents serves to request permission to conduct a research from our institution for academic purpose. Hope you will attend to this matter and let me know about the outcomes.

Kind regards

Mpodu Morokolo

---

**From:** Asha, Aklilu [<mailto:aklilu.asha@ul.ac.za>]  
**Sent:** Monday, November 11, 2013 12:31 PM  
**To:** Mpodu Morokolo  
**Subject:** Request for permission for Mr Asha to conduct IDP stakeholders perception research

Dear Mr. Morokolo,

Hope you are doing well.

We have sent you three emails so far and we are not sure whether you got them or not. The matter is

**ANNEXURE- F: CONSENT FORM**



**Turfloop Campus**

**Private Bags X1106, Sovenga, 0727, South Africa**

I, \_\_\_\_\_ (participant) hereby voluntarily consent to participate in the following project entitled, "*Towards effective planning and implementation of development initiatives at the local level in Capricorn District, Limpopo province, South Africa*". I realise that:

1. The purpose of the study is to investigate the perception of IDP stakeholders.
2. The researcher is a PhD student at the University of Limpopo.
3. The researcher will make every effort to safeguard the confidentiality of the information provided by the participants and anonymity is guaranteed.
4. I may withdraw from participating in the study any time.
5. I am aware that it is anticipated that my participation in this study will enhance my understanding of the IDP process.
6. If I have any questions or problems regarding the study contact the researcher: 015 268-3130, email <ashakhc@yahoo.com>
7. My signature below indicates that I have given my informed consent to participate in the above mentioned study.

Signature of respondent: \_\_\_\_\_ Date: \_\_\_\_\_

Signature of researcher: \_\_\_\_\_ Date: \_\_\_\_\_

## ANNEXURE-G: LIST OF PUBLICATIONS

- Asha A., Belete, A., Moyo, T. 2013. Analyzing decentralisation and local government's role in development in South Africa. *Journal of African and Asian Local Government Studies*, 2 (2): 94-107.
- Asha, A. 2012. Analyzing decentralisation and local government's role in development in South Africa. Conference proceedings of the 3<sup>rd</sup> international conference on local government, November 15 – 16, 2012, Khon Kaen, Thailand.
- Asha, A. 2013. Decentralisation and service delivery at the local level in South Africa. In Msweli, P., Tsheola, J., Sebola, M and others (eds.), *Development, finance, transformation and economic growth in developing countries for 21<sup>st</sup> century*. Polokwane: ICDFET.
- Asha, A. 2013. Critical analysis of the approaches to integrated development planning. Paper presented at 13<sup>th</sup> annual conference of South African Association of Public Administration and Management (SAAPAM), Cape Town, 03 – 05 April 2013.
- Madzivhandila, T. and Asha, A. 2012. Integrated development planning process and service delivery challenges for South Africa's local municipalities. *Journal of Public Administration*, 47 (1.1): 369-378.
- Aklilu A. Asha. 2014. Attitudes and perceptions towards local government service delivery efforts in Limpopo Province, South Africa. *Mediterranean Journal of Social Sciences*, 5(20): 224-231.

- Aklilu A. Asha. 2014. Towards effective planning and implementation of the local development initiatives in Limpopo Province, South Africa. *Mediterranean Journal of Social Sciences*, 5(20): 398-408.
- Aklilu A. Asha. 2014. Attitudes and perceptions towards local government poverty alleviation efforts in Limpopo Province, South Africa. (*Accepted for presentation at International Academic Conference on Business and Social Sciences (ICBSS) 6-8 November 2014, Durban- South Africa and for publication in the special issue of Mediterranean Journal of Social Sciences (IBSS and DHET accredited journal).*)
- Asha A., Belete A. and Moyo, T. Analysing community participation in the municipal integrated development planning process in Limpopo Province, South Africa. (*Accepted for presentation at International Academic Conference on Business and Social Sciences (ICBSS) 6-8 November 2014, Durban- South Africa and for publication in the special issue of Mediterranean Journal of Social Sciences (IBSS and DHET accredited journal).*)

**ANNEXURE- H: TABLES ABOUT PERCEPTION OF PARTICIPANTS**

**Table 5.13: Perceptions about service delivery, poverty alleviation and community participation**

Items/variables	Local municipalities	
	Polokwane	Lepele-Nkumpi
<i>Service and infrastructure</i>	<ul style="list-style-type: none"> <li>-Provide basic services</li> <li>-Many projects completed</li> <li>-Roads maintained and up-grading tarred roads</li> <li>-The contribution is not satisfactory</li> <li>-Supply of water is not enough/ shortage of water/</li> <li>-Services not decentralized to cluster level</li> <li>-Infrastructures are damaged (pipeline and the electric wires) by individuals</li> <li>-Waste management in rural areas is very week</li> <li>-Electricity is not reliable</li> </ul>	<ul style="list-style-type: none"> <li>-Service delivery is implemented</li> <li>-In-house connection of water and sewage system not expanded</li> <li>-The infrastructure is not well structured</li> <li>-Lack of adequate services frustrates the ward committee</li> <li>-Water projects are finalized but there is no water and likewise the electricity is installed but no power.</li> </ul>
<i>Poverty alleviation</i>	<ul style="list-style-type: none"> <li>-Creating conducive environment for social and economic activities</li> <li>-LED initiatives introduced to alleviate poverty and unemployment</li> <li>-The community benefit from successful completion of projects through jobs, income and skills</li> <li>-Shortage of agricultural land for cooperatives</li> <li>-LED initiatives introduced to alleviate poverty</li> <li>-Lack of sense of ownership of the initiatives</li> <li>-Most ventures failed</li> <li>-Not employing people from the data base</li> <li>-Lack of focus on green economy and recycling</li> <li>-No Proper implementation of Acts to develop entrepreneurship and small business</li> <li>inadequate linking of initiatives with government and private sectors</li> </ul>	<ul style="list-style-type: none"> <li>-Potential for agricultural, mining cooperatives, the tourism sectors</li> <li>-Private sector plays a role in creating job opportunities</li> <li>-CBOs help the needy orphans and vulnerable</li> <li>-Seminars, information</li> <li>-Provided by LED office to support small business and also share financial information of development funding</li> <li>-The private sector plays a role in creating job opportunities</li> <li>-Performing inadequately (high unemployment, projects collapsed and no many initiatives)</li> </ul>
<i>Community participation</i>	<ul style="list-style-type: none"> <li>-Community is participating but they do not get feedback</li> <li>-Community participate by giving</li> </ul>	<ul style="list-style-type: none"> <li>-Inadequate consultation</li> <li>-The municipality should give chance to community to initiate</li> </ul>

	views and suggestions regarding their needs on IDP meetings	their own needs
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Source: individual interviews and group discussions, 2014

**Table 5.14: Perceptions about factors that affect development role of municipalities**

Areas of focus/sub-themes	Local municipalities	
	Polokwane	Lepelle-Nkumpi
<i>Decision making</i>	<ul style="list-style-type: none"> <li>-Not able to make decisions for using the rural land for different purposes</li> <li>-Chief's land are not easy to access because they are not in consultation with municipal IDP</li> <li>-Not able to make decisions over the extended public works program</li> <li>-Community members struggle to get land for agricultural projects</li> <li>-Conflict of traditional leaders with the municipality</li> <li>-Delay in decisions due to issues involved between politicians and administrators</li> </ul>	<ul style="list-style-type: none"> <li>-Inconsistency over decisions by councilors and administrators</li> <li>-Delay in decisions hinders small business sector compared to big ones</li> <li>-Political hindrance on the administration</li> </ul>
<i>Institutional capacity</i>	<ul style="list-style-type: none"> <li>-Limited resources to cope up with growing demands for services</li> <li>-Inadequate human capacity for implementation and supervision</li> <li>-Shortage of funding for initiatives at local level</li> <li>-Lack of understanding about IDP by Ward councilors</li> <li>-Inadequate budgeting for projects that lasts for more than five years</li> <li>-CDWs not attending IDP forums</li> <li>-Lack of training affects ward committees performance</li> <li>-Incentives and job demand are not comparable for ward committee</li> <li>-The ward committee not notified in advance about the meetings</li> <li>-Inadequate matching of skill with positions</li> <li>-Not filling vacant positions (positions that people retired, resigned or passed away)</li> </ul>	<ul style="list-style-type: none"> <li>-Receiving disclaimer from the auditor general</li> <li>-Weak capacity of council</li> <li>-Poor political oversight</li> <li>-Demoralized and unskilled staff (political deployment)</li> <li>-Political interference on administrative work</li> <li>-Shortage of funds for projects</li> <li>-inconvenient time and location for IDP meeting</li> <li>-inadequate stipend for ward committee</li> <li>-Inadequate budget to implement LED strategies</li> </ul>
<i>Stakeholder commitment</i>	<ul style="list-style-type: none"> <li>-Some groups within the community, especially the whites, not attending IDP consultations, despite the invitations on newspaper, radio stations and pamphlets.</li> <li>- Lack of ownership of initiatives (e.g. destroying the pipelines and electric wires).</li> <li>-The role of stakeholders not clearly defined, NGOs and private sectors in supporting community initiatives</li> <li>-Inadequate role of ward councilors and committee in information sharing</li> </ul>	<ul style="list-style-type: none"> <li>-People depend too much on municipality in relation to their initiatives</li> <li>-People just enter into sectors without skills and interests</li> <li>-Inadequate support for CBOs</li> </ul>

	<ul style="list-style-type: none"> <li>-Giving promise during the IDP but not fulfilling their commitment creates conflict with community</li> <li>-Ward committees are not allowed to speak in IDP consultations</li> <li>- Ward committees not participating in strategy formulation</li> <li>- Insufficiency in building capacity of CDWs</li> <li>-Departments do not properly consult the IDP document</li> <li>-Lack of understanding of IDP by departments</li> </ul>	
<i>Responsiveness to the local needs</i>	<ul style="list-style-type: none"> <li>-The impact is minimum, most initiatives failed</li> <li>-Lack of service delivery</li> <li>-Most of the needs identified are included in IDP but not implemented</li> <li>-The quality of RDP houses is poor and very low, windows and doors not properly fitted</li> <li>-The RDP projects not finished in specified time</li> </ul>	<ul style="list-style-type: none"> <li>-People give some inputs in our discussion but the implementation is a problem</li> <li>-People raise concerns but no answers</li> <li>-In preparation of IDPs (annual review) people are invited and we give them our issues and concerns but nothing changes at all</li> <li>-They should come back and tell us why they did not answer rather than just keep quiet</li> </ul>
<i>Inclusiveness</i>	<ul style="list-style-type: none"> <li>-The municipality, special focus office, which is based at the Mayor's office, is responsible to look for the disadvantaged group (NGOs, youth, women, elderly, disabled people).</li> <li>-This office arranges separate meetings to cater for these groups in IDP meetings. In a special day, when this people are invited through a formal invitation by arranging transport for them, with a bottle of water in front of them. It makes sure that the venue is conducive to them.</li> <li>-Communities are not involved in strategic planning stage</li> <li>-Community participation is still inadequate in the implementation of IDP projects because the consultation of community is not properly done</li> <li>-Involve everybody in consultation including special need groups</li> </ul>	<ul style="list-style-type: none"> <li>-Not communicating information in time about IDP with stakeholders including traditional leadership</li> <li>-Not inviting communities in strategy formulation (communities get involved after the strategy document to give their input to that document)</li> <li>- Inadequate involvement of business entities before they draft their IDPs</li> </ul>

Source: Individual interviews and group discussions, 2014



**Table 5.15: Perceptions about the preparation and planning of IDPs**

Areas of focus/sub-themes	Local municipalities	
	Polokwane	Lepelle-Nkumpi
<i>Community-based planning</i>	<ul style="list-style-type: none"> <li>-The ward plan developed in 2011, 2012 and reviewed in 2013</li> <li>-It shows the needs and priorities of each ward</li> <li>-It helps departments to consider new development initiative</li> <li>-not budgeting per ward</li> <li>-It is part of engaging communities</li> <li>-In the ward plans communities have identified their projects.</li> <li>-The need to further plan at village level as they have their own priorities.</li> </ul>	<ul style="list-style-type: none"> <li>-No ward plan in our municipality</li> <li>-Let the IDP be formulated from the grass root, not from the municipality</li> <li>-The wards priority should get attention in the IDP</li> <li>-Ward plan is good to strengthen IDP as it gives community members a flat form to share their experiences</li> </ul>
<i>Focus on people</i>	<ul style="list-style-type: none"> <li>-Shortage of skills transfer and low level of participation in projects</li> <li>-Shortage of skills at community level such as financial management, projects management farming skills, business skills</li> <li>-People must be empowered</li> <li>-Need to implement concerns and issues</li> <li>-For example, employing disabled people, braille IDP documents for disabled, access to land for development activities, lack of funding</li> <li>-Lack of ownership of infrastructures by community</li> <li>-For example, a bakery collapsed because the community does not properly manage their projects</li> <li>-Projects should be in line with the priority of the people</li> </ul>	<ul style="list-style-type: none"> <li>-The views and needs and aspirations of people not properly addressed because the majority are not involved only a few are involved</li> <li>-municipality identify priorities but not in line with people's concerns</li> <li>-The local people should be empowered by projects (skills, monitoring and tendering process)</li> <li>-Municipality prepares IDP alone and calls us to come and discuss</li> <li>-We (ward committee) can't take part in the preparation of draft document but we go and explain to communities to adopt</li> <li>-Communities give the inputs but they never help us they fail to address the concerns</li> <li>- Even if community give ideas, this document (IDP) never work according to the priority</li> </ul>

Source: Individual interviews and group discussions, 2014

**Table 5.16: Perception about the implementation of IDPs**

Areas of focus/sub-themes	Local municipalities	
	Polokwane	Lepelle-Nkumpi
<i>Mobilization of resources</i>	<ul style="list-style-type: none"> <li>-In allocation of limited resources, priority is given to water, electricity and roads</li> <li>-Inadequate engagement of community implementation of the project</li> <li>-Limited access to fund and land for developing initiatives</li> <li>-Need to mobilizing people e.g. project labour</li> <li>-Lacks involvement of private sectors for resource mobilization</li> </ul>	<ul style="list-style-type: none"> <li>-The people feel mentality of entitlement</li> <li>-Communities don't want to contribute for maintenance of facilities like VIP toilet</li> <li>-The municipality does not utilize the resources in communities</li> <li>-Not inviting CDWs in IDP forums but expect to mobilize the community</li> </ul>
<i>Integration and coordination</i>	<ul style="list-style-type: none"> <li>-Departments are doing for compliance not implementing the projects they submitted,</li> <li>-The alignment of projects in the IDP is a challenge due to difficulty to get support from all stakeholders.</li> <li>-Lack of integration of IDP (the sector plans in the municipality and departments)</li> <li>-The municipalities and departments should work in close collaboration</li> <li>-The relationship between departments is important for community initiatives.</li> <li>-We (traditional leaders) need to plan together with municipality for efficient use of land</li> <li>-the needs must be budgeted for and approved</li> <li>-the ward committee to have a say in IDP planning consultation</li> <li>-The problem of integration in implementation process</li> <li>-The role of IDP office not fully understood by other departments</li> </ul>	<ul style="list-style-type: none"> <li>-Alignment of resources is poor</li> <li>-Duplication of events and activities</li> <li>-Weak interaction between departments (LED and town planning)</li> <li>-All departments should be actively involved in the process</li> <li>-There are instances where departments did not consult IDP</li> <li>-Not yet integrated in terms of providing services</li> <li>-Improve the relationship between municipalities and sector departments</li> <li>-The municipalities and departments are not cooperating to assist private sectors</li> <li>-Lack of integration (the department does not consult the municipality)</li> </ul>
<i>Project implementation</i>	<ul style="list-style-type: none"> <li>-Communities complain to the IDP office about non implemented of projects such as projects cancelled by departments</li> <li>-Using Service Delivery Implementation Plan (SDIP) which shows project quarterly milestone</li> <li>-There are successful and failed projects due to delay in implementation</li> <li>-Backlog of water projects/ taps are there but no water, RDP houses backlogs</li> <li>-The projects fail because they do not consult the community</li> <li>-Re-establish project steering committee re-establish because they are not effective</li> </ul>	<ul style="list-style-type: none"> <li>-The project steering committees not performing well</li> <li>-Poor oversight of the project</li> <li>-Some projects are not successful</li> <li>-Sometimes experience rollovers</li> <li>-Departments implement projects which are not part of IDP</li> <li>-Implementation is a problem because nothing is happening</li> <li>-The projects are not sustainable it is dead after certain period</li> <li>-Most projects are there but they are not effective</li> <li>-Projects appear in the IDP but no</li> </ul>

	<p>in project follow up</p> <ul style="list-style-type: none"> <li>-The projects are not benefiting a lot of people, they hire few people from communities</li> <li>-There are on-going projects but doesn't progress for example the contractors not paying the laborers</li> </ul>	<p>implementation</p> <ul style="list-style-type: none"> <li>-Slow implementation of projects</li> <li>-Lack of regular consultation with ward committee</li> <li>-Most of the projects not completed</li> </ul>
<i>Monitoring and evaluation</i>	<ul style="list-style-type: none"> <li>-All the projects in the IDP transfer to SDIP, then the directors sign performance agreement</li> <li>-Monitoring the directorate on quarterly basis</li> <li>-municipal public account committee go out randomly to check on projects in the field</li> <li>-Performance management office quarterly evaluate the performance of directorates in a formal meeting with Members of Mayoral Committee (MMC)</li> <li>-COGTA evaluates the credibility of the municipal IDP, whether it complies with the requirements, advert of invitations, strategic planning workshops.</li> <li>-There is a need for comprehensive monitoring and evaluation of IDP</li> <li>-The IDP office is not allowed to visit or supervise the actual implementation of the project</li> <li>-No proper documentation and implementation</li> <li>-Performance management office lacks capacity,</li> <li>-The departments are responsible for follow up of the projects</li> <li>-Proper handover of the project together with all stakeholders</li> <li>-The municipality should strengthen project monitoring and follow up</li> <li>-Monitor the contractors</li> <li>-The ward committee should become part of monitoring committee</li> <li>-IDP is reviewed annually by internal stakeholders outsiders view must be considered</li> <li>-The IDP office should be responsible for driving the monitoring and evaluation process for IDP</li> <li>-The ward committee meeting is on monthly basis</li> <li>-The ward committee submits a number of issues to the speaker's office, but the right office would be the IDP office</li> </ul>	<ul style="list-style-type: none"> <li>-Lack of capacity to monitor projects</li> <li>-CDWs could contribute to monitor if they are capacitated</li> <li>-Low level of attendance by community in annual IDP review</li> <li>-They don't allow the CDWs and ward committees to raise issues in annual review</li> <li>-Review should not be done for the sake of compliance</li> <li>-Due to lack of resources the officers (LED) cannot go to the field</li> <li>-Following up the quality of projects</li> <li>-Technical staff to supervise and ensure that contractors comply</li> <li>-Project steering committee are trained but they lack capacity to supervise technical aspects of projects</li> <li>- As IDP we do not do monitoring, it is done through Municipal Public Account Committee (MPAC)</li> <li>-The COGTA evaluate the IDP document and its credibility.</li> <li>-The business sector should participate in monitoring and evaluation</li> <li>-The municipality does not actively participate CBOs in monitoring and evaluation</li> <li>-The ward forum is very much important for effective monitoring and evaluation of projects</li> <li>-Give ward committees a role to monitor at ward level</li> <li>-Every month ward committees submit reports but we (IDP office) don't get feedback and this creates information gap</li> </ul>

Source: individual interview and group discussion, 2014