

**FACTORS THAT AFFECT THE IMPLEMENTATION OF THE INTEGRATED
DEVELOPMENT PLAN (IDP): THE CASE OF MOLEMOLE LOCAL MUNICIPALITY IN
LIMPOPO, SOUTH AFRICA**

By

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DECLARATION

I, Constance Mabuza, declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree of Master of Business Administration (MBA) has not been previously submitted by me for any degree to this or any other university; that it is my work in design and execution. The materials contained herein have been duly acknowledged.

Mabuza C A

Date

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Thank you Lord for the strength and wisdom that you imparted in me. You have started this journey with me and you have finished it with me. All the Glory belongs to you.

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ABSTRACT

Integrated Development Plan (IDP) are required for municipalities to function effectively. Local municipalities in South Africa use IDPs as a method to plan for the present and future development in their respective areas.

The primary objectives of this study was to assess factors that facilitate or hinder successful implementation of the prioritised programmes or projects in the Integrated Development Plan of the Molemole Local Municipality. The study used qualitative approach to collect data from municipal officials, municipal council and community representatives. The study revealed that the community were not aware of the programmes or projects identified in the IDP and that there is lack of capacity to effectively implement the IDP and, communication between municipal employees and the community is not perceived to be adequate.

The study recommends that the municipality should conduct training, improve communication methods and conduct awareness on IDP processes.

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LIST OF ABBREVIATIONS

IDP – Integrated Development Plan

MLM – Molemole Local Municipality

SDBIP – Service Delivery and Budget Implementation Plan

SCM – Supply Chain Management

CHAPTER ONE

OVERVIEW OF THE STUDY

1.1. INTRODUCTION

The need to implement prioritised projects and programmes in the Integrated Development Plans (IDP) of the municipalities did not surface in a vacuum, but as a result of the need to resolve many challenges that are experienced in local communities. The Integrated Development Plan as a tool for people-centred development is critical in the new system of development and governance in South Africa where municipalities are expected to be strategic, inclusive, responsive and performance driven (DPLG, 2002; Patel, 2001:2).

Integrated Development Planning enables a municipality to make the best use of scarce resources and speed up delivery. It also enables councillors to make decisions based on the needs and priorities of their communities. The key issue to municipalities in South Africa is meeting the basic needs of the people to ensure that provision for programmes and projects prioritized in the IDP are in line with the National and provincial framework and also ensures that during the public participation process openness and transparency take place.

Integrated development planning is a detailed planning process within the municipality providing for prioritised communal needs from the most pressing to the least urgent to enhance and accelerate municipal service delivery (Phago, 2009:484). However, in the case of Molemole municipality, the community has engaged in public protest in relation to lack of service delivery (News24: 2009). The public protest may have been due to the fact that:

- Community based projects were not included in the IDP and if such were included were not implemented or the community were not given feedback.
- The public participation process was not effective.
- The municipality decided to implement projects that were not identified as a priority to the community.

- Lack of forward planning or poor planning on Supply Chain Management (SCM) processes resulting in low spending in infrastructure projects.
- The IDP process was not transparent to the community – it should be noted that IDPs are meant to provide an open and transparent basis for communities to evaluate the performance of the municipality

This study will primarily focus on the factors that facilitate and/or hinder the implementation of the prioritised programmes and projects in the Molemole Local Municipality (MLM) IDP. To effectively implement the IDP programmes or projects, the IDP of the municipality must be linked to the Budget and the Service Delivery and Budget Implementation Plan.

1.2. BACKGROUND INFORMATION

The Integrated Development Plan (IDP) has become a focus of South Africa's post-apartheid municipal planning and is also seen as a key instrument in an evolving framework of the intergovernmental planning and coordination within the South African government (Development Bank of South Africa Conference on Integrated Development Planning, 2008). The local government is one of the spheres of government that is close to the public. It has a constitutional mandate to provide basic service to the people and making sure that they create better life for its local communities. It has been in the past that Molemole Local Municipality (MLM) experienced community protest that is in relation to poor service delivery (NEWS24:2009). The question to be asked might be "what are the causes of the rapid deterioration of service delivery taking into account the implementation of the programmes or activities in the Integrated Development Plan (IDP)".

In terms of section 25 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) Integrated Development Planning (IDP) includes a single, inclusive and strategic plan for municipalities to develop the capacity to integrate and co-ordinate activities and align resources accordingly. In terms of the IDP, for municipalities to address the needs of the community adequately, they must begin by putting into practice integrated development planning (DBSA, 1997: 30; IDP, 2001: 2).

In terms of section 26 (a-b) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), municipalities are required to:

- Develop their visions for long-term development, as well as formulate and assess the existing level of the municipality. Municipalities should have clear plans and strategies for their areas of operations, and these should link together so that they are mutually reinforcing.
- The municipalities should develop clear strategies that will assist in achieving the set objectives such as programmes or projects that are outlined in the Integrated Development Plan.

To effectively implement the programmes and projects in the IDP will depend on the success of the strategy implementation, monitoring and evaluation. It also includes taking into account the availability of resources such as human and financial resources and making sure that the resources are optimally utilised. Municipalities should reflect their financial plan, including a budget projection for the next three years in their IDP on the projects and programmes.

Failure to align the IDP with the budget and Service Delivery and Budget Implementation Plan (SDBIP) or lack of monitoring may be the cause of the huge backlog in service delivery. The SDBIP and budget are amongst one of the tools in monitoring the effective implementation of prioritised programmes and projects in the IDP of the municipalities.

This study will explore factors that facilitate and/or hinder the implementation of the prioritised projects or programmes in the MLM IDP as an important tool for the municipality to plan and monitor management of services. In addition, the study will look at the critical literature surrounding the implementation of programmes or projects in the IDP.

1.3. PROBLEM STATEMENT

Since the past two financial years (2012/13 and 2013/14), the Molemole Local Municipality has experienced challenges in implementing programmes in the IDP and improving service delivery within the municipal area. The poor implementation of the IDP and backlogs in service delivery imply that the municipality has not realized the local

government objectives as stipulated in Section 152 of the Constitution of the Republic of South Africa, 1996.

The key issue to municipalities in South Africa is meeting the basic needs of the people to ensure that provision for services prioritized in the IDP are in line with the National framework. The problem is that a lot of effort and resources go into planning of IDPs and less effort into the implementation, monitoring and evaluation of programmes in the IDP. However, monitoring is only done to determine what was achieved versus what was not achieved. So, it is important to find out what factors helped in the achievement of some programmes and what hindered the non-achievement of other programmes.

1.4. THE IMPORTANCE OF THE STUDY

To emphasise the importance of IDPs, the Municipal Systems Act, 2000 defines the IDP as the principal strategic planning instrument which guides and informs all planning and developments, and all decisions with regard to planning, management and development in the municipality, and it binds the municipality in the exercise of its executive authority to the extent of any inconsistency between a municipality's IDP and national or provincial legislation in which case such legislation prevails.

The current study is envisaged to assist the municipality in understanding the following:

- Reasons for achievement versus non-achievement of objectives set out in the IDP. This understanding will then help in future planning and implementation of programmes and projects in the IDPs, thereby improving overall service delivery.
- Help municipal management to improve on future planning and implementation of IDPs both at local and district level. Policy makers will also know what to promote or avoid in future planning.
- How to align the identified and/or prioritised projects, plans, budgets and other council resources with the sustainable development priorities of the community.
- Improving academic understanding of what management and monitoring of prioritised projects within IDPs entails.

1.5. PURPOSE OF THE STUDY

1.5.1 Aim of the Study

The current study aims to assess factors that affect the implementation of the Integrated Development Plan programmes in Molemole Local Municipality (MLM) in (Capricorn District) Limpopo.

1.5.2 Objectives

The objectives for this study are the following;

- To assess factors that facilitates successful implementation of the prioritised programmes or projects in the Integrated Development Plan of the Molemole Local Municipality.
- To evaluate factors that hinder successful implementation of the prioritised programmes or project in the Integrated Development Plan of the Molemole Local Municipality.

1.6. RESEARCH QUESTIONS

The current study is guided by the following research questions:

- What are the factors that facilitate the success on the implementation of the prioritised programmes (projects) in the IDP of the municipality?
- What are the factors that hinder success on the implementation of the prioritised programmes (projects) in the IDP of the municipality?

1.7. LITERATURE REVIEW

This study will focus at the literature review done by various researchers through books, reports, publications and sources with regard to municipal IDP. Government policy documents, such as the Republic of South Africa Constitution, 1996, also have been consulted. Local Government Municipal Systems Act, 32 of 2000, Municipal Finance Management Act of 2000 and the Local Government White Paper (1998) has also been consulted.

1.8. RESEARCH METHODOLOGY

1.8.1. Research Design

Research methodology refers to the way in which a researcher plans to collect information or data. The research study is people focused and the methodological approach that will be used in this study is a qualitative research method. The qualitative research method normally relies more on verbal data than on numeric data.

Many writers have defined qualitative research as referring to the production of descriptions of how and why people do certain things. They add that it refers to meanings, concepts, definitions and characteristics (Berg 1995). Leedy and Ormrod (2001:148) state that qualitative studies typically serve one or more of the following purpose:

- Qualitative research methods can reveal the nature of certain situations, settings, processes, relationships, systems or people.
- Qualitative research enables a researcher to gain insight into the nature of a particular phenomenon, develop new concepts or theoretical perspective about a phenomenon and discover the problems that exist within the phenomenon.
- Qualitative research methods provide a means through which a researcher can judge the effectiveness of particular policies, practices or innovations.

1.8.2. Data Collection

Questionnaires as an instrument to collect data have been designed by the researcher and were distributed to the municipal officials as well as the municipal councillors. Data collection will be in two phases.

- Secondary data: In the first phase the MLM IDP and the 2012/13 Annual Report documents will be analysed to see what has been identified as success factors and challenges for effective service delivery, i.e. successful implementation of prioritised projects.
- Primary data: The second phase will be to conduct interviews with the ward councillor's municipal official community representatives.
- Wards councillors will be interviewed as they are in close contact with the community and are understood to represent the voice of the community.
- Municipal officials – officials who work directly with the management of projects within the IDP will be interviewed as well as the Municipal Manager. The purpose

is to find out what they see as the enabling factors or challenges during the project or programme implementation as part of service delivery.

- Community Representative – community representative from various villages will be interviewed with an aim of checking as to whether they are aware of service delivery on the programmes or projects prioritised during the IDP process.

1.8.3. Target Population

Cooper and Schindler (2014:667) define target population as those people, events or records that contain the desired information for the study that determine whether a sample or a census should be selected. The target population for this study will involve all municipal officials and ward councillors of MLM who are directly involved in the process of the IDP from formulation to the implementation stage.

The officials who are included in the target population include the five (6) Senior Managers, (6) Middle Manager, fourteen (14) Ward Councillors and for community representative the study will depend on the turn up of community members who will be available during the time of the session.

1.8.4. Sample

According to Leedy and Ormrod (2010:205) the researcher can specify in advance that each segment of the population will be represented in the sample. The total target population is of the size that can be managed, therefore a census will be used in this study.

1.8.5. Study Area

Molemole Local Municipality is located in the Capricorn District Municipality (CDM) in the Limpopo Province. MLM head office is in Mogwadi located 60 kilometres to the North of Polokwane. Molemole Local Municipality is predominantly rural in nature with an estimated 37 registered villages which are clustered in two groups in the western and eastern parts of the municipality. In terms of political administration, the Municipality comprises of 14 Wards (IDP 2013/14: 37).

1.9 ETHICAL CONSIDERATION

The following ethical consideration has been applied in this study:

- **Permission to conduct the study:** A letter directed to the Municipal Manager was written requesting permission to conduct this study at Molemole Local Municipality.
- **Informed consent;** the respondents in this study were informed about the objective and purpose of the study in order to win their cooperation when completing the questionnaire for them to give informed consent.
- **Confidentiality:** The respondents in this study were assured of their confidentiality during the interviews and that their names were not kept on record and would not be mentioned anywhere in the study.
- **No harm:** The intention of this study is not to harm anyone who participated or was involved in this study. No individual will be harmed by serving as the participant.
- **Results:** Results from the study will be made available to all interested stakeholders.

1.10 DEFINITION OF CONCEPTS

1.10.1 Municipality

A municipality is an organ of state within the local sphere of government exercising legislative and executive authority within an area determined in terms of establishing notice provided in section 12 of the Municipal Structures Act, Act 117 of 1998.

1.10.2 Integrated Development Plan (IDP)

IDP is a process through which municipalities prepare a strategic plan containing short, medium and long-term development objectives, strategies and programmes for the municipal area. The IDP is a principal instrument that guides and informs budgeting, management and decision-making related to service delivery and development in a municipality.

1.11 OUTLINE OF THE STUDY

The following chapters will constitute the research paper.

- **Chapter 1: Introduction to the study:** The chapter will outline the background and introduction of the municipality, the problem statement, research questions and the objectives of the study.
- **Chapter 2: Literature review:** this chapter will analyse existing literature from journals, books, articles and also will look at the documents relevant to the study. It will also outline the municipality's accountability cycle that explains how to effectively implement the IDP and also projects/ programmes prioritised.
- **Chapter 3: Research methodology:** the study will reflect the methodology that was followed and the way in which data was collected.
- **Chapter 4: findings:**
- **Chapter 5: conclusions and recommendations:** the chapter includes analysis of the findings and provide recommendations on how to effectively manage that the factors that affect the implementation of the IDP projects or programmes prioritised.

1.12 SUMMARY

This chapter outlined the background to the study, gave the problem statement, and importance of the study, aim and objectives of the study, research questions, methodology, target population, sampling and ethical considerations. The literature review of this study will be discussed in the next chapter.

CHAPTER TWO

LITERATURE REVIEW

2.1. INTRODUCTION

Literature review is a directed search of published works, including periodicals and books, that discusses theory and presents empirical results that are relevant to the topic at hand (Zikmund, Babin, Carr & Griffin, 2010: 65). According to Kumar (2014: 48) literature review serves to enhance and consolidate knowledge base in the subject area and helps to examine findings in the context of the existing body of knowledge. He further, states that the role of literature review is to:

- It provides a theoretical background to your study
- It helps to establish the links between what you are proposing to examine and what has already been studied.
- It enables you to show how your findings have contributed to the existing body of knowledge in your profession. It helps you integrate your research findings into the existing body of knowledge.

In accordance with the above guidelines, this study will focus on the factors that facilitates and/or hinder the implementation of IDP in Molemole municipality in Limpopo province. The figure below illustrates that all processes in the municipality begins with the formulation or development of the IDP. Figure 1: shows the components of financial management and accountability cycle and how they ought to be aligned to fast track service delivery. The components will be briefly explained and will further be explained in details in this chapter at a later stage.

- **IDP** – The IDP sets out the municipality’s goal and development plans which need to be aligned with the municipality’s available resources. Council adopts the IDP and undertakes an annual review and assessment of the performance based on the annual report.
- **Budget** – The three-year budget set out the revenue raising and expenditure plan of the municipality for approval by council. This allocation of funds needs to be aligned with the priorities in the IDP.

- **SDBIP** – The SDBIP sets out monthly or quarterly service delivery and financial targets aligned with the annual targets sets out in the IDP and budget. As the municipality’s implementation plan, it lays the basis for the performance agreements of the municipal manager and senior management.
- **In-year reports** – The administration reports to council on the implementation of the budget and the SDBIP through monthly, quarterly and mid-year reports. Council uses these reports to monitors both the financial and service delivery performance of the municipality’s implementation actions.
- **Annual financial statements** – These reports on the implementation of the budget, and reflects the financial position of the municipality. They are submitted to the Auditors-General, who issues an audit report indicating the reliance council can place on the statements in exercising oversight.
- **Annual report** – It is the primary instrument of the accountability, in which the major and municipal manager report on implementation performance in relation to the budget and the SDBIP, and the progress being made in realising the IDP priorities.
- **Oversight report** – Council produces an oversight report based on outcomes highlighted in the annual report and actual performance.

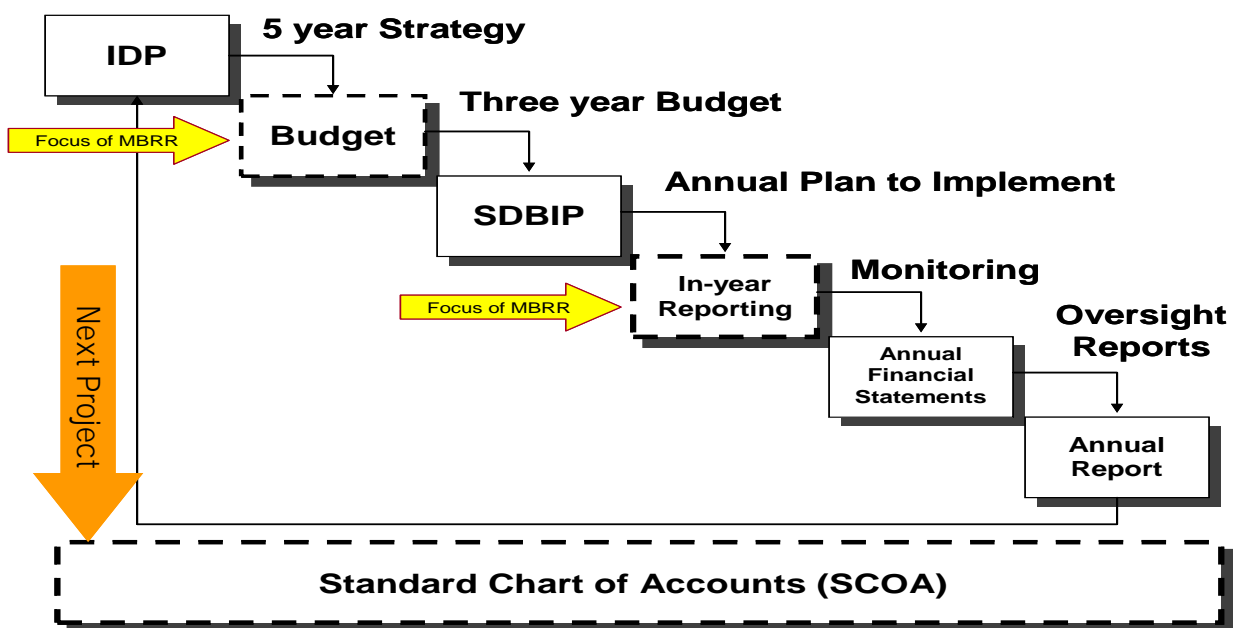


Figure 1.1: Municipal Financial management and accountability cycle.

The legal framework introduces requirements and processes for establishing service delivery priorities and plans. The aim is to ensure alignment between plans, budget, implementation actions and reporting to ensure proper management accountability for the achievement of service delivery targets.

In his 2006 Budget Speech, the Minister of Provincial and Local Government, Mr Fholisani Sydney Mufamadi, remarked that, although IDPs were originally conceived as strategic plans for local government, their potential impact for other developmental processes has become increasingly important. Information generated and maintained as part of the IDP process is a national, strategic resource of exceptional value, yet many potential users are not aware of this valuable resource. Most of the existing literature around IDPs is by government departments that wish to give local government officials an understanding of how to formulate and implement an IDP.

2.2. DEFINITION AND BACKGROUND OF IDP

2.2.1. Definition to Integrated Development Plan

The Integrated Development Plan (IDP) of the local municipality is a strategic tool designed to bring together and harmonise individual plans of the municipal departments. The plan should guide all future development of the municipality by setting priorities, allocating resources and defining time frames and indicators. The IDP is an instrument to provide vision, leadership and direction for all those that have a role to play in the planning of development in a municipal area (IDP Skills Program Learner Guide, 2006:120).

According to Municipal System Act (2000: chapter 5) integrated Development Planning states that:

- Municipal planning has to be developmentally orientated and within a system of cooperative governance
- The IDP represents a single inclusive plan to link, integrate and co-ordinate service delivery
- The IDP forms the basis for annual budget
- An IDP adopted by the council is the principal strategic planning instrument

- The municipality should give effect to its IDP and conduct its affairs in a manner which is consistent with its integrated development plan.

According to IDP Skills Program Learner Guide (2006:120) the IDP is a;

- Strategic planning instrument in a municipality to plan, develop and manage actions and decisions
- A binding document within the municipality and in particular for the various departments
- Represents the strategic plan of the municipality containing short, medium and long-term development objectives, strategies and programmes for the municipal area
- Principal instrument that guides and informs budgeting, management and decision-making related to service delivery and development in a municipality.

Local government: Municipal System Act 32 of 2000, section 35 defines integrated Development Plan as the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development in the municipality. It further states that an integrated development plan must be adopted by council of a municipality and must binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's integrated development plan and national or provincial legislation in which case such legislation prevails.

Integrated Development planning process is a process that is undertaken to produce IDP, which is a developmental plan for a municipal area containing short, medium and long-term objective and strategies (University of Pretoria, IDP Chapter 4: pg103).

Oranje and Huyssteen in (Fox & Van Rooyen 2004:131-132), see the integrated development planning as a crucial instrument of development planning in the local sphere, and as a process that helps municipalities to prepare strategic development plans on the basis of a five-year period (Municipal Systems Act 2000, Act 32 of 2000, Section 35). South African Local Government Association (SALGA), describes the IDP as a participatory planning process aimed at integrating sectorial strategies, in order to support

the optimal allocation of scarce resources between sectors and geographic areas and across the population in a manner that promotes sustainable growth, equity and the empowerment of the poor and the marginalized (SALGA, 2002:2).

An IDP is defined as the "principal strategic planning instrument which guides and informs all planning, budgeting, management, and decision making in a municipality" (Department of Provincial and Local Government [DPLG], May 2001, p.6). The IDP consists of a long-term vision and it details the development priorities and objectives that contribute toward achieving this vision. It reflects strategies which are underwritten by the details in the budget, which must be link to the IDP.

An IDP adopted by Molemole municipality is the principal strategic planning instrument which guides and informs all planning and development decisions within the municipal area. It can be argued that the IDP is an elaborate planning process which produces a strategic plan that guides municipalities and their entities to thoroughly eradicate service delivery backlogs and address spatial disparities of development so that the agreed priorities are translated into projects which clearly defines output and targets for five year planning cycle. The IDP covers a five-year period and is reviewed annually to accommodate new and pressing priorities.

2.2.2. International Background to IDP

The concept of IDPs stems from an international move (particularly in Europe) to centrally format the development process (Rose et al, 1992; Hasting et al, 1995; Cooke, 1996; Mackinnon, 2000). According to Harrison (2006: 187) the IDP results from a process of policy convergence that happened internationally in the 1990s. He further mentioned that after South Africa began its transition to the democracy, a multitude of international influences came to bear on the policy debate in South Africa. The accepted international discourse on governance and development forcefully constrained the horizon of possibilities for policy innovators after apartheid. And these results in an interesting and important question that is "The extent to which South Africa policy makers could have taken more indigenous and original approaches during the development of policies".

The IDP is linked to a second wave of New Public Management(NPM) approaches that took root internationally in the mid-1990s, and which is associated with the Third Way orientation of the centre-left political parties of that decade and currently (Harrison, :186). The Third Way put emphasis on integration or on joined-up government as Blair called it. The Third Way together with the joined-up focuses on the performance management and participatory governance and has shaped the new approaches to planning internationally and in South Africa in the mid-to late 1990s.

Integration differs from one country to another and depends on the complexity and diversity of the community. Therefore, the models of integration varied as follows;

- In USA, for example, the model remains one of loosely formed voluntaristic cooperation between agencies.
- In Ireland, national government plays a role of a coordinator and supervisory within a broad social partnership while in counties including United Kingdom (UK), Australia and New Zealand national government has set the policy framework but expects local and regional government to perform most of the coordination and integration functions.
- According to Hall (2003: 265-277) the joined up government in UK involves a continuous delegation to subnational government and partnership structures while consolidating powers for policy design and financial control at the centre. This approach is termed top-down direction for bottom-up implementation and can be used to describe the system in South Africa where the IDP is an instrument of local coordination but the system is closely directed and monitored by national government.

In 1996 when the IDP was first introduced and when the White Paper on Local Government clarified the objectives of the IDP – progressive dialogue on governance and planning internationally was centred on integration. Internationally, a number of planning type instruments were developed which supported the broad objectives. There was a remarkable similarity between South Africa's IDPs and UK's Community strategies. And also there were similarities with the planning approaches in countries such as Australia, New Zealand and Germany.

2.2.3. Integrated Development Plan in South Africa

The emerging of IDP in South African was to connect strongly with the international trend which links to the South African legacy of apartheid-induced fragmentation. During late 1970s, the reformist of apartheid was searching for solutions to a growing political and economic crisis and there was some hope that regional coordination would resolve some of the consequences of apartheid. There was experimentation with various forms of IDP. There were, for example, integrated regional planning initiatives in the KwaZulu-Natal region and the integrated rural development programmes in the Gazankulu and Transkei homeland supported by the Development Bank of Southern Africa. However, without the support of politics and administrative structures these initiatives had limited impacts (Harrison P, 2006: 192).

By 1996 the need for the local planning instrument was obvious. The first post-apartheid planning instruments had been introduced in the Development Facilitation Act promulgated in 1995, which was intended primarily to facilitate and speed up the implementation of the reconstruction and development programmes and projects in relation to land. There was a need for a broader instrument to coordinate and direct the activities of local authorities. Therefore, amendments were made to certain legislation; first on Local Government Transition Act, second amendments were drafted by the Department of Constitutional Development (DCD) to incorporate a requirement that all transitional metropolitan, district and local councils should prepare an IDP.

Thus gave rise to a high degree of confusion and uncertainty about the relationship between the IDP and the Land Development Objectives, and between the IDP and the planning instruments that were developed by provincial authorities (especially KwaZulu-Natal and the Western Cape). Newly established and inexperienced municipalities had little understanding of the planning process and ended up contracting consultants to prepare the IDP. The most important initial development was the release of the White Paper on Local Government in 1998, which outlined the principles and objectives of the IDP and also confirmed the IDP as a crucial instrument of the developmental local government and emphasised the link between the IDP and performance management.

By 2000, most of the building blocks for the new system of the local government were in place. Local government boundaries had been redrawn and new local government legislation was introduced which is the Municipal Systems Act (2000). The Act specified the minimum contents of an IDP and set out the principles for the process to be followed in preparing an IDP. In December 2000, the municipal elections were held and municipalities were required to develop interim IDPs by March 2000 which will inform budgeting processes. Very few municipalities met the deadline for March 2000.

Municipalities are also now required to work closely with the provincial and national spheres of government in the delivery of national and provincial development programmes at the local level. Further, municipalities have to incorporate a wide range of sectorial programmes (for example, water, health, small business development) into their own municipal development programmes, and also comply with the requirements of a variety of national Acts aimed at facilitating development (JL- STT,2000:14). It is a legislative requirement that every municipality should have an IDP. The South African constitution of 1996 provides for a new developmental mandate for local government, with the MSA of 2001 requiring municipalities to come up with IDPs for strategic, inclusive and performance driven municipal governance.

The review process also ensures that the municipal resources are directed at the delivery of projects and programmes that meet strategic development priorities and the municipal performance targets. During the process, the IDP and the performance under the Performance Management System (PMS) are simultaneously reviewed. Through this co-ordinated assessment, the IDP is aligned with the delivery performance plan of the municipality.

2.3. LEGISLATION AND POLICIES THAT GOVERN IDP

The preparation of Integrated Development Plans (IDPs) is guided and informed by the White Paper on Local Government (WPLG, 1998). Various pieces of legislation relevant to the IDP resulted from the WPLG. The various legislative and policy prescripts discussed below provide for system, processes and structures that support the development and implementation of credible IDPs, these includes:

2.3.1. The Constitution of the Republic of South Africa (Act 108 of 1996)

The Constitution of the Republic of South Africa, Act 108 of 1996 provides for the developmental role and responsibilities of local government to be achieved through the IDP.

The Constitution of the Republic of South Africa, 1996, Section 52 provides that the purpose of local government is to promote social and economic development. It further provides for the developmental duties of the municipalities. In order to achieve the mandate of the developmental duties, the municipality is required to structure and manage its administration, its budgeting and its planning processes to give priority to the basic needs of the community, to promote the social and economic development of the community, and to participate in national and provincial development programmes (Constitution of the Republic of South Africa, 1996:84-85).

In terms of section 151(1) of the Constitution, developmental local government should make provision for democratic and accountable government for communities, to ensure the provision of service to communities in a sustainable manner in order to promote social and economic development. In line with democratic constitution, municipalities have to demonstrate their administrative, technical and financial competency to meet their constitutional mandate. The insertion of development objectives in the Constitution of the Republic of South Africa, 1996 was intended to strengthen the functioning of municipalities to become development driven.

2.3.2. Local Government Transition Act of 1993

According to the Local Government Transition Act of 1993 all municipalities and districts councils were to implement an Integrated Development Plan (IDP, 1998; Harrison, 2001). These Integrated Development Plans (IDPs) were to have specific guidelines which governed their format and content (DPLG, 2000b, Coetzee, 2000). The concept of IDPs stems from an international move (particularly in Europe) to centrally format the development process (Rose et al, 1992; Hasting, 1995; Cooke 1996; Mackinnon, 2000).

2.3.3. The White Paper on Local Government (1998)

The White Paper on Local Government (1998) clarified what the developmental vision for local government should mean in practices. It indicates that the developmental government means two things; a new approach to doing things and set of new tools which local government can use to build this approach. The Act proposes that municipalities must focus their energies on a clear set of developmental outcomes that will meaningfully address the impact of apartheid on human settlements. These outcomes are:

- Provision of household infrastructure and services;
- Creation of liveable, integrated cities, towns and rural areas;
- Local economic development; and
- Community empowerment and redistribution.

The White Paper proposed some of the new administrative systems that municipalities needed to adopt to build a developmental approach. These systems are the pillars which concretely support a developmental orientation and are enshrined in the MSA of 2000. They include:

- Integrated Development Planning
- Performance measurement and management
- Structure and systems to enable active involvement of citizens and communities in the affairs of municipalities.

According to the Constitution of South Africa (Act 108 of 1996) states, that every municipality is required by law to develop and adopt its IDP through legal framework. The White Paper on Local Government (1998) is one of the legislative frameworks which view the IDP as a tool in achieving developmental goals of local government. The IDP aims to align scarce resources and also ensuring transparent integration between municipalities and communities by making local government accountable (White Paper on Local Government, 1998:18). The White Paper further sets out steps to bring an IDP for the short, medium and long term (RSA, 1998:27-28). It can be concluded that the tools and approaches of developmental local government are consistent with section 153 of the Constitution.

2.3.4. The Municipal Systems Act (Act 32 of 2000)

Section 23 of the Municipal system act, 2000 (Act No. 32 of 2000) states that municipalities are expected to undertake developmentally – orientated planning so as to ensure that it achieve the objectives of local government as stipulated in the Constitution, 1998. Section 24 of the acts makes provision for municipal planning to be aligned and complemented with the development plans and strategies of other organs of the state. As the IDP is a legislative requirement it has a legal status and it supersedes all other plans that guide development at local government level.

Section 25 of Municipal Systems Act (MSA), 2000 states, that municipality should adopt a single, inclusive and strategic plan for the development of the municipality within its prescribed five-year term. The plan should align resources and capacity of the municipality with the implementation plan.

Section 34 of MSA, 2000 states, that a municipal council must review its integrated development plan annually in accordance with an assessment of its performance and to the extent that changing circumstances so demand; and may amend its integrated development plan in accordance with a prescribed process.

2.3.5. The Municipal Structures Act (2000)

The act provides that local government is a sphere created for a purpose of bringing government to the local population, and assisting communities to participate and be involved in the political processes, in order to improve the quality of their lives. The Municipal Structures Act of 2000 gave district municipalities the responsibility for integrated development planning for the district municipality as a whole, including a framework for integrated development plans for all local municipalities. They thus have responsibility for inter-local co-ordination, and for links with provincial and national departments. While each local municipality and the district municipality produces their own plan, and conducts their own participatory processes, the role of the district municipality is to ensure that there is a joint district strategy, that the IDPs within the municipality are aligned with each other, and with the district IDP.

District municipalities are also responsible for supporting the planning activities of local municipalities with limited capacity. The precise division of functions between tiers remains to be worked out in terms of legislation, but is sometimes emerging in practice through agreement at local level.

2.3.6. The Municipal Finance Management Act (Act 56 of 2003)

According to section 53 of the MFMA, the mayor of a municipality must co-ordinate the annual revision of the IDP in terms of section 34 of the MSA and the preparation of the annual budget, and determines how the IDP is to be taken into account or revised for the purposes of the budget. From the statement it is clear that the IDP and budget should be linked and the processes must happen at the same time.

2.4. IDP PROCESS PLAN

The process plan is the first step in the formulation of the IDP. Before the municipality can start with the development of the IDP, it need to first develop the process plan and the plan must be approved by Council. The process plan is necessary to ensure proper management and coordination of the planning process. Internally as well as externally by way of alignment of the IDP with those of the District as well as neighbouring Local Municipalities (Westonaria Local Municipality IDP 2009:8).

SALGA IDP Guide Pack module 1, (2001:34) mentions that the preparations of the process plan contains the following:

- Institutional structures to be established for management of the process;
- Approach to public participation;
- Structures to be established for public participation;
- Time schedule for the planning process;
- Roles and responsibilities (who will do what); and
- How the process will be monitored.

The legislation requires an IDP to be reviewed annually. Council is also required to sell out in writing, the process to be followed for the IDP review which is called the process plan (see annexure A: attached process plan for Molemole local municipality).

IDP Buffalo City Metropolitan (2011/16: 6) outlines that the process plan should include:

- A programme specifying time-frames
- Outlined processes and procedures for consultation
- Identified plans and planning requirements binding on the municipality
- IDP and Budget processes/ programmes to be aligned.

The IDP development is undertaken as part of the continuous cycle of planning, implementation and monitoring as illustrated in the Figure below.

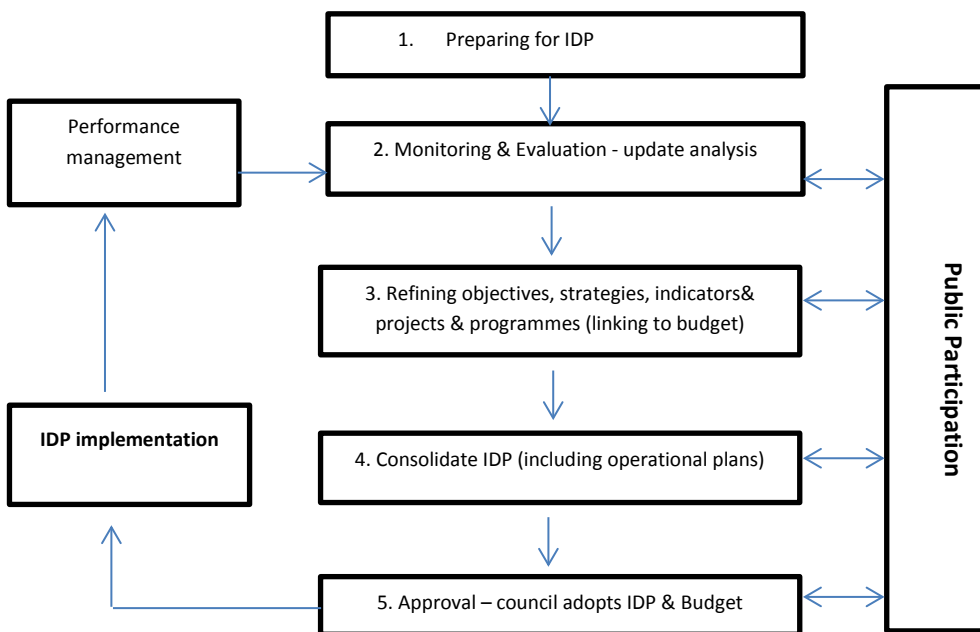


Figure 2.2: IDP Development Plan

2.5. THE IDP PROCESS

The Municipal Systems Act, 2000 (Act 32 of 2000) lays down some processes of integrated development planning, which comprises phases that the municipality undertakes, in order to formulate integrated development plans. These phases discussed below. The Municipal Systems Act, 2000 (Act 32 of 2000) section (29) compels municipal council to identify and consult organs of state, including traditional authorities, on the drafting of the integrated development planning. These phases are areas where they should participate in IDP planning.

The DPLG (2001:29), through its IDP Guide Pack 111, identifies the following stages of drafting IDPs:

Phase 1: Analysis

- Process

This involves analysing the current context of the municipal area and identifying priority issues of the municipality.

- Output

The outputs of this phase are the following;

- Assessment of existing level of development
- Priority issues or problems
- Information on causes of priority issues/problems
- Information on available resources

Phase 2: Strategies

- Process

This is the stage of the IDP where strategies to meet the priority issues identified in Phase 1 are designed. During this stage, the vision, development objectives, development strategies and project identification of the municipality are established. This phase also includes the identification of projects to implement strategies.

- Output

It involves the vision, objectives, strategies and identification projects

Phase 3: Projects

- Process

This phase is about the design and specification of the projects for implementation. The municipality must make sure that the projects identified have a direct linkage to the priority issues and the objectives that were identified in the previous phase. It must also be clear on the target group or intended beneficiaries), the location of the project, when it

will commence and end, who will be responsible for managing it, how much will it cost and where the money will come from. Furthermore, targets and indicators are formulated to measure performance and impact of the project.

The projects must be accompanied by budget figures and “business plans” that explain how they will be done which can be called the Service Delivery and Budget Implementation Plan (SDBIP). Project task teams are key at this stage and proposals from experts and “relevant stakeholders” are expected at this stage of the IDP process.

- **Output**

The outputs of this phase include:

- Performance indicators
- Projects outputs, target, location
- Project related activities and time schedule
- Cost and budget estimates.

In this phase stakeholders and communities affected by a particular project are important. In this phase a detailed project plan must be in place.

Projects represent the implementing unit of the strategic plan. It should be noted that without this component the plan cannot guide implementation.

Phase 4: Integration

- **Process**

Once the projects are identified, the municipality must make sure that they are in line with the municipality’s objectives and strategies, and also with the resources framework, and comply with legal requirements. This involves the consolidation of all “projects proposals” by local and district municipalities (DPLG 2001c: 19). In this phase, the municipality has an opportunity to complement the projects in terms of content, location and timing in order to arrive at a consolidated and integrated programme like Local economic developmental programmes.

- **Outputs**

The output of this phase is an operational strategy, which includes:

- Five (5) -year financial plan
- Five (5) -year capital investment programme
- Integrated spatial development framework
- Integrated sectorial programmes (LED, HIV, poverty alleviation, gender and equity etc.)
- Consolidated monitoring/performance management system
- Institutional plan
- Reference to sector plans

Phase 5: Approval

- Process

Once the IDP has been completed, it has to be submitted to the municipal council for consideration and approval. The Council must look at whether the IDP identifies the issues or problems that affect the area and the extent to which the strategies and projects will contribute to addressing the problems.

During the approval stage of the IDP, the Council takes into account and integrates submissions that have been made concerning the draft IDP. Once the comments are integrated into the draft IDP, the Council endorses the IDP (DPLG 2001c: 6).

- Output

The output of this phase is an approved IDP for the municipality.

2.6. MUNICIPAL BUDGET AND IDP

Section 21 (1) (a) of the Local Government: Municipal Finance Management Act 56 of 2003, states that the mayor of a municipality must co-ordinate the processes for preparing the annual budget and for reviewing the municipality's integrated development plan and budget-related policies to ensure that the tabled budget and any revisions of the IDP and budget-related policies are mutually consistent and credible.

For each financial year, every municipal council must appropriate money within its budget. The municipality's budget consists of two elements namely capital and operational budgets. According to Valeta and Walton (2008;381), an operating budget will consist of an estimate of operating revenue which will accrue to the municipality and of operating expense which will be incurred by the municipality over the financial year to which the budget relates.

A capital budget is an estimate of the capital expenses which will be incurred over the relevant financial year, and the sources of finance from which will these expenses will be funded. The IDP should assist the municipality in identifying whether they have enough resources to implement the projects that have been prioritized. One of the most crucial resources that can make the implementation of the IDP processes to be effectively implemented is financial, human capital and equipment. The allocation of resources to implement the IDP occurs through the budgeting process. The budget must be informed by the strategies contained in the IDP and the IDP must in turn be informed by the availability of resources.

The annual review of the IDP allows the municipality to expand its plans and strategies and it is also runs parallel with the budgeting processes and adopted at the same time. According to Valeta and Walton (2008; 381) the budget is the most important mechanism in giving effect to a municipality's service strategies. The annual budget can be seen as the tool for implementing the IDP and not a measurement of performance against IDP. The indicators and target set in the IDP form basis for the measurement.

From the above, it will be clear that the operating and capital budget must be aligned with the objectives and strategies set in the IDP. The budget is the tool for implementing the strategies in the IDP and can be achieved through the Service Delivery and Budget Implementation Plan (SDBIP). Implementation monitoring is vital to ensure the achievement of the short term targets set in the budget. If indicators are poorly selected, then the effect of the budget will be difficult to measure. In the final analysis the objectives

may not be achieved but the policymakers may be blissfully unaware of this due to the skewed nature of the measurements.

Reddy, Sing and Moodley (2003:72-74) write that the IDP should be incorporated into the budget to efficiently achieve the municipal objectives. Kumar and Moodley (2003:72-74), further state that councillors and officials must be fully aware of the IDP, strategies, action plans and objectives of the council so that they can fulfil their roles in the IDP.

2.7. SERVICE DELIVERY AND BUDGET IMPLEMENTATION PLAN (SDBIP)

“The integrated development plan and the budget are “identical twins” but the first-born twin is the integrated development plan, which seeks to harmonize all processes taking place in a municipal environment” (Vatala, 2005: 225). In this sense everything starts and ends with the integrated development plan, that means no service or priority can be funded if it is not included in the plan. Practical implementation of the integrated development plan finds its support from budget allocation through the financing of various priorities as identified through public engagements.

The Local Government Bulletin, (2007) lays that, municipalities have become acquainted with the three key instruments for strategic management. First, the integrated development plan (IDP) sets out the municipality’s key priorities and objectives for the medium and long term. Second, the IDP is implemented through the municipal budget, which allocates resources to the priorities of the IDP for the financial year and two years thereafter. Third, the municipality monitors its performance on the priorities and objectives of the IDP through its performance management system.

According to de Visser (2005:10) SDBIP should not be seen as an instrument that operates outside of the municipality’s IDP, budget and performance management system. Rather, the SDBIP be seen as an integral part of these three instruments. This is so for two reasons. First, the content of the SDBIP flows from the content of the IDP and the

budget. Second, the SDBIP is a key instrument for managing the performance of the municipality.

The MFMA defines a SDBIP as a detailed plan approved by the mayor of a municipality in terms of section 53(1) for implementing the municipality's delivery of municipal services and its annual budget, and which must include;

- Projections for each month of revenue to be collected by source; and operational and capital expenditure to be incurred, broken down by vote
- Service delivery targets and performance indicators for each quarter; and

Essentially, the SDBIP is thus the annual action plan for the integrated development plan and the budget. The SDBIP should not be seen as a financial instrument that is confined to the Chief Financial Officer's department. It must be an action plan that is drafted with input from all municipal departments and championed by the mayor and the municipal manager. The municipal manager drafts an SDBIP and submits to the mayor within 14 days after the approval of the budget. The SDBIP is approved by the municipality's mayor and this should be done within 28 days after the approval of municipal budget. The SDBIP must be communicated to the public no later than 14 days after approval (Vol 7 No 4, September 2005, page 10).

The mayor can revise the SDBIP during the course of the year. However, any changes to the service delivery target and performance indicators must be approved by the municipal council. The MFMA provides that the SDBIP must be linked to the annual performance agreements concluded with the municipal manager and managers reporting to him/her. The mayor must ensure that the performance objectives approved with the budget, IDP and the service delivery and budget implementation plan.

The link between SDBIPs and performance agreements is important and it improves the municipality's capacity to monitor the implementation of the IDP and to act on any problems in implementation. It also simplifies the difficult task of concluding objective, rational performance agreements that link the performance of top managers directly with the municipality's IDP. Once a credible SDBIP has been adopted, the content of much of the performance agreements with senior management flows logically from it.

SDBIPs also hold great promise for provincial and national departments that monitor municipalities. The monthly income and expenditure projections and quarterly targets and indicators make the SDBIP a practical, 'hands on' document that provides immediate insight into the workings of the municipality. There is no legal obligation on municipalities to submit their SDBIPs to the provincial government. However, they are public document, and provincial treasuries and provincial departments of local government would be well advised to obtain the SDBIPs. They can use the SDBIP of a municipality to ensure that its alignment and support activities are on target (Article on local government bulletin: De Visser, 2007).

Monthly reports must be submitted by the municipal manager to the mayor in terms of section 71 (g) of the MFMA and quarterly reports must be submitted by the mayor to council in terms of section 52(d) of the MFMA, indicating progress with the implementation of the SDBIP.

The SDBIP is one of the mechanisms that council, the mayor and municipal manager can and must use to ensure effective and efficient service delivery, as well as enhanced accountability and performance management. The importance of the SDBIP is to ensure that the budgetary process does not operate in a vacuum. It must be linked to service delivery and developmental objectives.

The IDP and Budget objectives are set out in more detail in the SDBIP that provides an outline of all activities, projects and services to be undertaken over the coming year.

- SDBIP contains “performance targets” with related revenue and expenditure allocations and targets.
- It is the basis for measuring performance and progress towards end-of-year targets approved under the budget and revised IDP
- It enables the Council and the public to monitor the performance of the municipality against monthly and quarterly targets on service delivery as progress is reported

2.8. THE IMPLEMENTATION OF INTEGRATED DEVELOPMENT PLANNING AND IDP

The IDP is not complete until it is fully implemented. The completion of programmes serves as a coherent monitoring tool in terms of key performance areas. It can be argued that the implementation of programmes in the IDP requires resources that are available in the municipality and that the IDP should be linked with the SDBIP and Budget. At municipal level, the primary responsibility for implementing IDP lies with the municipalities (Council, Committees and Administration), as they are the institutional structures with resources (Department of Constitutional Development, 1998: 36, Grande Praire, 2000: 14).

Section 74 and 79 of the Local Government: Municipal Structures Act, 1998 (117 of 1998) requires municipal councils to establish ward committees and other committees to assist the executive committees or mayors with delegated responsibilities. The administration of a municipality under the leadership of a Municipal Manager is responsible for management of a municipality. A defined relationship between these structures on planning and implementation is important. It can be asserted that there is a need for a link between technical, political and community structures. This link enables prompts and guides the technical input of officials to elected representatives.

Each phase in the IDP should bring municipalities closer to an implementable plan and this is not possible if the resource framework, including the budget, is not inherently part of the process in every phase. Critics of the IDP process often complain that the implementation of the IDP documents requires resources that are not available in the municipality and as a result most projects are listed as unfunded. This creates frustrations

among all stakeholders, no performance and ultimate disillusionment regarding the value of the IDP process (DPLG 2006:152).

According to the DPLG 2006: 152 indicates the following are factors that contribute to the scenario mentioned above. It includes:

- No procedure in place to manage planning or budget linkages
- Insufficient attention to the institutional and financial analysis
- Insufficient consultation or involvement of service agencies as well as sharing information with them
- No formulation of a resource framework to guide the strategy phase
- Insufficient attention to create viable resources related objectives, strategies and projects to deal with possible shortfalls
- No consideration of available budget in the formulation of projects
- No comprehensive funding in place to deal with unfunded projects in a system

It should be noted that the integration process is useful for managers responsible for respective areas of work. But it is rather the project proposal that provide the basis for implementation. Each department need to sit back and reflect at the end of an IDP process regarding the readiness of the institution to deliver. As the strategic plan of the organisation departments cannot continue with their daily work without adjusting their activities to the IDP.

The diagram below in Figure 2.3: illustrate the process of reflection, as implementation requires operational and managerial readiness. The managerial readiness is related to the availability of:

- Appropriate organisational system and policies to support project implementation
- individuals with experience and skills to be able to implement
- Technology facilities to document and store data

The operational requirements relate to the matching of the resource requirements of the projects in terms of human and physical resources with the available resource pool. The resources requirements refer both to quantity and quality. E.g. the road maintenance projects might rely on the availability of equipment that the municipality do not own or equipment that is in poor working condition and this will result in the delay of the project.

The figure below gives an indication of the different steps involved in the implementation phase.

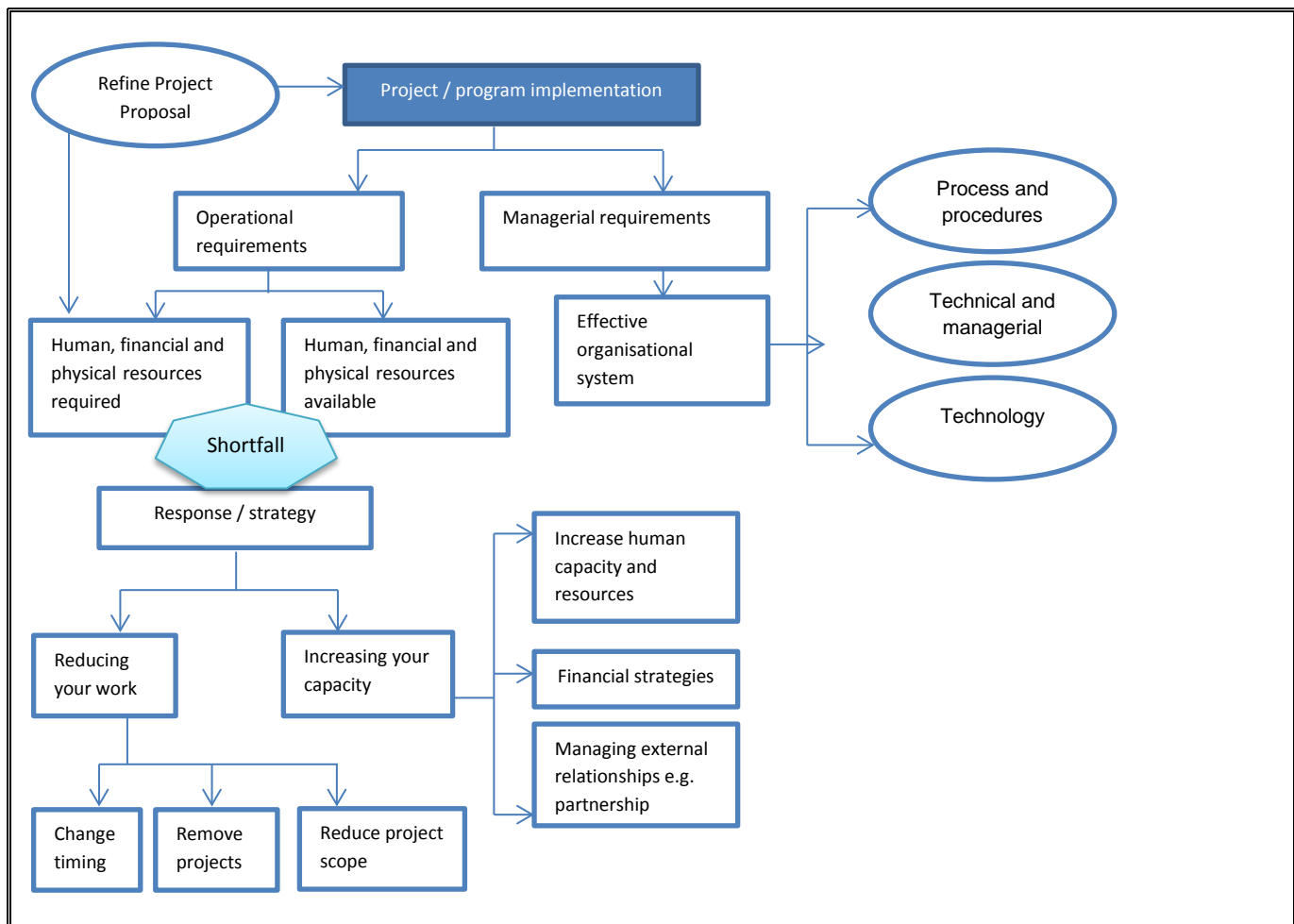


Figure 2.3: Steps in implementation phase.

Of importance, the municipal IDP should reflect the major deliverables for the upcoming five years, which should be supported by a quantifiable budget that can be translated into the service delivery budget implementation plan as an indication of how the IDP and budget will be successfully implemented.

A credible IDP is therefore the one that is guided by community participation throughout its design and review processes, is resourced by a realistic budget and an adequately skilled workforce which can be implemented and monitored (DPLG, n.d.:3).

2.9. CHALLENGES OF THE IDP IMPLEMENTATION

The implementation of integrated development planning is supported by various pieces of legislation in South Africa. These policy documents include the Local Government: Municipal Systems Act, 2000 as amended. The Act requires municipalities to draft and implement IDPs in their areas of jurisdiction. The implementation of IDPs is further supported by the Constitution of the Republic of South Africa of 1996, and the Development Facilitation Act, 1995 that give primacy to the local government sphere as the vehicle for the reconstruction and development of the new society. These acts mandate municipalities to have a developmental focus in their areas of jurisdiction as opposed to sheer provision of services.

In terms of the White Paper on Local Government, 1998 and section 25 (1) of the Local Government: Municipal System Act, 2000 (Act 32 of 2000), the IDP must link, integrate and co-ordinate plans, development proposals, strategies and frameworks for municipalities. These plans must align the financial resources and human capacity of municipalities.

Within the framework of co-operative government, the IDPs should be informed by national and provincial developmental priorities and this emphasises the implementation of IDP as a tool to effect cross-sphere co-ordination and planning (Manthata, 2004:3). The national and provincial government, as well as the private sector participate in the IDP to commit resources towards plans, projects and programmes (Project Co-ordinator for IDP Working Group, 2001: Interview). It can be concluded that the development of IDP at municipal level require integrated government planning.

Madzivhandila & Asha (2012: 370) argues that IDPs have not adequately served their developmental intentions; firstly, the absence of meaningful participation by communities and local stakeholders has undermined the legitimacy of IDPs in a sense that they may not be true reflections of community needs and priorities. Secondly, poor interdepartmental co-operation and lack of horizontal integration has hampered effective local development planning and thereby contributed to crippling service delivery. Thirdly, a serious institutional weakness in terms of inadequate skills and capacity as well as drawbacks in financial management have undermined effective implementation.

An IDP is meant for community-driven and council led municipal strategic plan based on the needs of the residence organised into goals and priorities, and aligned to resources, providing a framework for municipal budget, programmes and projects. The IDP is meant to coordinates the programmes, plans and projects of the national and provincial departments that are to be implemented at local government.

In 2004, Council of Scientific and Industrial Research (CSIR) research revealed that 37% of the municipalities demonstrated the ability to develop and implement IDPs. 35% of municipalities, it found, had the most basic institutional requirements and capacity, but relied on expert support and assistance when it came to developing and implementing IDPs effectively and did not have a complete sense of ownership of the IDP. The remaining 28% lacked the necessary basic institutional capacity for planning, and faced huge challenges in developing an effective IDP. While, overall, there has been some improvement in IDPs since then, these figures still have broad relevance today. It is likely that some municipalities are devising far more effective IDPs than they were in 2004 while others have become worse – the gap between the best and worst has probably become greater.

According to COGTA, IDPs have contributed to better functioning of municipalities. Without IDPs, however poor the quality, municipalities would be less focused and directed, and the links between plans and budgets even more tenuous. In many municipalities basic services have been prioritized through IDPs and municipal funding allocated for projects in the IDP. IDPs have helped to shift spending towards previously neglected areas. It is unlikely that some of this would have happened if it were not for municipalities being forced to draw up IDPs. Clearly though, there is a need to significantly improve IDPs. What are some of the problems that need to be addressed?

The implementation of IDP as an overarching plan is important. The execution plan should encompass prioritised projects, programmes and plans linked to the budgets. The involvement of the community in managing the municipality, the pace of delivery to the poor and sound financial management should be addressed. Municipalities established after the year 2000 democratic local government elections are an amalgamation of capacitated and least capacitated municipalities with shifting degrees of technical and financial capabilities and capacities.

The focus on the success factors to implement IDP is pursued within the objectives of growing capacity of the MLM to facilitate implementation. The Executive Mayor and Municipal Manager as administrative head of municipalities will be fully responsible for the implementation of Integrated Development Planning of municipalities and, in this context, outlines success factors that municipalities should follow in executing projects and programmes.

2.10. IDP HISTORY OF MOLEMOLE MUNICIPALITY

Molemole Local Municipality (MLM) is located in the Capricorn District Municipality (CDM) in the Limpopo Province. MLM head office is located 60 kilometres to the north of Polokwane, with a population of 106,979 people. The Molemole population constitutes 8.6% of the Capricorn District's and only 2% of the Limpopo Province's population.

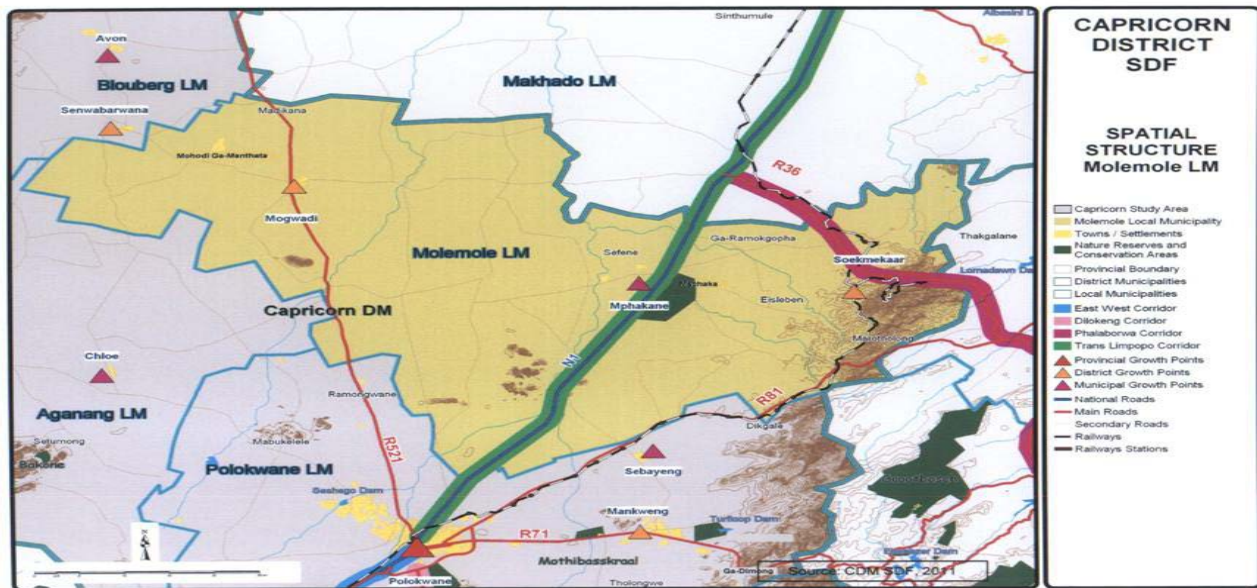


Figure 2.4: Map of Molemole Local Municipality.

Molemole local municipality adhered to the legislative directive to develop a five-year strategic plan (IDP) that is linked to the budget for developmental and growth purposes in the municipal area. The municipality each year they adopt the process plan for the compilation of an IDP their municipality.

The IDP of Molemole local municipality was developed in terms of phases outlined in the IDP process namely: preparation, strategies, projects, integration and approval. The process that the municipality has followed begins by defining the vision of the municipality; then moves on to identifying key developmental objectives and proposing various strategies to address these objectives, after which these strategies are translated into programmes and projects, which are budgeted for and waiting to be implemented and monitored.

The Molemole local municipality has reviewed its IDP annually in line with national planning and budgetary process. According to the 2013/14 IDP of Molemole it states that the review process has assisted the municipality to appraise the developmental situation in its area of jurisdiction. It has also assisted in determining community and stakeholder needs, striving to establish community participation in development, prioritising

developmental objectives, seeking better ways to implement programmes to achieve key objectives and measuring its performance.

The municipality has set its focus on addressing, the needs of, particularly the rural poor. It has identified its key priority areas, objectives, strategies, programmes and projects to respond to the institutional and socio-economic challenges facing the municipality (IDP, 2013/14:8). However, from the face, the municipality seem to have a credible IDP and also one can say that the implementation of the IDP will be managed efficiently and effectively.

Molemole Local Municipality (MLM) has low revenue based due to that it is more dominated by rural villages and core functions such as water and sanitation are performed by the parent municipality which is Capricorn District Municipality. The municipality does not have electricity licences for all villages, it only has electricity licences for two villages and the rest of the villages will be service by Eskom. This can impact service delivery and also the communities should be made aware that some core functions are not performed by their local municipality but by the District municipality. The MLM is more dependent on grants from National Treasury such as Financial Management grant (FMG), Municipal Infrastructure grants (MIG), Municipal system infrastructure grant (MSIG) and EPWP grants.

The 2012/13 and 2013/14 Audited AFS reflects that the municipality has unspent conditional grants and this suggest that the municipality did not implement some of its projects and programmes that were supposed to be implemented during that financial years. IMFO, vol15, no.2 (2014:20) states; that good governance by the municipalities is only possible if the IDP, SDBIP and annual budget are aligned. The alignment should allow the Council and senior management to ensure that their governance processes can be executed in a structured and planned manner and that service delivery can be improved.

2.11. MONITORING AND IN-YEAR REPORTING

According to the revised IDP framework for municipalities outside metros and secondary cities (2012:34) it is widely acknowledged that effective implementation of strategies, programmes and projects is a function of clear linkages among planning, budgeting, monitoring and reporting process. It could be argued that poor implementation of IDPs, as noted in the State of Local Government Report, is also a result of poor linkages among the process in the IDPs. In order to assess the credibility of IDPs, which include establishing whether these processes have been linked, emphasis should be placed on the following:

- Whether a municipality is conscious of its constitutional and policy mandate for developmental local government?
- Whether a municipality is aware of its role and place in the regional, provincial and national context and economy?
- Whether an IDP provides a comprehensive description of the area, in terms of its environmental and spatial characteristics?
- Whether an IDP has clear strategy which is based on local developmental needs?
- Whether an IDP contains key deliverables for the next five years?
- Whether an IDP contains clear and measureable budgets with implementations plans aligned with the SDBIP?
- Whether there is a monitory system (Organisational PMS)?
- Whether there has been a determination of the municipality?

An IDP that reflects all elements the question above would provide a greater possibility for an effective implementation of strategies programmes and projects.

According to Section 25 of the MSA, the IDP is a plan that contains strategies, plans projects and activities that a municipality intends to implement and undertake within a 5-year period. A five-year IDP is reviewed every year for improvement and adjustment. The projects and activities whose objectives and priorities a municipality plans to implement must be funded by a municipal budget. It is critical therefore that strategies, objectives, programmes, projects, activities and performance indicators in the IDP inform the development of a service delivery and budget implementation plan.

The Municipal Finance Management Act (MFMA) (56 of 2003) obligates all municipalities to formulate service delivery and budget implementation plan annually. The SDBIP should be viewed as performance contract between municipal council as well as the community, municipal council and administration. The SDBIP provides a summary of all activities and targets that a municipality plans to deliver in the coming year. It therefore lays a basis for tracking performance against annual targets in service delivery and budget implementation. It also lays a basis for formulation of performance contracts of municipal managers and their direct subordinates- this provides a linkage between organisational and individual performance.

2.11.1. Section 72 of the MFMA – Mid-year Budget and Performance Assessment (In-Year *Monitoring and Reporting*)

The MFMA Sec 72 (2003:66) requires an accounting officer of a municipality to, by 25 January of each year, assess the performance of the municipality and prepare a report covering the first half of the financial year taking into account amongst others:

- The monthly statement which referred to section 71 for the first half of the financial year;
- The municipality service delivery performance during the first half of the financial year, and the service delivery targets and performance indicators set in the service delivery and budget implementation plan; and
- The past years' annual report, and progress on resolving problems identified in the annual report.

Such report must be submitted to the Mayor of the municipality, National Treasury and relevant Provincial Treasury. This report gives the Accounting Officer an opportunity to make recommendations as to whether an adjustment budget is necessary and also make recommendations to revise the projections for revenue and expenditure.

2.11.2. Section 46 MSA and MFMA 121 (Annual Reporting)

Section 46 of the MSA requires a municipality to prepare, for each financial year, a performance report reflecting the performance of the municipality and each external service provider during that financial year. The municipalities, according to this Act, must submit this report to the MEC responsible for local government. Section 121(2) of the MFMA requires all municipality and municipal entities to, for each financial year prepare annual reports and submit them within nine months after the end of a financial year.

The purpose of the annual report is:

- To provide a record of the activities of the municipality during the financial year to which the report relates;
- To provide a report on performance against the budget of the municipality for that financial year; and
- To promote accountability to the local community for the decisions made throughout the year by the municipality.

In order to ensure that implementation of all strategies, programmes and projects is accounted for monthly, quarterly, bi-annually, reporting templates must contain the same indicators that are in the IDP and the SDBIP. The Annual Report (for the year ended 30 June 2012) covers the municipal report on the implementation of the IDP. Achievements and challenges are discussed. Where challenges are indicated, the report suggests remedial actions. The Annual Report is annexed herewith.

2.12 SUMMARY

The chapter presented the background and the development of the IDP in local government. The municipality's accountability cycle, the challenges that faces the municipality and the country at large has been outlined. The next chapter will deal with the research methodology.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1. INTRODUCTION

This chapter will outline the research methodology that was used in completing this study. The chapter covers the nature of the research, research methodology, sampling, data collection and research instruments, data analysis, reliability and validity and ethical considerations. The study used qualitative methods to determine factors that facilitate and/or hinder the IDP implementation at Molemole Local Municipality. In research design we describe what we are going to do with the participants, with a view to reaching conclusions about the research problem.

3.2. RESEARCH DESIGN

According to Kumar (2014: 122) research design is the road map that you decide to follow during your research journey to find answers to your research question as validly, objectively, accurately and economically as possible. He further explained two functions of the research design. The first relates to the identification and/ or development of procedures and logistical arrangement required to undertake a study, and the second function emphasises the importance of quality in these procedures to ensure their validity, objectivity and accuracy.

According to Zikmund (2003:54), the nature of the problem will determine whether the research is exploratory, descriptive or casual. He further states that the purpose of exploratory study is to diagnose a problem, screen alternatives and discover new ideas. Descriptive research describes characteristics of a population or phenomenon and causal research identifies cause and effect relationship among variables.

This study was descriptive in nature as it focussed on the following:

- To assess factors that facilitates successful implementation of the prioritised programmes or projects in the Integrated Development Plan of the Molemole Local Municipality.
- To evaluate factors that hinder successful implementation of the prioritised programmes or projects in the Integrated Development Plan of the Molemole Local Municipality.

Research is generally structured and executed in different ways, depending on the specific research design used. Therefore, we can distinguish between two types of research design namely; Qualitative and quantitative. This research was qualitative in nature.

Leedy and Ormrod (2010:94) describe qualitative research as an approach that involves looking at characteristics or qualities that cannot easily be reduced to numerical values. They further indicated that the qualitative research aims to examine the many nuances and complexities of a particular phenomenon. Welman, Kruger and Mitchell (2005:188) describe qualitative research as an approach rather than a particular design or set of techniques. They further mentioned that the qualitative field studies can be used successfully in the description of groups, small communities and organizations. Qualitative researchers aim to gather an in-depth understanding of human behaviour and the reasons that govern such behaviour. The qualitative method investigates the why and how of decision making, not just what, where, when. Hence, smaller but focused samples are more often used than large samples.

3.3 TARGET POPULATION

Welman, Kruger and Mitchell (2005:52) describe population as encompasses the total collection of all units of analysis about which the researcher wishes to make specific conclusion. The Authors further, state that the population is the study objects and consist of individuals, groups, organizations, human products and events or conditions to which they are exposed.

The target population included involved all officials and councillors who are directly involved in the day to day running operations during the process of the IDP formulation to the implementation stage. More specifically, the targeted population for this study were the following:

- Municipal Officials: the total of (12) municipal officials, (6) Senior Managers and (6) Middle Managers,
- Ward Councillors: A total of (14) ward councillors
- A total of (10) community representatives

Therefore, the total target population is (36) participants.

3.4. SAMPLING

Cooper and Schindler (2014:84) explain that a sample examines a portion of the target population, and the portion must be carefully selected to present that population. According to Kumar (2010:229), sampling is the process of selecting a few respondents (a sample) from a bigger group (the sampling population) as the basis for estimating or predicting the prevalence of an unknown piece of information, situation or outcome regarding the bigger group. The author further defines a sample as a subgroup of the population that you are interested in.

The overall target group was (36) people comprising of (12) municipal officials, (14) ward councillors and (10) community representatives.

- Municipal officials: all (12) municipal officials were included in the study
- Ward councillors: (9) out of (14) ward councillors were interviewed and the other (5) could not make it for the interview due to other commitments.
- Community representatives: (8) out of (10) community representative participated in the study.

Therefore; the total sample for the study was 29.

3.5. AREA OF STUDY

The study covered only Molemole Local Municipality (MLM) which is part of the Capricorn District Municipality (CDM) in the Limpopo Province. The other local municipalities under CDM are Blouberg, Aganang, Lepelle-Nkumpi and Polokwane. The head office of MLM is located 60 kilometres to the North Western part of Polokwane, with a population of 106,979 people (Molemole IDP: 2013/14). The predominant population are black Africans (98.1%) with whites, Indians and coloureds making up only 1.9% of the population. MLM has a population density of 31.9 persons per square kilometre, which is lower than the district, provincial and national averages which are 75.1, 43.2 and 40.9 persons per square kilometres respectively. This means that the municipality is sparsely populated relative to the district, province and South Africa. Molemole Local Municipality covers an area of 3347km².

MLM is predominantly rural in nature with an estimated 37 registered villages which are clustered in two groups in the western and eastern parts of the municipality. In terms of political administration, the municipality comprises of 14 Wards (Spatial Development Framework: 2012). The largest concentration of settlements occurs along the N1 road from Polokwane to Makhado comprising Mphakane, Ramatjowe, Mokomene and Sefene. These settlements have primarily developed along the major road (N1) serving the municipality (Molemole IDP, 2014:28)

Being predominantly black having a low population density and being dispersed with rural villages has a bearing on the implementation of the IDP programmes and projects. This might also mean that the income of the population is very low and the municipality will have challenges in terms of collecting revenue for services rendered. In addition, the municipality will have backlog in rendering basic services to the communities as it will be more dependent on the grants provided by the National Treasury. For the municipality to render services will require more resources and infrastructure to cover distances in terms of speeding up delivery of services.

3.6. DATA COLLECTION METHOD

Data collection was done in two phases: the first phase was the use of primary data and the second phase was the secondary data.

1) Primary data

Zikmund, Babin, Carr & Griffin (2010) states the primary data as data gathered and assembled specifically for the project at hand. The study will target all officials who are directly involved in the planning, development and implementation of IDP in Molemole Local Municipality.

In this study the primary data was collected through interviews using the semi-structured guide (see Annexure C). The questionnaire consists of three sections. The first section was about the demographic information of the respondent; second section included questions that seek information on factors that facilitates IDP implementation and those that hinders the implementation. The third section was about requesting the respondents to suggest ways in which the IDP programmes or projects can be implemented in such a way that they address the factors that hinder such a process. Interviews were then conducted with the respondents. The interviews were recorded on tape and field notes were also taken.

2) Secondary data

According to Zikmund, Babin, Carr & Griffin (2010:161) secondary data is data gathered and recorded by someone else prior to (and for purposes other than) the current project. The authors further mentioned that secondary data usually are historical and already assembled. They require no access to respondents or subjects. The researcher also analysed documented sources of information related to the IDP implementation of MLM. The documented sources included the following:

- **2012/13 IDP of Molemole Local Municipality** – the IDP has been used to check all projects and programmes that have been prioritised during the 2012/13 financial year.
- **2012/13 Budget of Molemole Local Municipality** – the budget book for 2012/13 has been used to check whether the prioritised projects and programmes are

aligned to the budget. Prioritised projects and programmes have to be funded and be correctly appropriated in the budget of the municipality.

- **2012/13 Annual report for Molemole Local Municipality** – the Annual Report content has assisted municipal councillors, municipalities, municipal entities, residents, oversight institutions and other users of Annual Reports with information and progress made on service delivery. It must align with the Integrated Development Plan (IDP), Budget, Service Delivery and Budget Implementation Plan (SDBIP), and In-year Reports (circular 63 of the MFMA, 2002:1).

3.7. DATA ANALYSIS

Data analysis is a process that involves reducing accumulated data to a manageable size, developing summaries, looking for patterns, and applying statistical techniques (Cooper & Schindler, 2014:86). Davies (2007:191) emphasized key factors in qualitative data analysis:

- The aim of qualitative research is to explore individual or situational perspectives and gain an in-depth understanding of personal feelings and experience;
- Remind yourself of research questions and keep coming back to it or them;
- If you are analysing the transcription from one interview before you have completed your interview with other people, you should make a note of any issues that emerge during analysis that you would wish to explore further in succeeding interviews;
- It is pure a matter of personal choice whether you work on screen, with a handwritten manuscript, or by making on a hard-copy transcription sheet;
- The main task that faces you – that emerging with an accurate account of what interviewees have shared with you – can be best tackled by creating a two-column table on your screen in respect of each interview;
- A high quality interview should go beyond the asking of semi-structured questions, and should seek to engage the interviewee in free-flowing conversation.

An unstructured questionnaire as well as probing questions based on the answers provided by the interviewees was used in this study to guide the interviews.

3.8 RESEARCH INSTRUMENTS

The information was collected by means of a research guide, which was divided into 3 main sections. Section A focuses on the demographic information such as gender, age, work experience and level of education. Section B questions focused on the knowledge of the IDP, factors affecting IDP, systems used to monitor to implement the IDP and the capacity the municipality has to effectively implement the IDP. Section C questions any suggestions on the improvements to the processes.

3.8. ETHICAL CONSIDERATIONS

When conducting research, one must consider ethics, in order that they work within the law, to professional guidelines and act morally (The ethical guide: 11/12/2014). Adapting an ethical approach will contribute to a sound starting point, a suitable and valid method, good and useful results and solid conclusions. Ethical behaviour helps protect individuals, communities and environments, and offers the potential to increase the sum of good in the world. As social scientists 'trying to make the world a better place' we should avoid (or at least minimise) doing long-term, systematic harm to those individuals, communities and environments.' (Israel and Hay, 2006). The authors further mentioned three principles of ethics namely informed consent, confidentiality and avoiding harm which are explained in details below. The following ethical considerations were adhered to:

- **Permission to conduct the study:** A letter directed to the Municipal Manager was written requesting permission to conduct this study at Molemole Local Municipality. Permission was granted (see Annexure A).
- **Informed consent:** The respondents in this study were informed about the objectives and purpose of the study before they could willingly participate in the study. They were also informed that their participation is voluntary, they can withdraw their participation at any time and will not be remunerated for their participation.
- **Confidentiality:** The respondents in this study were assured of their confidentiality during completion of the study guide and that their names will not be mentioned anywhere in the study. The names of the respondent and all the identifying particulars were not requested or recorded for the purpose of anonymity.
- **No harm:** The intention of this study was not to harm anyone who participated or involved in this study. No individual was harmed by serving as the respondent.

- **Results of the study:** The results of the study will be made available and accessible to all interested stakeholders.

3.9 LIMITATIONS OF THE STUDY

The study is conducted in one municipality which is Molemole Local Municipality and thus will make it difficult for the findings to be generalized.

3.10. SUMMARY

The chapter outlines the research methodology that was followed in this study which was determined by the research objectives and research questions. The target population, sample, area of study and method of data collection were also outlined. The study is qualitative in nature and semi- structured questionnaire was used. The next chapter will provide an analysis of data collected during the interview.

CHAPTER FOUR

FINDINGS OF THE STUDY

4.1 INTRODUCTION

Chapter three discussed the research methodology and design which was followed in this study. The primary focus of this chapter is to present the research findings following the information collected from the participants and linked to the objectives of the study. The analysis is based on the research data collected from respondents and from documentary analysis.

This chapter will first present demographic information of the participants, followed by the participants' understanding of the IDP and the implementation thereof as well as their suggestions on how implementation can be improved in future. Then the results from document analysis will be outlined

4.2 DEMOGRAPHIC INFORMATION

The study targeted to interview 36 participants and only 29 participants were available. Seven (7) of the participants were not available due to personal and work-related commitments. The study focused on the 29 participants who were actively willing to be part of the interview. The data was collected from the 29 participants, which consist of 12 Municipal Officials, nine (9) councillors and eight (8) community representatives from various ward committees in the Molemole Local Municipality.

The demographic information of the participants will now be presented according to their gender, age, level of education and the number of years they have been in the employ of the municipality.

4.2.1 Gender of Participants

Table 4.1 underneath presents the results according to gender of the participants

Table 4.1: Gender of Participants

GENDER	FREQUENCY	Percentage (%)
Male	17	59%
Female	12	41%
Total	29	100%

A total of 29 participants were interviewed for the purpose of this study. Fifty-nine per cent (59%) i.e. of the participants were females and 41% (12) were males (see Table 4.1). This findings reflect that the majority of the participants were males.

4.2.2 Age of Participants

The age of participants is presented in table 4.2 underneath.

Table 4.2: Age of Participants.

AGE	FREQUENCY	Percentage (%)
25-34	10	34%
35-44	10	34%
44-54	9	31%
55 and over	0	0
Total	29	100%

A total of 29 participants were interviewed for the purpose of the study. The age analysis reflects that 34% (ten) participants are between the ages of 25-34, 34% (ten) participants fall between the age of 35-44 and 31% of participant's ages range between the ages 44-54 (see Table 4. 2). The above table reflects that there were no participants above 65 years of age. The age ranges from 25 to 54 years.

4.2.3 Level of Education

Table 4.3 below presents the level of education of the participants.

Table 4.3: Level of Education.

EDUCATION	FREQUENCY	%
Matric	6	21%
Diploma	7	24%
Degree	14	48%
Postgraduate	2	7%
Total	29	100%

Table 4.3 indicates the level of education possessed by the participants. All 29 participants were interviewed for the purpose of the study. The above table reflects that only 21% of the participants had matric and 79% of participants had diploma or higher qualifications. Seven (7 %) of the participants had postgraduate degrees.

4.2.4. Years of Work Experience

The number of years the participants had been employed by the municipality are presented underneath in table 4.4.

Table 4.4: Years of work experience.

EXPERIENCE	FREQUENCY	%
0-5 years	23	79%
6-10 years	5	17%
11-15 years	1	3%
Total	29	100%

In Table 4. 4, 79% (23) of the participants are in the range of between 0 – 5 years of working experience. The 79% refers to senior managers and councillors in MLM. The finding is as a result that senior managers and councillors have been contracted for a term of five (5) years.

4.3 KNOWLEDGE AND OPINIONS ON THE IMPLEMENTATION OF MLM IDP

Seven (7) questions were asked in this section for the purpose of the study (see Appendix B). All 29 participants willingly participated in answering all the questions that were asked.

4.3.1 Understanding of the IDP

The first objective of the study was to find out if participants understand IDP and what it entails. The participants were asked whether they understand what IDP is all about. About 93% of the participants were of the view that they understand and have knowledge of the concept IDP and also the process thereof. The majority of the participants who showed that they have knowledge and understanding of the IDP was mainly the municipal officials and councillors. The remaining seven (7 %) of the participants were the community, who reported that they do not have full knowledge of the concept of IDP. Some of the matters that were mentioned by some of the seven (7 %) were the following:

- Documents are not accessible and that is the reason they do not have full knowledge of what the IDP is and what it stands for;
- No workshop or training relating to IDP has been provided by the officials responsible; and
- Some said that they do not know how to explain it but that *“it is when they meet as a community to voice their needs”*.

Amongst the 93% of the participants, some highlighted the following about their understanding of IDP:

- IDP *“is the five (5) year plan within local government required to determine the needs of the municipality”*;

- *“It is the five (5) year strategic plan of the municipality for the purpose of developmental needs”;*
- *“It is an approach to planning that involves the municipality and its citizens in finding the best solutions to achieve good long-term development”*
- *“It should be developmental in nature“*

4.3.2 Opinion on the Effectiveness of Public Participation and the Involvement of the Stakeholders

The study also wanted to explore the opinions of the participants on whether public participation in IDP implementation is effective or not. A total of 29 participants were asked question which sought to get their opinion or feelings on the effectiveness of the public participation in IDP development and also the involvement of the stakeholders.

According to Section 29 (b) subsection (i) to (iii) of the Local Government Municipal Systems Act, Act 32 of 2000, states that local communities should be consulted on their developmental needs and priorities; they should participate in the drafting of the IDP and that organs of state including traditional authorities and other role players should be identified and consulted on the drafting of the IDP.

A total of 16 out of 29, which is (90%) of the participants, indicated that public consultations do take place and that they are effective. They also reported that the notices of the meetings are advertised in advance on different communication channels. In addition, stakeholders are reported to be part of the meetings during the public participation. The majority of the participants who responded positively to the question was mainly the municipal officials and some of the councillors.

Seven (7) of the participants, who are mainly ward councillors expressed, their views that even though public participation meetings are organised by the municipality, the attendance of the meetings were poor due to the fact that the meetings are conducted during working hours.

The community members disagreed that the process of coordinating public participation meetings were effective. Six (6) out of 29 of the participants indicated that meetings were poorly communicated and that there is lack of commitment and involvement by councillors. So there seems to be conflicting opinions about the effectiveness of the IDP planning meetings with community representatives disagreeing with the municipal councillors and officials.

4.3.3. Alignment of the IDP with the Municipal Budget and SDBIP

A total of 29 participants were asked this question, i.e. whether they think that the IDP is aligned properly to the municipal budget and SDBIP, for the purpose of the study and they all responded. Most of the participants responded positively to the question, i.e. 26 out of 29 of the participants were of the opinion that the IDP is aligned with the SDBIP and municipal budget. However, these participants also mentioned that there are some of the areas that still need improvement such as regular monitoring. The majority of these participants were municipal officials and councillors. However, some of the community felt that the three documents were not aligned. These three (3) participants who were not convinced that the three documents were aligned further mentioned that the IDP did not respond to the targets set out in the SDBIP. The three (3) participants were community members around MLM. This shows yet another difference of opinion with regard to the implementation and alignment of the IDP with other important municipal imperatives.

Both the community representatives and the municipal officials and councillors raised similar concerns about the alignment of the three documents. The concerns were amongst others:

- *“If the three documents are aligned, why do the municipality have unspent funds at the end of the financial year and request an application from National Treasury to roll over projects to the next financial year?”*
- *“Why do the municipality move funds from one vote to another as these may affect the implementation of the projects?”*

4.3.4. Factors that Hinder the Achievement of Prioritised Projects

Another objective of this study was to investigate factors that might hinder achievement of projects that the municipality has identified. A total of 29 participants were again asked to mention their opinions on factors that hinder the successful implementation of the IDP prioritised projects or programmes. They indicated the following factors that seem to be major challenges at MLM:

- Insufficient understanding of the IDP processes both by councillors and municipal officials;
- Non alignment of IDP, SDBIP and municipal budget;
- Low collection of revenue due to customers' resistance and culture of non-payment;
- Instability of human and financial resources;
- Poor leadership;
- Poor stakeholder engagement;
- Corruption in tendering by accepting bribes
- Conflict of interest from officials
- Political interference
- Poor coordination between departments within the municipality
- Delays in the SCM processes
- Unrealistic IDP objectives/priorities and target set in the SDBIP
- Community unrest/protests on service delivery
- Lack of participation during public participation
- Implementation of projects that were not identified in the IDP
- Lack of commitment by officials and councillors

4.3.5. Municipal Capacity or Resources to Implement Prioritised Projects

For the IDP to be effectively and successfully implemented, it requires skills and resources. This study also wanted to find out whether MLM has enough skills and resources to achieve the desired goals, i.e. whether they have adequate skills to implement all prioritised projects as planned in the IDP. The point was to get the opinion of the participants on whether the issue of not implementing effectively is mainly because of shortage of key staff, equipment, infrastructure or even financial resources.

A total of 29 participants were interviewed and majority of the participants responded positively to the question of skills and resources. Out of the 29, 21 of the participants pointed out that the municipality have officials who are competent and capable. However, they raised certain concerns that include:

- Expectations were not clearly defined regarding the role of employees during the IDP process. Not all officials understand what is expected of them;
- Lack of communication between the departmental members, which causes poor coordination of essential activities;
- Lack of oversight role by councillor structures to monitor the implementation of the IDP, Budget and SDBIP;
- Poor monitoring of implementation process as well as of completed projects.
- Limitation on the budget;
- Administrative leadership instability due to regular change in acting senior personnel which compromise the accountability.

It should be noted that the 21 participants who were in agreement that MLM has capacity and resources to implement the prioritised projects were municipal officials and councillors.

All eight (8) participants who are community representatives disagreed that the municipality has capacity and resources to implement prioritised projects. They were of the opinion that the municipality does not have competent officials and sufficient resources. They mentioned that some of the delays in completing the targeted projects in MLM were due to:

- Machinery breakdown
- Shortage of staff
- Lack of skilled employees
- Lack of leadership

The study also intended to show whether the skills are available or not by getting relevant information from the municipality. The information needed was on number of officials required versus number of actual officials available in terms of positions, qualifications and number of years' experience. The municipality considered the information as highly confidential and sensitive and as a result could not give access to it. So there is no comparison of what is actually available versus what is required.

4.3.6 Participants' Suggestions for Improvement of the Implementation of the IDP

A total of 29 Participants were requested to indicate areas for improvement to the process followed during the implementation of the IDP. The participants highlighted the following areas that MLM can follow for successful implementation:

- The municipality should ensure that alignment between the IDP, SDBIP and budget is performed effectively;
- Planning and implementation should be done in one year to avoid roll over and delays in the SCM processes;
- There should be regular communication between the municipality and community to give feedback where it is due;
- Review and monitoring of the SDBIP and budget for the prioritised project should be done regularly
- There should be effective functioning of the IDP steering committee
- Roles and responsibilities should be properly defined and communicated to all employees who are directly involved with issues relating to the IDP
- Ensure that targets set in the SDBIP are SMART.

4.4. RESULTS FROM DOCUMENT ANALYSIS

The 2012/13 MLM Annual Report was analysed to find out the progress made by MLM with regard to the implementation of the IDP prioritised projects. The annual report content assists municipal council, oversight institutions, residents/community and other users with information and progress made on service delivery. It must be aligned with the IDP, Budget, SDBIP and in year reports (Circular 63 of the Municipal Finance Management Act (MFMA), 2012:1). The 2012/13 MLM Annual Report was used for the purpose of the study.

According to Circular 63 of the MFMA (2012:2), the purpose of the annual report is:

- To provide a record of the activities of the municipality during the financial year which the report relates;
- To provide a report on performance in service delivery and budget implementation for the financial year;
- To promote accountability to the local community for the decisions made throughout the year by the municipality;
- To reduce the additional reporting requirements that will otherwise arise from Government Departments, monitoring agencies and financial institutions; and
- To support the internal and external audit process.

The results of the analysis in the Molemole Local Municipality Annual Report (2012/2013), indicates that there are projects and programmes which were not implemented due to different reasons. Table 4.5 underneath illustrates projects that were not achieved and also highlights the reasons that were offered for non-achievement.

Table 4.5: Projects not achieved and reasons for non-achievement.

	Project Description	Challenges
1	Establishment of Mogwadi park	Shortage of staff
2	Mogwadi Beautification Plan	Delays in advertising of the tender bid
3	Eisleben cross taxi rank	Shortage of staff
4	Construction of passengers shelter	Delays in advertising of the tender bid
5	Fencing of Morebeng dumping site	Delays in advertising of the tender bid
6	Mobile office at Sekgosese Driving License Testing Centre	Delays in advertising of the tender bid
7	Refurbishment of Morebeng	Breakdown on maintenance of machineries and fleet
8	Construction of the new grader	Delays in advertising of the tender bid

There are projects and programmes indicated in the 2012/13 MLM Annual Report that were achieved successfully. The following are projects and programmes which were achieved during the 2012/13 financial year:

- Re-establishment of the AIDS Council meetings.
- Two stakeholder meetings with Magoshi.
- Two meetings with Molemole Youth Committee.
- Drafted service level agreement for the capacity building for five (5) unemployed agriculture graduates.
- Drafted the concept document for the project of hosting the Agricultural Indaba.
- Consultative process with stakeholders for the Establishment of a pack house is in progress.
- Developed Specifications for Rehabilitation and commercialization of Mogwadi poultry farm.
- Reviewing the Memorandum of Understanding for capacitating 30 SMME's is ongoing.
- Drafted terms of reference for implementation of Career skills expo in Molemole Municipality.
- 100% Geographic Information System data updated.
- Submission of Annual Financial Statement on time besides impossible time frame of receipt of final 2012/13 audited report.

Looking at the above achievements as reported in the municipality's annual report, they are more administrative matters than what the community members who do not sit in some of the mentioned forums, - and are therefore not privy to such agreements, commitment and achievements, - will not see as successes. However, it looks promising that the above will be very helpful in achievement of more projects in the coming year.

4.5. SUMMARY

This chapter outlined the findings from the data collected using different methods which have been discussed and analysed. Data used were collected using methods which includes interviews and documentary analysis. Findings were obtained by making use of the answers and information from the annual report. The summary of results, conclusion

and recommendations of the research study will be outlined in the next chapter which is chapter five (5).

Conclusion and recommendations of the research study will be outlined in the next chapter which is chapter five (5).

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter presents the summary of results, conclusions and recommendations based on the results of the study. The objectives for this study are the following:

- To assess factors that facilitate successful implementation of the prioritised programmes or projects in the Integrated Development Plan of the Molemole Local
- To evaluate factors that hinder successful implementation of the prioritised programmes or project in the Integrated Development Plan of the Molemole Local Municipality.

The conclusions and recommendations are based on the findings outlined in chapter four and as well as findings of the literature review, which is chapter two of this study.

5.2 SUMMARY AND DISCUSSION OF RESULTS

This section presents the summary of the results. The study will start by outlining the findings which each finding will be followed by a conclusion.

5.2.1 Understanding of the IDP

A total of 29 participants were asked a question to get their level of understanding relating to the IDP and 93% of the participants have full knowledge and share common understanding of the IDP. Seven (7) % of the participants did not have an understanding of IDP. This points out to the possibility that only municipal employees and councillors have knowledge and understanding of the IDP while community representatives are not knowledgeable about IDP.

5.2.2 Opinion on the Effectiveness of Public Participation and the Involvement of the Stakeholders

The majority of the participants were of the view that the public participation processes were done effectively. However, some of the participants were not happy about it they described a poor coordination of the IDP planning meetings and poor attendance by stakeholders. Again those who thought the planning sessions were not effective were the community representatives. It should be noted that the community members are relevant and important stakeholders during the public participation process. Community meetings are a dominant mechanism used to engage the community in the IDP process.

5.2.3. Alignment of the IDP with Municipal Budget and SDBIP

Ninety percent of the participants are of the view that the IDP is aligned with the SDBIP and the budget and only 10% do not agree that the three documents are aligned. It might be that the community does not understand or know how to read the three documents.

5.2.4. Hindering Factors of the Prioritised Projects

All 29 participants expressed their views with regard to the factors that hinder the successful implementation of the prioritised projects and programmes. The participants mentioned the following challenges that they pointed out should be addressed during the implementation of the IDP prioritised projects or programmes:

- Delays in the SCM processes
- Unavailability of human and financial resources
- Political interference
- Lack of leadership in terms of regular monitoring

The findings also reveal that the Molemole Local Municipality did not achieve its objectives as planned in the IDP, budget and SDBIP.

5.2.5. Factors That Facilitate Achievement of Objectives

Based on the data extracted from the document analysis, it indicates that all projects that were achieved were not in terms of service delivery but merely internal administration matters. These were projects for administration purposes not to benefit the community.

The findings reveal that the municipal employees do not communicate internal issues to the community in terms of performance. The community is more concerned with issues concerning service delivery, that are perhaps more tangible, such as basic services for developmental purposes than memoranda of agreement.

5.2.5. Municipal Capacity or Resources to Implement Prioritised Projects

A total of 29 participants were interviewed and the majority of the participants are in agreement that the municipality have employees who are qualified, competent and capable. It may be concluded that the employees are of the view that there is adequate capacity and resources to implement prioritised projects. However, the community representatives are of the view that the employees of the municipality are not skilled enough, and do not have the requisite resources to render services effectively.

5.2.6 Participants Suggestions for Improvement of the Implementation of the IDP

Participants raised the following issues as matters that should be attended to:

- Delays in SCM processes causes poor implementation
- Projects could not be implemented due to insufficient capacity
- Breakdown on machineries and fleet
- Poor coordination between departments

5.3 CONCLUSIONS

From the study data, the following can be concluded about factors that hinder the success of the IDP implementation of prioritised projects.

- Delays in the SCM processes could be due to unidentified gaps in the SCM process. Such gaps include
- Monitoring tools such as SDBIP and budget are not regularly reviewed and monitored

From the data collected in this study it can also be concluded that MLM did not communicate feedback on reports to the community, or if they did, the community was not satisfied. In addition, if they did communicate, they may have either used the communication medium or language that community representatives did not access or understand.

5.4 RECOMMENDATIONS

Based on data collected and the above conclusions it is recommended that:

- 1) MLM should conduct awareness campaign to both employees and communities around the municipal area on IDP planning and implementation and also on the alignment of the IDP with the budget and SDBIP.
- 2) The IDP document should be transparent to the members of the community and should be placed on the municipal website and any place that will be convenient for it to be easy accessible. The members of the community, especially as this is a highly rural area, may not be having access to the internet, so other means of publicising the IDP should be looked into other than just the website.
- 3) An IDP is meant for community-driven and council-led municipal strategic plan based on the needs of the residents organised into goals and priorities, and aligned to resources, providing a framework for municipal budget, programmes and projects. MLM should establish the IDP Representative Forum to encourage the participation of communities and other stakeholders. The purpose of the forum will be to:
 - Provide an opportunity for stakeholders to represent the interests of their constituencies.

- Provide a structure for discussion, negotiations and joint decision making
- Ensure proper communication between all stakeholders and the municipality
- Monitor the planning and implementation process

4) On the other hand, the Council should also approve a strategy for public participation.

The strategy must decide, amongst other things, on:

- The roles of the different stakeholders during the participation process. These roles must be clearly defined and clearly communicated
- Ways to encourage the participation of unorganised groups should be looked into
- Method to ensure participation during the different phases of planning should be improved, for instance not all consultation meetings should be held during office hours when community members are at work;
- Timeframes for public and stakeholder response, inputs and comments should be clear and should be clearly communicated
- Ways to disseminate information to all relevant stakeholders should be improved
- Means to collect information on community needs should also be improved

5) For inclusiveness the forum may include:

- Members of the executive committee of the council,
- Councillors including district councillors,
- Traditional leaders,
- Ward committee representative,
- Heads of departments and senior employees from municipal and government departments,
- Representatives from organised stakeholder groups,
- People who fight for the rights of unorganised groups – e.g. A gender activist, Resource people or advisors and Community representatives (e.g. RDP Forum).

6) MLM should have a functional performance management system in place that will be linked to the IDP and performance agreements for MM and senior management. That will also include performance agreement which also goes with SDBIP. The IDP and performance management are powerful tools which can assist the municipalities to develop an integrated perspective on development on their area.

- 7) MLM should provide feedback on the implementation of the prioritised projects to the community. MLM can give feedback on the monthly report such section 71 and also reports that are submitted to the mayors such as section 52 of the MFMA.
- 8) MLM should enforce regular review and monitoring on the budget, SDBIP and in yearly reports. This can be done on a monthly basis.
- 9) The municipality should adopt the principle of forward planning to avoid delays due to SCM processes. Planning should be done six months before the implementation of the projects as planned in the SDBIP.
- 10) The factors of insufficient capacity, as perceived by the community members, should be attended to through either recruitment of qualified personnel or training of those employees who can then be able to perform better.
- 11) The municipality should develop a communication strategy in relation to public participation during the process of IDP.

5.5 SUMMARY

This study intended to find out factors that affect the implementation of the Integrated Development Plan (IDP) in Molemole Local Municipality in Limpopo, South Africa. Interviews and document analysis were conducted and they reveal that the municipal employees and councillors are more positive about processes, procedures and outcomes of implementation of the IDP in their municipality while the community representatives are mostly unhappy about consultation, feedback and they also do not fully understand what IDP is about. The study makes recommendations in this final chapter.

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APPENDIX A

LETTER SEEKING PERMISSION TO CONDUCT THE STUDY

Name: Ms CA Mabuza
Student number: 201221770
Turfloop Graduate School of Leadership
University of Limpopo

To: The Municipal Manager
Molemole Local Municipality
Private Bag x44
MOGWADI
0715

Sir

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH FOR STUDY PURPOSES

I Constance Annah Mabuza hereby request permission to conduct research in your municipality as part of the fulfilment of the requirement of Master of Business Administration.

I am required, as part of my studies to conduct a research on business problem preferably within the institution in which I am employed. My proposed research topic is "Factors that affects the implementation of IDP in the Molemole Local Municipality".

During the course of the research, it is anticipated that Senior Managers, Councilors and Ward Councilors responsible in the process of developing and implementation the IDP, will be required to complete a questionnaire

Hope you will find this in order.

Yours faithfully.

Cell no: 0832772116

APPENDIX B

PERMISSION TO CONDUCT THE STUDY

HEAD OFFICE

303 Church
Street Private
Bag X 44
MOGWADJ
0715
Telephone : (015) 5010243/4
Fax no : (015) 5010419
E-mail: info@molemole.gov.za



MOREBENG BRANCH OFFICE

25 Cnr. Roets & Viviers Street
MOREBENG 0810
Telephone : (015) 397 4333/
(015) 397 4327
Fax no : (015) 397 4334

www.molemole.gov.za

ALL CORRESPONDENCE TO BE ADDRESSED TO THE MUNICIPAL MANAGER

Enquiries: Pholoba MA

Ms. CAMabuza
Student no.: 201221770
Turfloop Graduate School of Leadership

Ma'am,

PERMISSION TO CONDUCT A RESEARCH FOR STUDY PURPOSES

- The above matter refers

30 September 2015

- The municipality acknowledges receipt of your request to conduct research.
- Your request is hereby approved. We request you to liaise with the municipality on the process that will be followed in executing the work.

Hope you find the above in order.

Kind Regards

A handwritten signature in black ink, appearing to be 'S. J. ...', written over a horizontal dashed line.

**MUNICIPAL
MANAGER**

Vision: A developmental people driven organization that serves its people"

Mission: To provide essential and sustainable services in an efficient and effective manner.

APPENDIX C

RESEARCH GUIDE

This interview schedule is intended for Councillors, Officials and Community Representative in the Municipality, for research on the topic:

***Factors that affect the implementation of the Integrated Development Plan (IDP):
The case of Molemole Local Municipality in Limpopo, South Africa.***

INTRODUCTION

My name is Constance Annah Mabuza. I am a student in the Turfloop Graduate School of Leadership, University of Limpopo studying toward the Masters of Business Administration degree. I am required to complete a mini-dissertation in partial fulfilment of the degree on a topic of choice. The interview I am conducting forms part of my academic work and have no material relationship with my current employment in the Limpopo Provincial Treasury.

Your names will remain anonymous and there are no right or wrong answers. Please answer the questions as honestly as possible.

SECTION A: DEMOGRAPHIC INFORMATION

For each of the following questions, please tick or circle the appropriate answer or the one that applies to you.

1. What is your position?

Middle manager	Senior manager	Councillors	Residents

2. What is your gender?

Male	Female

3. What is your age?

25 – 34 years	35 – 44 years	44 – 54 years	55 and Above

4. What is your highest level of education?

Matric	Diploma	Degree	Postgraduate	Other

SECTION B: FACTORS THAT FACILITATE/ HINDER IDP IMPLEMENTATION

1. Do you understand what the IDP is? Yes / No

2. Do you think public participation or consultations are done effectively and efficiently to all stakeholders that should be involved in the IDP process? Yes/No

Elaborate your answer:

3. In your view, do you think the municipal budget is implemented in line with the SDBIP and IDP? Yes/ No

Elaborate your answer:

4. In your view, do you think your municipality has the capacity or resources (i.e. necessary skills and experience) to implement the IDP? YES/NO

Elaborate

5. What do you think are factors that facilitate successful IDP implementation?

6. What do you think are the factors that hinder IDP implementation?

SECTION C: PARTICIPANTS' SUGGESTIONS.

1. Can you suggest any improvements to the processes used during the implementation of IDP?

I would like to thank you for your time and views in answering the above questions. I would also like to confirm that the views and information you provided will be treated with confidentiality.