

**THE EFFICACY OF INTEGRATED DEVELOPMENT PLAN IN ENHANCING SERVICE
DELIVERY IN LEPELLE-NKUMPI LOCAL MUNICIPALITY, LIMPOPO PROVINCE**

by

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DECLARATION

I, Makalela Kagiso Innocent, declare that ***the Efficacy of Integrated Development Plan in enhancing Service Delivery in Lepelle-Nkumpi Local Municipality, Limpopo Province***, is my own work and that all the sources used herein and quoted have been duly acknowledged by means of complete references. The research report is submitted to the University of Limpopo, in fulfilment of the requirement of the degree Master of Development Planning and Management and has not been previously submitted by me for any examination at this or any other University.

Signature

Date:

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DEDICATION

This dissertation is dedicated to the following people:

- My mother Sebake Dinah Makalela
- My younger sister Pontsho Pheladi Makalela
- Stephina Makalela
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- Comfort Makalela
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ACRONYMS

IDP:	Integrated Development Plan
SDBIP:	Service Delivery and Budgetary Implementation Plan
GHS:	General Household Survey
STATS:	Statistics South Africa
DPLG:	Department of Provincial and Local Government
CSIR:	Council for Scientific and Industrial Research
MIG:	Municipal Infrastructure Grant
HSRC:	Human Sciences Research Council
ETU:	Education and Training Unit
CoGTA:	Cooperative Governance and Traditional Affairs
CDM:	Capricorn District Municipality
RSA:	Republic of South Africa
RDP:	Reconstruction and Development Programme
GEAR:	Growth, Employment and Redistribution
ASGISA:	Accelerated Shared Growth Initiative of South Africa
PGDS:	Provincial Growth and Development Strategy
LGDS:	Limpopo Growth and Development Strategy
MSIG:	Municipal Support Infrastructure Grant
MFSG:	Municipal Finance Support Grant
INEF:	Integrated National Electrification Fund

CDW:	Community Development Worker
LGTS:	Local Government Turnaround Strategy
MTEF:	Medium-Term Expenditure Framework
NP:	National Party
ANC:	African National Congress
WB:	World Bank
UN:	United Nations
IMF:	International Monetary Fund

ABSTRACT

The new democratic government has introduced integrated development planning as a strategy to enhance service delivery at the municipal level. This study intends to investigate the efficacy of IDP in enhancing service delivery in Lepelle-Nkumpi local municipality. This study adopted a normative and evaluative research design. Data was collected using households survey, interviews, observation and literature review. A total of 80 households and 6 key informants participated in the study.

The finding revealed that Lepelle-Nkumpi local municipality has been implementing the IDP. The integrated development planning has several importance's for the municipality in particular to addressing service delivery backlogs, promoting community participation towards determining the needs and priorities as well as improving integration and coordination. However, the implementation of the IDP encountered certain challenges including amongst other poor shortage of resources, incomplete projects poor community participation and political meddling.

another finding shows that the municipality has increased the level of services to beneficiary households more especially the delivery of electricity while the provision of water, sanitation and refuse removal are still inadequate. However, due to water and electricity cut-off the households developed some coping strategies. Most households reported their dissatisfaction with the provision of water, sanitation and refuse removal. Regarding involvement of communities in service provision respondents highlighted that municipalities held consultation sessions, IDP forums and ward councillor meetings. However, communities are still dissatisfied about their level of involvement. Despite the overall achievements by the municipality in rendering basic services, there is still a service delivery backlog caused by corrupt practices, shortage of resources, lack of capacity and improper targeting.

The finding further shows that the implementation of the IDP has contributed significantly to enhance service delivery in the municipality. It is evident that all the development planning and programmes of the municipality start with the IDP hence the municipality is able to plan and deliver in accordance with the intended needs of the people. The services

and infrastructural projects implemented through has assisted the municipality to provide basic service such as water, electricity and sanitation. In addition, the municipality has also implemented infrastructure including roads to benefit the community. However, the municipality has not fully achieved the provision of basic services due to poor implementation of the IDP which was caused by lack of capacity, poor community participation and shortage of resources. As a remedy, the study recommend that the municipality should give priority to improve the provision of water, electricity particularly for new settlements, sanitation and refuse removal. It is further recommended that the municipality should pay attention to improve community participation, efficient use of MIG and building its capacity to strengthen the planning and implementation of the IDP.

Key words: *Development, Integrated Development Plan, Service Delivery, Local Municipality,*

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CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1. Introduction

Service delivery in South Africa continues to be a major problem confronting many local municipalities. According to Dikotla, Mahlatji and Makgahlela (2014), the challenge of service delivery remains an unresolved and alarming issue in almost all South African municipalities. Poor services such as roads, sanitation, health facilities, water, electricity and basic shelter is what characterised many municipalities in South Africa (Beyers, 2015). Consequently, service delivery beneficiaries perceive municipalities as progressing at a snail's pace when it comes to delivering basic municipal services to the beneficiaries at large. In response to the challenges, the contemporary government regime has been promoting integrated development planning as an approach to build the planning capacity of all municipalities in the country (Asha, 2014a).

This approach to development planning requires all municipalities to be developmental in nature, with the purpose of overcoming centralised and fragmented planning practices of the apartheid era (Republic of South Africa, 2000). As part of the local capacity building tool, municipalities are legislatively mandated to use integrated development planning, which has been viewed as having the potential to accelerate service delivery. Integrated development planning is considered an implementation agent that promotes an integrated and participatory approach in which all sectors and affected individuals must be legally consulted (Cash & Swatuk, 2010). The integrated development plan refers to the municipal planning process, which refers to the output or product of the process. In that case, the Integrated Development Plan (IDP) is a document produced through an integrated development planning process. IDP is a vital strategic document that must be produced by all municipalities as a comprehensive plan which guides all services and development within the jurisdiction of a municipality (RSA, 2000). Furthermore, the IDP aims to coherently co-ordinate all the spheres of government in trying to habitually better the lives of the impoverished majority (Mautjana & Mtapuri, 2014). Municipalities are unabatedly given a role to play in service delivery enhancement in their areas of

jurisdiction. The Constitution of the Republic of South Africa (RSA,1996) requires all the municipalities in the country to have a well-coordinated and structured way to exercise the management of their administrative functions, budgeting and planning in order to give effect to and to promote improved socio-economic conditions (Tsatsire, Taylor & Raga, 2010). Van Niekerk (2014) asserts that integrated development planning becomes the function in which the local government is assigned the responsibility to develop an IDP for the local area.

In South Africa, municipalities continue to face service delivery challenges despite the effort exerted by the provincial and national government spheres to build the local planning capacity through the introduction of the integrated development planning process. In South Africa, for example, the local government report compiled by the Department of Cooperative Governance and Traditional Affairs (CoGTA) indicated that several municipalities are in serious distress in terms of delivering services to beneficiary households (CoGTA, 2009a). Akinboade, Mokwena and Kinfack (2013) echo similar sentiments by indicating that many concerns have been raised on local government's failure and inability to deliver basic services to its communities. The local government failure to deliver services is attributed to the incompetent personnel who are incapable of leading the agenda of local government and thus resulted in poor implementation of the IDP (Beyers, 2015).

It is against this backdrop that municipalities are envisaged to be developmental in nature and to achieve the object of local government enshrined in the Constitution of the Republic of South Africa (RSA, 1996). In Limpopo Province, Mashamba (2008) conducted a study in all five district municipalities and revealed that there are no District Development Planning Forums that are established for the purpose of district-wide planning for effective service delivery, and this results in poor implementation of the IDPs for local municipalities. Furthermore, a study conducted by Mautjana and Mtapuri (2014) within Capricorn District Municipality (CDM) on the use of IDP and development indicators revealed the inability of local municipalities to properly utilize development indicators in their IDPs. It further indicated that CDM does not have a common compendium of

development indicators in the IDPs across all local municipalities within the district, which results in isolated and fragmented planning. The study area, Lepelle-Nkumpi Local Municipality, is predominantly rural and characterised by a huge backlog of basic services such as water, electricity, sanitation and refuse removal (Lepelle-Nkumpi IDP, 2013/2014). The municipality further witnessed on-going community protests due to the dissatisfaction with the inadequate services that the municipality provides to suit the needs and growing demands of people in different localities (Beyers, 2015). Given that, this study therefore puts forward an argument that the ineffective implementation of IDP has resulted in poor service delivery in the local municipality.

1.2. Statement of Research Problem

Despite the introduction of the new system of integrated development planning and implementation at the local level, Lepelle-Nkumpi municipality continue to experience service delivery upheavals. This municipality is facing huge service delivery backlogs in townships and rural areas. It is evident that municipalities in South Africa are facing serious challenges of service delivery backlogs due to poor implementation of their municipal IDPs (Madzhivandila & Asha, 2012). Moreover, the inadequate service delivery has been manifested by several unprecedented waves of popular and violent protests that have flowed across the country in which communities have demonstrated dissatisfaction regarding service provision at the local level (Mashamaite, 2014; Beyers, 2015). Asha (2014a) also indicated that the poor implementation of the IDP is attributed to factors such as lack of genuine participation by the communities in the decision-making processes, weak cooperation among departments and municipal offices, and lack of alignment of sector plans within the IDP.

Like other municipalities in South Africa, Lepelle-Nkumpi Local Municipality is also confronted by the poor implementation of its IDP. The poor implementation has been demonstrated in terms of poor service delivery beneficiaries' dissatisfaction and discomfort with the level of services in the local municipality (Asha, 2014a). The municipal IDP highlighted that there was a shortage of basic services to the households residing in the local municipality (Lepelle-Nkumpi IDP, 2013/2014). It is therefore against this

backdrop that the study emphasises the efficacy of IDP towards enhancing basic service delivery to the beneficiary households in the municipal rural areas.

1.3. Research Questions

The general research question of the study is: what is the extent of efficacy of the Integrated Development Plan (IDP) in enhancing basic service delivery in Lepelle-Nkumpi Local Municipality? Specific questions are formulated as follow:

- To what extent is the implementation of IDP at the local level?
- What is the status of basic service delivery at the local level?
- To what extent does the municipal IDP contribute towards enhancing delivery of basic services at the local level?
- What should be done to improve the efficacy of IDP to enhance basic service delivery?

1.4. Research Aim and Objectives

The aim of this study is to investigate the efficacy of IDP in enhancing the provision of basic services with a view to assisting local municipalities to effectively implement their IDP. From the aim, the following objectives are drawn:

- To examine the extent of the implementation of IDP at local level;
- To assess the status of basic service delivery at the local level;
- To determine the contribution of the municipal IDP in promoting basic service delivery at the local level; and
- To recommend appropriate strategies to improve the efficacy of IDP in enhancing delivery of basic services to the local people.

1.5. Definition of Terms

Integrated Development Plan

Integrated Development Plan (IDP) is a plan that is prepared through the process of integrated development planning at municipal level. The IDP is the principal strategic document that guides and informs budgeting, management, investment, development and decision-making to ensure that the municipality fulfils its service delivery and constitutional mandate (Mathye, 2002). Madzhivandila and Asha (2012) define IDP as a tool that assists municipalities to craft a plan that gives the overall direction of the municipality in terms of service delivery planning.

Integrated Development Planning

Integrated development planning is a process through which the municipality prepares its strategic plan for a five year-period (Mautjana & Mtapuri, 2014). It is a process that involves a participatory approach to planning, and takes account of diverse strategies to support the optimum resource allocation, concomitant with the promotion of sustainable growth and empowerment of the previously disadvantaged group (DPLG, 2000c).

Service

A service refers to, among other things, a system that provides something that the public needs, or is organised by the government or a private company (Hornby, 2006). Nkuna and Nemutanzela (2012) further indicate that services are typically intangible in the sense that they are consumed but one cannot possess them. However, in this study service is viewed as any activity or benefit that the municipality offers to the communities.

Service Delivery

Service delivery refers to the provision of services by the government and public entities (Kanyane, 2010). Service delivery further includes both physical infrastructure and social initiatives that will enable communities to improve their standard of living to build sustainable livelihoods and ever prosper. In this study service delivery refers to services

provided by the local municipality to rural households such as water and sanitation, electricity, and refuse removal.

Efficacy

Efficacy refers to the efficient and effective implementation of the IDP (Swanepoel & De Beer, 2012). To put it differently: in this study efficacy entails the process of operationalizing the IDP within the jurisdiction of a local municipality.

1.6. Research Design and Methodology

1.6.1. Research Design

A research design is a plan, structure and strategy of investigation that is conceived to obtain answers to the research questions or problems (Kumar, 2014). Research design includes the procedure and outline of the way the project unfolds from writing the hypothesis and the operational implications to the final analysis of data. There are three broader categories of research designs, namely normative, experimental and historical research design. Firstly, the normative research design refers to the act of observing events and evaluating processes to establish a constant relation where the researcher does not control study variables. Secondly, experimental research design is a method of research in which a controlled experimental factor is subjected to a special treatment for purposes of comparison with a factor kept constant. Lastly, the historical research design is a method of research in which it involves examining past events to draw conclusions and to make predictions about the future (Parkinson & Drislane, 2011).

Therefore, the research design adopted in this study is a normative research design. The normative research design unabatedly observes events, evaluates processes and studies the variables without any control over them. It refers to the act of observing events and evaluating processes to establish relationships. Continually, the normative design was operationalized by an evaluation form of research that was used to assess the design, implementation and effectiveness of IDP as a vehicle for accelerating service delivery.

1.6.2. Research Methodology

Research design and methodology needs to be informed by research questions and objectives to help achieve the study purpose. Research design and methodology is a plan through which the researcher intends conducting the study. Research design and methodology enable the researcher to operationalize the research purpose and address the perceived research problem (Davids, Theron & Maphunye, 2009). Therefore, it is important to note that there are three types of research methods, namely the qualitative, quantitative and mixed method.

Firstly, the qualitative approach is a form of narrative or a descriptive account of a setting or practice that uses words or description to record aspects of the variables (Parkinson & Drislane, 2011). Secondly, the quantitative approach relies on measurement to compare and analyse different variables which can be interpreted statistically and it interprets results in numbers, percentages, frequencies and ratios (Harwell, 2011). Lastly, a mixed method is an approach to inquiry that combines or associates both qualitative and quantitative forms (Creswell, 2013).

Therefore, for purpose of this study, a mixed method approach was adopted which is a combination of qualitative and quantitative. The quantitative method was used to assist in acquiring factual data regarding the status of basic service delivery at household level. On the other hand, qualitative method was adopted to assist in providing rich description with regard to the implementation of IDP and its contribution towards enhancing basic services to beneficiary households.

1.6.2.1. Kinds of data

The study used both primary and secondary data. Primary data is the first-hand information that the researcher collects from household members. In this study, primary factual data was obtained through survey and interview method on the level of basic service delivery such as water, electricity, sanitation and refuse removal to beneficiary households. Additionally, textual data was collected on the implementation of IDP and its

contribution to enhancing basic service delivery. Secondary data is the second-hand data that is already being published, such as journal articles, books, conference proceedings, internet sources and government documents relevant to the study. Secondary data was obtained through literature review on the theoretical and empirical aspects of the study topic that is the efficacy of the IDP in enhancing basic service delivery at the local level.

1.6.2.2. Description of the study area

Lepelle-Nkumpi Local Municipality is one of the municipalities within the Capricorn District Municipality (CDM) in Limpopo Province. The municipality is located 55km south of the district municipality and Polokwane city. The municipality is pre-dominantly rural with a population of approximately 230 350, with a total of 59 682 households and an average household size of 3, 9. The municipality covers 345 478 km squared, which represents 16% of the district's total land area (Lepelle-Nkumpi IDP, 2013/2014). The municipality has 29 wards and 93 settlements. The researcher chose ward 11 as the researcher is familiar and because this ward is situated far away from Lebowakgomo Township in a remote rural context.

1.6.2.3. Target Population

Target population can be defined as the set of elements that the study focuses upon and in which the results can be used to generalize and usually draw the conclusion (Bless, Higson-Smith & Kagee, 2006). The target population of this study consists of three groups or elements: The target population consists of all households in ward 11 of the municipality (Ward 11 has got about 2300 households). Additionally, this study also targets municipal officials and community representatives.

1.6.2.4. Sampling Techniques

Sampling can be defined as the selection of a subset of individuals from within a statistical population to estimate characteristics of the whole population (Bless & Higson-Smith,

2000). It is also a way of collecting data when the population of interest is infinite (Bless & Higson-Smith, 2000). The advantage of using sampling in any research project is that it helps to save time and cost. There are also two types of sampling techniques namely: probability and non-probability sampling. Probability sampling is a sampling technique in which every subset of population has an equal chance of forming part of the sample, whereas non-probability sampling is a method in which certain members of the population have a chance to participate in the study (Harwell, 2011).

Since the target population is large, the study relied on a sampling procedure to acquire a selection of the population to participate in the study. The study used a probability sampling technique (simple random sampling) and a non-probability sampling technique (purposive sampling). A simple random sample is a subset of a statistical population in which each member of the subset of the population has an equal probability of being chosen to form part of the sampling frame (Creswell, 2013). Purposive sampling is a method whereby the researcher's sample is based on who they think would be appropriate and have the best data to answer the research questions of the study (Parkinson & Drislane, 2011). Creswell (2013) defined purposive sampling as the method that is based on the judgement of a researcher regarding the characteristics of a representative sample. A sample is chosen based on what the researcher considers to be typical units to select like the households who participated in this research.

The study used a probability sampling technique (simple random sampling) to select the households who participated in this research. Accordingly, of the total of 2300 households, 80 households were selected through simple random sampling for quantitative survey. The justification behind the selection of 80 households was precisely because of the limitations and inadequacy in terms of time and resources. Time and resources inevitably affect the sample size in any research project (Bless & Higson-Smith, 2000). The study also used non-probability sampling (purposive sampling) to select municipal officials and community representative for qualitative interviews. Accordingly, the researcher in consultation with the municipality, selected as key informants those who have knowledge and experience in IDP and service delivery issues in the municipality.

Hence, key officials such as the IDP manager, IDP officer, LED manager and public participation officer were selected. In addition, two members of the ward committee, who represent the community in ward 11, were also selected for interview.

1.6.2.5. Data Collection Procedures

The following data collection procedures were used for this study.

- *Questionnaire*

A questionnaire is a data collection instrument that consists of a series of questions for gathering information from respondents (Creswell, 2013). A questionnaire can be structured or semi-structured. This study used a semi-structured questionnaire in which the researcher physically administered questionnaire. The researcher administered the questionnaire to the sampled households. The questionnaire included factual data on household access to different types of basic service and their satisfaction with the quality of service.

- *Semi-structured Interview*

Generally, an interview involves a one-on-one conversation with one person acting in the role of interviewer and the other in the role of interviewee. There are also different types of interviews, namely semi-structured and structured interviews. The semi-structured interview is a primary data collection method that has a rigorous set of questions. The semi-structured Interview also allows open-ended questions and as such it allows new ideas to be brought up in the interview process, whereas a structured interview does not embrace new ideas referred to as closed-ended questions (Foddy, 1994). In this study, a semi-structured interview schedule was used to collect data from local government officials and community representatives using one-on-one interview. The data that was collected includes the implementation of IDP and its contribution to basic service delivery in the municipality.

- *Review of existing documents*

Review of existing documents (documentation) is a secondary source of information and they supplement literature review on a subject under study that already exists (Parkinson & Drislane, 2011). The primary aim of documentation is to review the variety of existing sources with the intention of collecting independently verifiable data and information. The data was collected from relevant materials such as the IDP document, municipal reports, annual service delivery reports and the Service Delivery and Budgetary Implementation Plan (SDBIP). Documentation provided a base on the conceptualization of integrated development planning and basic service delivery. The status of the implementation of IDP and how it enhances service delivery was also reviewed from relevant literature.

- *Observation*

Observation involves the researcher's own direct observation of relevant people, actions and situations or noting physical characteristics in their natural setting without asking them questions (Creswell, 2013). It provides an opportunity for the researcher to document and observe the study variables in their natural state without asking people questions. Therefore, observation was used to gather additional information such as the state of service delivery facilities in the selected ward.

1.6.2.6. Data Analysis Techniques

Kumar (2014) describes data analysis as the process of bringing order, structure and meaning to the mass of collected data. Data analysis, in a nutshell is the activity of making sense of interpreting and theorizing data that signifies a search for general statements among categories of data (Kumar, 2014). Therefore, one could infer that data analysis requires some sort or form of logic applied to research. In this regard, Kumar (2014) explicitly posits that the analysis and interpretation of data represent the application of deductive and inductive logic to the research. The researcher collected both qualitative and quantitative data using questionnaires and semi-structured interviews.

Qualitative data analysis

Qualitative data analysis can be described as the process of making sense of research participants' views and opinions of situations, corresponding patterns, themes, categories and regular similarities (Creswell, 2013). Therefore, in analysing qualitative data, the researcher first transcribed the raw data from the field notes as well as tape recordings. The researcher then applied thematic analysis in which the data was classified into themes and sub-themes according to the objectives of the research. The researcher presented the data in an intelligible and interpretable form to identify trends, patterns and relations in accordance with the research aim. Finally, qualitative findings were presented in a textual form.

Quantitative data analysis

The quantitative data is referred to as the recorded data of the structured questionnaire and were presented according to the various sections and subsections of the questionnaires (Creswell, 2013). For quantitative data analysis, the raw data was coded and captured on Statistical Package for Social Sciences (SPSS) software version 23.0. SPSS software was used to compute and give descriptive statistics such as frequencies and percentages. Quantitative data was presented in the form of graphs, charts and tables. The visual presentation of data (tables, charts, and graphics) in numbers and percentages enabled the researcher to offer an analytical description and interpretation of data by means of descriptive statistical procedures.

1.6.2.7. Validity and Reliability

Validity includes whether the results obtained meet all the requirements of the scientific research methods and truthfulness of the results whereas reliability refers to the magnitude to which results are accurately representing the total population under study (Golafshari, 2003). To ensure reliability, this study used a triangulation method which included different primary sources of data such as households' members, municipal

officials and ward committee members. Moreover, the study used different data collection techniques such as literature review, questionnaires and semi-structured interviews. In ensuring the validity of the data, the study used pre-tests of the data collection instruments for variation of responses. The study used a pre-test from 10 selected community members and 1 key informant (ward committee member). Based on the pre-testing, the instrument was amended by the researcher.

1.7. Structure of the Dissertation

The dissertation consists of five chapters and each chapter is constituted as follows:

Chapter 1 provides an introductory background of the study. It also includes a description of the research motive or purpose, justifications, and procedural methodology that applied in the process of operationalizing the study. In this chapter, the significance of the study and ethical considerations were also taken into cognizance.

Chapter 2 presented the review of literature on the efficacy of the integrated development plan and service delivery. Theoretical approaches to development, Integrated Development Planning and service delivery in local municipalities were also discussed.

Chapter 3 reflects the contextual background of the efficacy of the IDP in promoting service delivery in South Africa. The chapter further cascades to the provincial level, Limpopo province, and concludes with Lepelle-Nkumpi Local Municipality as the study area.

Chapter 4 deals with the analysis and interpretation of the empirical data that was collected from the study area. This chapter draws the analysis from the respondents' view with regard to the efficacy of the IDP in enhancing service delivery. In addition, the visual data, together with the observations made, were also captured in this chapter.

Chapter 5 presents the conclusion and recommendations that were reached after analysing data that were collected from the respondents. This chapter made

recommendations on possible measures that can be considered to improve the efficacy of the IDP in enhancing service delivery.

1.8. Significance of the Study

This study compliments other research studies that were conducted in relation to IDP and basic service delivery. There are long standing patterns of service delivery backlogs and unprecedented challenges confronting local government in fulfilling its constitutional mandate to deliver sustainable service to local beneficiaries' households. This study theoretically provides a framework within which service delivery backlogs can be reduced. The study will also contribute to the current debates on the efficacy of the IDP in enhancing service delivery and imparting new knowledge that can be used in academia. Practically, the study serves as a benchmark for local municipalities in the way that it will assist various institutions, policy and decision makers in formulating feasible and concrete practical strategies that can be used to improve local government planning. The findings of this study will be shared among different municipalities within Capricorn District with the assumption that to a certain extent the enormous challenges of service delivery can be reduced.

1.9. Ethical Consideration

This research project is compiled and adheres fully to the ethical standards prescribed by the code of ethics of the University of Limpopo. In that regard, the researcher is fully informed of all the ethical responsibility towards maintaining intellectual honesty and professional integrity. The researcher took into cognisance the expectations of the different respondents who were approached in the course of information gathering. Respondents were assured that the information collected from them would be confidential and that the purpose of the study was exclusively purely for academic purposes. In that regard, the researcher did not reveal to any other authority the information collected from respondents without their permission. The study also adhered to the plagiarism policy prescribed by the University of Limpopo in a way that the researcher gives credit or duly

acknowledges the work of others, and quotation marks were indicated when quoting the exact words of other scholars or academics.

Anonymity of the respondents was guaranteed and participant's responses cannot in anyway be identified by anyone else. Participants in the study participated on a voluntarily basis and the respondents were given the right to decline or withdraw from taking part in the study at any time. For the successful completion of this study, several permits were acquired prior to conducting the field work, *inter alia*, an ethical clearance letter from the TREC, permission letter from the municipality and lastly a consent form which was used to formally obtain the willingness of participants.

1.10. Conclusion

In general, the efficient and effective implementation of the IDP is sought to solve the unprecedented and long-standing patterns of service delivery backlogs in almost all municipalities. In this regard, the aim of the study is to investigate the efficacy of the IDP in enhancing the provision of basic services in rural areas and to recommend possible measures that can be considered to improve the IDP as a coherent strategy for service delivery. To conduct this investigation process, the study adopted both qualitative and quantitative research approaches for data collection and analysis to solicit and explore the information from the respondents both qualitatively and statistically. Furthermore, the study applied probability and non-probability sampling methods wherein simple random and purposive sampling were selected. The significance of this study is to provide a benchmark for local municipalities as a way of assisting various institutions, policy and decision makers in formulating feasible and concrete practical strategies to improve the local government planning. The following chapters will provide the conceptual and theoretical review of the IDP and service delivery.

CHAPTER 2

LITERATURE REVIEW

2.1. Introduction

The effects of the Integrated Development Plan (IDP) on service delivery has been perceived by the different of scholars as being responsible for ameliorating the long-standing patterns of service delivery backlogs (Koma & Kuye, 2014). There is an on-going debate regarding the pragmatic use of the IDP as a tool to revamp service delivery. The IDP planning discourse particularly at the local level has not entirely resolved the unprecedented and alarming issue of service delivery backlogs (Mukwevho, 2012; Madzhivandila & Asha, 2012; Asha, 2014a; Mautjana & Mtapuri, 2014; Beyers, 2015). The preceding chapter provided the rationale and the background of the study in which the primary aim was to investigate the efficacy of the IDP in enhancing the provision of basic services in rural areas. The chapter further provided the processes and the plan within which the investigation process unfolds. The latter is complemented by the adoption of various research designs and methodologies that were deemed highly imperative for the study success.

Therefore, the succeeding chapter will provide a conceptual and theoretical review of the IDP and service delivery, the interconnection of the efficacy of the IDP in enhancing basic service delivery is provided to fathom how effective the IDP is in ameliorating basic service delivery at the local level. The chapter also puts specific focus on the following objectives which the review of literature will focus on: firstly, the examination of the extent of the IDP implementation at the local level, secondly the assessment of the state of basic service delivery at the local level, and lastly the contribution of the municipal IDP in promoting basic service delivery at the local level. Subsequently, the following sub-sections will be provided: the distinctive phases of the IDP, public participation in the IDP, and monitoring and reviewing of integrated development planning.

2.2. Theoretical Approaches to Development

The theoretical approaches to development compliment the theoretical framework and it gives the base within which the study unfolds. It aims to underpin the researchers philosophical, epistemologically and analytically approach to the study (Eisenhart, 1991). Theoretical approach to development is a structured way of enabling the researcher to rely on a formal theory for coherent explanation of certain phenomena and relationships Eisenhart (1991). The theoretical framework consists of the selected theory that undergirds the thinking regarding how to understand and plan the research (Coetzee, 2001). Therefore, for this study the following theories of development will be explained: Modernisation, Dependency and Humanistic people-centred theory and further adopt the theory that underpin this study. The Modernisation theory is one of the approaches to development emanated after the World War II. The integral gist of this thinking is that for the development of the Less Developed Countries (LDC's) to be realised there must be some form of emulation from the industrialised countries (Coetzee, 2001). The theory underrates and imperialises the traditional methods to development (David, Theron and Maphunye, 2009). Then, the theory was criticised by putting western culture as superior and of regarding traditional life as primitive.

The Dependency theory originated in Latin America during 1960s as a result of the failure of modernisation theory to address the underdevelopment of developing countries. The Dependency theory was also found to continuously lead to stagnation in developing countries in a sense that resources are being sucked from rural areas to urban areas (David, Theron and Maphunye, 2009). Therefore, urban areas thus being developed at the expense of rural areas. The latter then perpetuate the underdevelopment of developing countries. Therefore, the failure of the two theories led to micro-approach to development which focused on people and the community.

This study is epistemologically grounded from the Humanistic People-Centred theory in which people and the community become increasingly the focus of development. People centred is a process enable members of the society to be able to realise their potential through capacity building and mobilization of local resources for improved standard of living concomitant with their own aspiration (David, Theron and Maphunye, 2009). The reason for the adoption of People-centred development is simply because the micro-level development thinking places the interest and needs of the people at the forefront. This study therefore, postulate the fact that service delivery should be people centred in a sense that community members should be able to identify, prioritise, lead and manage their own development. The latter is vehemently to deal with South Africa's colonial and history of disempowerment, fragmented technocratic or top-down approach to decision making. Therefore, the contemporary democratic government embraces people centred development. The RDP as a socio-economic policy framework also attest to the principle of People-Centred Approach as a starting point to address the injustices of the past development efforts. Continually, the principles of People-Centred development through its building blocks promote the following: public participation, social learning, empowerment and sustainability (David, Theron and Maphunye, 2009). Thus, service delivery should also be embedded within the building block and principles of People-Centred development.

2.3. Integrated Development Planning

Prior to 1994, the local sphere of government was mainly concerned with service provision and the implementation of regulations for attainment of development. However, with the introduction of the new Constitution of the Republic of South Africa and other policy prescripts, it envisaged and postulated that the role of local government expanded to a large extent. Municipalities are required to be developmental in their approach; they must lead, manage and plan for development (Mautjana & Mtapuri, 2014). Municipalities are required to make the use of integrated development planning a strategy to assist in curbing wasteful expenditure. It is therefore pervasive and clear that integrated development planning is one of the key tools that envisage the local government keeping

abreast with its new role and function that is promulgated and enshrined in the Constitution, 1996, and other applicable legislation (Mashamba, 2008; Beyers, 2015).

The integrated development planning concept was introduced in the municipal tribunal in 1996 as a form of strategic document for local governments to guide all planning and decision making in a municipality (RSA, 1996). The Constitution requires the metropolitan council to have an Integrated Development Plan (IDP) and permitted district councils to formulate and implement an IDP for local council. The IDP is therefore considered a holistic planning method that considers and integrates various aspects of local government including economic, social, spatial and institutional issues (Koma & Kuye, 2014).

Since the inception of integrated development planning in 1996, the development planning trajectory experienced a shift from macro-level development planning and management towards a micro-level people-centred development approach (Davids, Theron & Maphunye, 2009). Integrated development planning is now at the core of South African's post-apartheid municipal planning system and is regarded as a key instrument in an evolving framework for intergovernmental planning and coordination (Mautjana & Mtapuri, 2014). The inception of the IDP was as a response to challenges facing post-apartheid government and the need to emancipate service delivery for a better life for all.

Integrated development planning is aimed at assisting municipalities in achieving their developmental mandates. It further becomes the central key tool to local government function in which the local government is responsible for planning to deal with the arena of service delivery (Van Niekerk, 2014). Integrated development planning also plays a pivotal role in assisting local government to be amicably able to deal with the developmental challenges facing municipalities (DPLG, 2009b). In contrast to the role planning played during the apartheid era, integrated development planning is now seen as a function of municipal management as part of an integrated system of planning and delivery. According to the Department of Provincial and Local Government (DPLG, 2000a), the preparation for integrated development planning should outline the following:

the structure that will manage the planning process, how the public can participate, structures that will be created to ensure participation and the time schedule for the planning process.

To sum up, integrated development planning refers to a process through which municipalities prepare a strategic development plan for the prescribed five-year period (Valeta & Walton, 2008; Mautjana & Mtapuri, 2014). This five-year plan is reviewed annually to accommodate new and pressing priorities (DPLG, 2000a). It is a process that involves a participatory approach to integrated economic, sectoral, spatial and fiscal strategies to support the optimal allocation of resources in a manner that promotes sustainable growth, equity and empowerment of the poor and marginalized (DPLG, 2000a). The Integrated Development Plan (IDP) is a product of an integrated development planning process. The IDP is therefore a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision making in a municipality (Phago, 2009). An IDP is described as a strategic management process utilised by local government. Therefore, the process of integrated development planning unfolds within the distinctive sub-processes, which are as follows:

i) Analysis phase

Analysis is the first phase of the IDP process whereby it looks at the status quo of the area in terms of existing problems faced by people in a specific municipal area. During this phase, the identified problems are considered and prioritized according to levels of urgency or importance. Furthermore, in this phase the municipality becomes proactive in a way that they understand not only the symptoms but also the causes of problems to make well informed decisions on appropriate solutions. Stakeholders and community participation is very critical during this phase. For example, the municipality must not make assumptions on what the problems are in its area. The people affected should be involved in determining the problems and priorities. *Inter alia*, the following analyses are taken into cognizance: legal framework analysis, community and stakeholder analysis,

institutional analysis, economic analysis, spatial analysis, environmental and socio-economic analysis (DPLG, 2009a).

ii) Strategies phase

The imprecision of this phase is that the municipality starts by identification of the key development priorities affecting the people of the area and the causes thereof; strategy formulation commences which bring into play the critical managerial issue of how to achieve targeted results. The strategy phase looks at the key developmental challenges facing communities in respect of their causes. It also makes well formulated strategies which will ultimately help the municipality to achieve the targeted results, considering the municipality's situation, needs and prospects. Strategies constitute a road map or game plan to assist the municipality to progress from where it is to where it wants to be. The strategy includes the well-constructed vision that directs the municipality towards the future and briefly states the purpose and the reason for existence of the municipality (Valeta & Walton, 2008).

iii) Project implementation phase

The integral gist of the project phase is to come up with the calibre and creation of integrated projects to meet the needs of the beneficiaries at the ground. Specialist outsourced teams which enhance the municipality's capacity, can be integrated into project teams. Moreover, project and programme managers ensure that the objective and targets of the project deliverables are aligned and remain aligned with the strategic objective of the municipality. Notably, this phase also includes performance management which ensures that leaders and manager are equipped with skills and techniques for implementation.

iv) Integration phase

During this phase, the IDP steering committee and IDP representative forum should ensure a full integration of sector specific plans within the IDP. It ensures that all the identified projects and sectoral operational business plans comply with the municipality's strategies such as Key Performance Areas (KPA's), development objectives and resources framework. Section 50 of the Local Government: *Municipal Systems Act (2000)* states that the integration ensures that the IDP is integrated and reflected in the following: five-year financial plan, five-year capital investment plan, and institutional restructuring (RSA, 2000).

v) Approval phase

During this phase, the municipality should do everything in its power to ensure support for the implementation of the IDP by all stakeholders involved or affected by it. Another key point is that all stakeholders must have access to the draft IDP and be allowed to articulate their concerns to prevent the process becoming an endless exercise. *Section 28 of the Municipal Systems Act* states that the municipality must give notice to the local community of the process it intends to follow (RSA, 2000; DPLG, 2009c; Hoffmeyer, 2009).

2.3.1. Public participation as a cornerstone for integrated development planning process

One of the objects of local government in terms of the Constitution is to encourage the involvement of communities and community organisations in local government. The *Municipal Systems Act 32 of 2000*, chapter 4, deals with community participation. Chapter 4 of the Systems Act explicitly stipulates that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance (RSA, 2000). It is inescapable and pragmatically clear that all municipalities should always foster community participation in local government through

building the capacity of the local community to enable it to participate effectively in matters that affect local government. Through the IDP process, municipalities are obliged to promote public participation, and it is through participation in the IDP process that communities gain the ability to influence and monitor local government performance in meeting the objectives set out in IDPs of municipalities. The Act emphasises the following the elements:

- The municipality must foster participation in
 - The IDP process;
 - The budget process; and
 - Strategic decisions regarding service delivery
- The municipality must enable participation through capacity building in the community and among staff and councillors.
- Funds must be allocated and utilised for the above purposes.

Public participation is an integral part of the integrated development planning process wherein individuals and affected parties must be legally consulted (Cash & Swatuk, 2010). It is even stated in section 152 of the Constitution that one of the key objectives of local government is to encourage the involvement of communities in local government. *Section 16(1) of the Municipal Systems Act (2000)* also requires the municipality to develop the culture of municipal governance that complements formal representative government with a system of participatory governance. Conversely, public participation is given more attention in terms of planning processes and it is widely believed that social and economic inequalities may be overcome through an inclusive decision-making process (Cash & Swatuk, 2010).

Local government has been constitutionalised as the sphere of government which signals a conceptual shift from serving predominantly as medium of administrative service delivery to the promotion of a developmental goals which include a participatory approach to planning and implementation of development initiatives (Nzimakwe & Reddy, 2008; Cash & Swatuk, 2010; Sihlogonyane, 2015). The White Paper on Developmental Local Government gives a clear mandate to municipalities to involve communities in facilitating

development (Ababio, 2004). Likewise, Nzimakwe and Reddy (2008) continue to argue that public participation is the integral gist of local democracy and it is a legislative requirement for people at the ground level to be drawn into the process through integrated development planning. Cash and Swatuk (2010) insisted that local government is an important level or the pillar of government towards the attribution and the realization of participatory democracy. The author further and conspicuously mentioned that communities play an active role not only as electorate but also as end-users and consumers which in its expedition requires the inculcation of communities in local government matters (Cash and Swatuk, 2010). Therefore, given the multidimensionality of the concept public participation, there are different typologies of participation as mentioned below:

i) Passive Participation

Passive participation postulates the involvement of the multiplicity of stakeholders only during the dissemination of information (Ababio, 2004). For example, this includes the dissemination of information during the awareness campaign. Davids, Theron and Maphunye, (2009) indicated that passive participation is not a means of empowering people as it does not develop their skills and abilities. Passive participation is characterised by fragmented planning given its nature of techno-centricity or top-down announcement by the authority which further culminates in the imposition of development at the grass root level (Akinboade, Mokwena & Kinfack, 2013; Sihlogonyane, 2015).

ii) Interactive Participation

Interactive participation occurs when stakeholders are involved in collaborative analysis and decision making (Ababio, 2004). Stakeholders and people participate in a joint analysis, the development of action plans, and capacity building (Meyer & Theron, 2000; Ababio, 2004). Participation is seen as a right not just as a means to achieve project goals. This type of participation is important when a municipality intends sharing mutually beneficial support with both the community and local political structure in building a

shared developmental vision while setting goals. Houston, Humphries, Liebenberg and Dichaba (2000) contend that this typology of participation widely contributes to the community solidarity because of inculcating community members in matters that affect and are relevant to their welfare.

iii) Participation by Consultation

Participation by consultation is whereby people get a chance to share their opinions and views, however does not actively involve them in the decision-making process (Davids, Theron & Maphunye, 2009). However, Ababio (2004) argues that consultative participation occurs when people on the ground are consulted in matters of local government, however, before the municipality decides. Furthermore, in most of the practical instances the community members are not given the platform to represent their views when it comes to decision-making responsibilities. In a nutshell, community members are side-lined from the basis within which the decisions are made. Valeta and Walton (2008) argued that, given the pragmatic evidence or observations, consultation processes are often followed more for sake of compliance than for their intended purpose. The community members are thus disillusioned and this makes it impossible for planning at the local level to be reflective of the intended needs of the people. The integrated development planning process deemed it necessary and imperative to embrace all interested and affected parties including vulnerable and disadvantaged person in participation. According to Beyers (2016), the following stakeholders are of paramount importance in the integrated development planning process:

i) Councillors

It is a matter of fact that that councillors play a pivotal role in the IDP process. Given the nature of their role as the middle-man between the municipality and the community, they are in a position to assist in reaching amicable solutions in matters that affect local government. There is, therefore, an apparent imprecision that the IDP is not only a mechanism through which they must make decision, it contains unabatedly the

constituents' needs and aspirations (Mojapelo, 2007). Councillors should also participate in the process to ensure that their communities' issues are well reflected and addressed.

ii) Officials

The planning functions and responsibility of the municipalities and its various departments should be guided by the overall planning through the IDP processes. Therefore, the potency of all departments from national and provincial level should be concretely and directly involved in the IDP process. Mojapelo (2007) complimented the intrinsic value of the IDP and elucidated that the IDP process is not solely the function of the municipality planning department, but it requires a coordinated and concerted effort by different officials from different departments.

iii) Municipal Stakeholders

The purpose of the IDP process is to help to determine the needs and priorities of a municipality's stakeholders and community which should be addressed towards improving the quality of life of those concerned. Community and stakeholder participation in determining those needs is therefore at the heart of the IDP process. The Constitution and the Municipal Systems Act clearly stipulate that a municipality must mobilise the involvement and commitment of its stakeholders by establishing an effective participatory process. The municipality should ensure participation by previously disadvantaged groups to ensure that their needs and aspiration are also taken care of in the planning and implementation of various projects and programmes (Cash & Swatuk, 2010).

iv) Provincial and National Sector Departments

One of the major challenges facing almost all municipalities is the lack of integration of various sector plans and programmes in the IDP and departments (DPLG, 2009a). This lack of integration could be attributed to many factors, one of them being inability to demonstrate relationships among various sector plans and departments. The IDP should

guide how the provincial and national sector departments allocate resources at the local government level. Simultaneously, municipalities should consider the sector departments' policies and programme when developing own policies and strategies. It is in the interest of the sector departments to participate in the IDP process to ensure that its programmes and those of municipalities are aligned.

There is a plethora of benefits that public participation has in the integrated development planning processes (Mzimakwe, 2010). Developmental local government, as defined in the White Paper on Local Government, refers to municipalities working together with local communities to find sustainable ways to meet their needs and improve the quality of their lives (RSA, 1998). Therefore, the notion of the developmental local government elucidates that public participation in the IDP process leads to the larger acceptance of development activities simply because it propels and allows people to have feeling or a sense of belonging to the municipal programme or project (Tshishonga & Mafema, 2010).

2.3.2. Monitoring and reviewing integrated development planning

One of the fundamental and integral parts of the planning and implementation of the IDP includes the review process. It is unequivocally clear that all municipalities are required to review their IDP annually to accommodate new and pressing priorities (DPLG, 2000c; Valeta & Walton, 2008). The IDP review processes ascertains and allows the municipality to expand upon and modify or refine plans and strategies to include additional issues and to ensure that these plans and strategies inform institutional and financial planning. The review process on the other hand elucidates the amendment of the IDP and thus further develops the IDP and ensures that it remains the principal management tool and strategic instrument for the municipality. Its review process involves conducting desktop data gathering for *status quo* analysis and consultation of different wards within the municipalities (Lepelle-Nkumpi, 2013/2014).

The review process of the IDP is intended to measure the impact of the projects and services on the communities. Therefore, in terms of the scheduling, the review of the IDP

starts in August each year and ends with the adoption of the reviewed IDP at the end of May of each year as provided for in the legislative guidelines. Worth noting and important to realise is that the budgeting process also runs concomitantly and parallel with the process of reviewing the IDP and they are also adopted at the same time before or by the end of May (Valeta & Walton, 2008).

2.4. The implementation of the IDP in South African municipalities

The Local Government: *Municipal Systems Act 32 of 2000* regulates integrated development planning. Chapter 5 of the *Municipal Systems Act, 2000*, consists of different parts that complement the implementation and adoption of the IDP. Chapter 5 further details the general matters pertaining to IDPs, content of IDPs, process for planning, drafting, adopting and reviewing of the IDPs and the miscellaneous features of the IDP. It requires the municipality to be developmental in their planning and it also seeks to achieve the objects set out in section 152 and 153 of the *Constitution of the Republic of South Africa*. Section 25(1) requires the municipal council, within the prescribed period after the start of its elected term, to adopt a single, inclusive and strategic plan for development of the municipality. *The White Paper on Developmental Local Government, 1998*, provides for approaches and tools, the IDP and budgeting, performance management and workable relationships with the local citizenry and partners. These tools relate to integrated development planning and budgeting. The White Paper on Developmental Local Government views integrated development planning as a process for achieving developmental local government. In terms of section 23 of the *Municipal Systems Act, 2000*, municipalities are expected to undertake developmentally oriented planning to ensure that they achieve the objective of local government as stipulated in the Constitution, 1996. The White Paper also envisaged that municipalities ensure that there are mechanisms for constant community engagement in the planning and implementation of the IDP (RSA, 1998).

Most local municipalities in South Africa are confronted by various challenges pertaining to effective implementation of the IDP (Madzhivandila & Asha, 2012). Asha (2014b)

argues that the poor implementation of the IDP is largely attributed to lack of meaningful participation of the public in the decision-making processes. The study further indicated that the form of participation that municipalities are using is not authentic enough in relation to effective implementation of the municipal IDPs. Valeta and Walton (2008) in Buffalo City municipality revealed that the implementation of the IDP is inadequate in the municipality because of poor planning and budgeting of the municipality which lead to poor implementation of the IDP. Fourie and Opperman (2007) share the same sentiments, that budget is the most important mechanism in giving effect to the implementation of municipal IDPs. Therefore, for effective implementation of the IDPs, budget needs to be integrated with the planning processes.

2.4.1. Budgeting and planning

Some scholars argue that the effectiveness of the municipality to successfully plan and implement IDPs is largely dependent on the ability of the municipality to allocate budget to a variety of development projects and programmes within the IDP (Valeta & Walton, 2008). The Constitution of the Republic of South Africa establishes local government as the sphere of government that structures and manages its budget processes to give priority to the basic needs of communities. Therefore, in inculcating budget together with municipal planning, it is then that municipalities need to use the Service Delivery and Budget Implementation Plan (SDBIP), as it contributes meritoriously towards giving effect to the implementation of the IDP (Valeta & Walton, 2008). The SDBIP is an annually adopted document that contains projections of the revenue to be collected by the municipality, and operational and capital expenditure to be incurred by the municipality. Some scholars demonstrated that the effectiveness of the municipality to successfully plan and implement the IDP to deliver on their mandates is largely dependent on the ability to plan and allocate public resources in a developmental and sustainable manner (Phago, 2009). Fourie and Opperman (2007) stated that the budget is the most salient mechanism that gives effect to the municipality's service strategies.

2.4.2. Integration and coordination

IDP as a strategic document must be linked with other government programmes for effective implementation within municipalities (RSA, 2000). The IDP is implemented by local government, with other spheres of government. However, to some extent it faces the challenges of showing a clear linkage with other government programmes (Lakshmanan, 2011). Such challenges are attributed to many factors, *inter alia* a lack of guidelines to assist municipalities to integrate various sector plans and programmes in their IDPs (DPLG, 2000a). Correspondingly, it led to the notion that local government cannot fulfil its mandate without a concrete partnership with provincial and national government. Tsatsire, Taylor and Raga (2010) argue that establishing and maintaining sound intergovernmental relations becomes vital in ensuring the success of local government implementation of the IDPs.

It is anecdotally evident that at the core of IDP implementation, municipalities must first position themselves to achieve full integration and coordination of sector specific plans in the IDPs (Beyers, 2015). However, Mojapelo (2007) demonstrated that, in most instances, sector plans are normally developed as standalone plans and independent from one another, which results in fragmented programmes and projects that are not entirely contributing to the vision of the municipality. Some scholars, such as Asha (2014a), explicitly lamented that poor implementation of the IDP is pragmatically shown by a swift and rapid increase in service delivery protests and matches. The violent service delivery protests are a clear and concrete indication of the failure of local governments to achieve their developmental mandates (Koma, 2010; Asha, 2014a; Mashamaite, 2014). Phago (2009) conducted a study and found that it is still conspicuous that local government continues to face conundrums in terms of producing credible IDPs. Manthata (2004) also found that municipalities face the challenge of translating IDPs to programmes to provide service to the people. This is attributed to the issues of capacity for implementation at the grass root level.

The development literature continues to demonstrate that vast amount of studies have been conducted concerning the implementation of the IDP. Studies explicitly demonstrated that the implementation of the programmes and IDP projects has been largely inadequate and disillusioning (Asha, 2014a). There has been a slow implementation of the IDP projects and programmes which stifle the improvement in the lives of the beneficiaries at the ground level (Tshikovha, 2006; Lelope, 2007; Mashamba, 2008; Asmah-Andon, 2009). Therefore, given the unprecedented and fragmented IDP planning and implementation that prevailed in almost all municipalities, it ultimately led to a shift in the planning trajectory. For example, in South African municipalities, the project consolidation was launched as response to poor performance in local governments to refurbish service delivery through the IDP (Goldman & Reynolds, 2008; Phago, 2009).

2.4.3. Capacity and skills for implementation of the IDP

The development literature demonstrated that the capacity building and skills for implementation of various development programmes and projects at the local government level is a major concern (Asha, 2014b; Beyers, 2015). Many local municipalities are still in a serious distress when it comes to the capacity to implement the municipal IDP (DPLG, 2000a). Therefore, capacity in government refers to the process of identifying and developing the management skills necessary to address policy problems, attracting, absorbing and managing financial, human and information resources, and operating programmes effectively, including evaluating outcomes to guide future activities (Asha, 2014a). Given the capacity challenges confronting local government, the government is taking a positive stance in trying to resolve the issues of capacity and skills for implementation. For example, South Africa adopted a project consolidation in 2004 as an initiative for building local capacity through capacitating underperforming municipalities. The initiative was aimed at improving the planning and the performance through partnership and technical support of expertise, including the training of Community Development Workers (CDWs) and equipping ward committees (Asha, 2014b). The initiative was further criticised because of its methodology of a “one size fits all” approach in capacitating underperforming municipalities. Venter (2014) stated that project

consolidation has some loopholes and is not entirely useful, since every municipality faces different socio-economic conditions and has different performance level and support needs. In 2009, CoGTA conducted a diagnostic study in order to establish the status of local government. The study concluded that many local governments were performing inadequately and were in a state of serious distress due to the following challenges: lack of effective performance management system and a skills shortage (CoGTA, 2009a). Therefore, in response to the challenge, the national government launched the Local Government Turnaround Strategy (LGTS). The strategy includes improving the functionality and performance in municipalities, and strengthening partnership between local government, communities and civil society (Venter, 2014).

2.5. Service Delivery in South African Local Municipalities

The multiplicity of literature on service delivery indicates that the new paradigm to local government planning and delivery aims to deal with the ineffective planning exertion of the past which denied basic rights and services to the majority of communities. Hemson and Owusu-Ampomah (2005) contend that the new epoch of developmental local government gives an impression that all should change. Service delivery by a vast amount of local governments around the globe encompasses access and ability to provide users with service needed, and such service should improve the living standard of community members (Phago, 2009).

It is ubiquitous that service delivery remains a major challenge affecting many communities across the globe (Nnadozie, 2011; Asha, 2014a). This is evidently shown by numerous service delivery strikes, protest and civil unrest in many local communities (Mashamaite, 2014). Conversely, the new planning approach of the post-democratic government put too much emphasis on improving the quality of life of the people at the grass root level. However, the advent and the epoch of the new democratic dispensation observed unprecedented service delivery backlogs (Nengwekhulu, 2009; Mashamaite, 2014). Service delivery includes both physical infrastructure and social initiatives that enable communities to improve their standard of living, to build sustainable livelihoods

and ever prosper. Apart from this, emergent countries such as Bangladesh adopted various reforms in terms of legal frameworks and policies that are deemed imperative to overcome the predicaments and inadequacy of services. Additionally, in other developing countries such as those in Latin America, the optimal governance system to ensure effective service delivery of social and economic services to meet the aspiration of people seems not to be effective (Holland, Ruedin, Scott-Villiers & Sheppard, 2012).

Many local governments across the globe are legislatively mandated to make provision for essential services such as water, sanitation, housing, electricity, roads and many other related services (RSA, 1996). In South Africa for example, local government legislation is built on the premise of enhancing basic service delivery (Plaatjies, 2011). The government system of South Africa is composed of three spheres of government which promote the values of the new era of democratic governance. Section 152 of the Constitution of the Republic of South Africa provides a mandate for the new advent of local government to be developmental in the way that municipalities provide democratic and accountable government for all communities, to ensure provision of services to communities in a sustainable manner, to promote social and economic development, and to promote a safe and healthy environment (RSA, 1996). Service delivery refers to the provision of services by the government and public entities (Kanyane, 2010). Service delivery further includes both physical and social initiatives that will enable communities to improve their standard of living, to build sustainable livelihoods and ever prosper. In this study, service delivery refers to basic services such as water and sanitation, electricity and refuse removals by the local municipality to rural households.

2.5.1. The Service Delivery and Budget Implementation Plan (SDBIP)

Section 1 of the Municipal Finance Management Act, 2003 defines the Service Delivery and Budget Implementation Plan (SDBIP) as a detailed plan approved by the mayor of a municipality in terms of section 53(1)(c) (ii) for implementing the municipality's service delivery plan and implementing the annual budget, which must include the following:

- Projections for each month;
- Revenue to be collected by sources;
- Operational and capital expenditure by vote; and
- Service delivery targets and performance indicators for each quarter.

Fourie and Opperman (2007) stated that the budget is the integral part of the municipal planning. The budget is considered to be a paramount mechanism that infuses and gives effect to the municipality's service targets and strategies. Arguably, on the other hand, some scholars such as Marais, Human and Botes (2008) pointed out that the budget is the tool that revamps the implementation of the IDP, not the measurement of performance against the IDP. The SDBIP and service delivery plan must be inculcated and considered as mechanism that responds positively towards the needs of the ward in which performance in service delivery is measured against end of year targets and implementation (De Visser, 2007; Mukwevho, 2012). Municipal Finance Management Act Circular 13 of 2006 stated that service delivery is largely achieved through the SDBIP, which unfold within the following components:

- Monthly projections of revenue to be collected, measured against the actual revenue collected;
- Monthly projections of expenditure measured in terms of actual expenditure;
- Quarterly programmes of service delivery targets and indicators by vote;
- Ward information on service delivery and expenditure;
- Information and progress on the implementation of the IDP; and
- Detailed capital work plans including ward information for expenditure and service delivery.

2.5.2. The White Paper on Transforming Public Service Delivery, 1997

The *White Paper on Transforming Public Service Delivery 1997*, was introduced with the aim of transforming the overall public service institution and service delivery (Maluka, Diale and Moeti, 2014). On the other hand, Nzimakwe and Mpehle (2012) regard the

White Paper on Transforming Public Service Delivery 1997 (Batho-Pele) as a policy framework that bring about efficiency and effectiveness in the provisioning of services. According to the White Paper on Transforming Public Service Delivery, 1997, introduced eight principles which became the compass in terms of which success or failure of public service delivery is assessed. The eight Batho-Pele principles to be compiled were aimed at promoting people first, setting the framework for the type of service quality that the citizens can expect. These principles include consultation, the development of service standards, access to information, courtesy, information, openness and transparency, redress and value for money (RSA, 1997).

The White Paper on Transforming Public Service Delivery (Batho-Pele) affirms the imperative for implementing a performance management system in line with the provision of the Local Government: Municipal Systems Act (Mojapelo, 2007). Sections 4, 5 and 6 of the *Local Government Municipal Systems Act* assign specific rights and duties to the municipal councils and municipal administrations as well as the local communities which all three parties must fulfil to realise the democratic goals of the Constitution of the Republic of South Africa (RSA, 2000). Administrative duties require municipal administration to be responsive to the needs of the communities and facilitation of the culture of public service. As a rudimentary basic of the Act, it envisaged mainly the provision of services as outlined in the constitution.

2.5.3. Service delivery challenges in SA local municipalities

Service delivery remains an enormous challenge facing municipalities (Dikotla *et al.*, 2014). Local government's failure and inability to provide basic services has been shown by numerous strikes and protests in which community members demonstrate their dissatisfaction and discomfort regarding the state of services provided by the municipalities (Asha, 2014a; Mashamaite, 2014). Poor service delivery remains a major concern across the country which places local municipalities in distress and the spotlight (Managa, 2012). In 2004, for example, 10 incidents of service delivery protests were reported across the country and the number accelerated to 35 in 2005. Although, during

2006, the country observed the least number of protests and increased again in 2007 (Alexander, 2010; Mashamaite, 2014). Research studies demonstrated that many municipalities have worked hard over the past years at creating democratic and accountable government. The delivery of services such as potable running water, electricity, roads and waste collection services have improved in many township areas of South Africa (Mukwevho, 2012). The improvement of such services is attributed to municipalities complying with the service delivery budget and targets over their Medium-Term Expenditure Framework (MTEF).

Nevertheless, the low level of service delivery is influenced by a lack of financial capacity and inadequate skills for planning and budgeting (Beyers, 2015). Consequently, poor people in South Africa continue to suffer from a lack of basic services even though access to services is recognized as a fundamental human right (RSA, 1996). It is also clear that the optimal governance system to ensure effective service delivery of social and economic services to meet the aspiration of people seems not to be effective (Nnadozie, 2011). The state of service delivery across the country witnessed enormous backlogs and challenges. The latter is characterized by inadequate provision of water, poor roads and electricity shortages (Beyers, 2015). The IDP report of the municipality also indicated that more noticeable progress still needs to be made in the different villages of the municipality in providing basic services to ensure a quality living standard in communities (Kotze & Taylor, 2010).

2.6. The Impact of IDP on Service Delivery

The IDP is habitually viewed as a planning and management tool in a municipal in which its purpose is to ensure that services are delivery to the communities at large. Mojapelo (2007) posits that the IDP is an instrument of change within which the goal of transformation can be realized and achieved. This is to say that for municipalities to deliver goods and services as per their legal mandate they need to appropriately and effectively make use of the IDP. The contribution and the efficacy of the IDP to revamp service delivery is pervasive in the study conducted by Mautjana and Mtapuri (2014). The

study revealed that the municipal IDP is found to be contributing positively in enhancing service delivery in many municipalities as it is pragmatically deemed to ensure the realization of a bottom-up approach to development whilst making sure that the needs of communities are seemingly met through IDP projects and programmes. Some scholars iterated that the efficacy of IDP is that it provides a benchmark according to which goals can be set and pursued and the monitoring and evaluation of anti-poverty can be undertaken (Makalela, 2017).

The development literature on the other hand demonstrated that the IDP provides a potent vehicle for the pursuit of sustainable development. However, other scholars postulated that despite the efficacy of IDP to revamp service delivery, there is also a plethora of reasons that affect the efficacy of the IDP in enhancing basic service delivery including, *inter alia*, adequate local government capacity, intergovernmental relations, resource capacity, the ability of local government to integrate and coordinate sector plans in the IDPs to give effect to service delivery, genuine and authentic participation of affected stakeholders and groups of people at the local level (Malefane & Mashakoe, 2008; Cash & Swatuk, 2010; Madzhivandila & Asha, 2012; Akinboade *et al.*, 2013; Beyers, 2015).

Research findings further demonstrated that the IDP contributes to the improved service delivery in many communities as it makes use of available resources effectively to deliver the communities' felt needs and priorities (Mojapelo, 2007). Valeta and Watson (2008) share similar sentiments, that the effectiveness of IDP as a strategy for improved service delivery depends to large extent on the ability to effectively and efficiently allocate resources to deliver on the agreed priority needs of communities. The IDP contributes positively in enhancing service delivery to the municipalities as it identifies key developmental objectives which are translated into programs and projects that reduce the underlying causes and symptoms of service delivery backlogs and delays (Sinxadi & Campbell, 2015). The IDP as a policy framework reduces poverty through multi-sectoral programmes that include a variety of developmental initiatives including provision of services such as water, sanitation, electricity and housing (Phago, 2009). However, many

critiques have been raised regarding the failure and inability of the IDP to enhance service delivery (Tsheola & Mokgokong, 2012).

Several municipalities are struggling to operate and maintain their service standards in a cost-effective and sustainable manner and the result is the prolonged disruptions in service delivery. Asha (2014a) asserted that for the effectiveness of the IDP to improve service delivery, it must be seen as a tool that promotes co-ordination between local, provincial and national government. Tsatsire, Taylor and Raga (2010) assert that no single sphere of government can in isolation provide services and deal with challenging backlogs in service delivery. They further indicated that services should be provided in collaboration with other spheres of government. It is therefore a matter of fact that service delivery backlogs still exist in many communities (Phago, 2009; Makalela, 2016). This is because many municipalities are in distress and largely dependent on the fragmented use of the IDP which results in the planning that is not reflective of the actual needs and priorities of households' service delivery beneficiaries.

2.7. Conclusion

This chapter explored the efficacy of the IDP in enhancing basic service delivery. It has highlighted, as a base, the IDP process including its distinctive phases, the IDP review process and public participation which endure looking at its typologies, benefits and legal requirement. Furthermore, various policy prescripts and legislation governing IDP and service delivery were provided. Additionally, IDP as a strategic tool and approach to development planning is shown to be confronted by several challenges which places many local governments in distress in terms of producing credible IDPs that are truly reflective of the actual needs and priorities of communities. The aforementioned challenges of the IDP serve as impediments and pose a deleterious threat towards attainment of municipal services. The subsequent chapter encompasses pragmatic experience of the IDP and service delivery in the South Africa context.

CHAPTER 3

THE NATIONAL, PROVINCIAL AND LOCAL CONTEXT

3.1. Introduction

Over the last number of years, the multiplicity of scholars and the development literature explicitly elucidated that it has become evident that development interventions were pragmatically viewed as being inadequate in dealing with the wide range and the complexity of developmental challenges (Mashamba, 2008; Phago, 2009; Beyers, 2015). It is clear that for South African municipalities to be functional and effective, it is highly imperative and paramount for municipalities to efficaciously execute the developmental mandate of local government as enshrined in the preamble of the Constitution of South Africa. To realise this developmental mandate, the IDP has been introduced as a coherent strategy for ensuring and enhancing basic service delivery (Nkuna, 2011; Tsheola & Sebola, 2012; Makalela, 2016). The IDP implemented in 1994 evolved as an approach that promotes integrated governance with the purpose to overcome the unprecedented planning injustices of the apartheid era (Gueli, Liebenberg & Van Huyssteen, 2007). A multiplicity of scholars highlighted and posit that the South African approach to development, notwithstanding its imperfections, is centred on integrated governance, and it has, to some extent, played a salient role in accelerating service delivery in previously disadvantaged areas.

The literature on IDP and service delivery in South Africa has gained popularity and become ubiquitous given the prevailing and obtrusive long-standing patterns of service delivery backlogs and the drastic incidents of service delivery protest stemming from inadequate service provision and dissatisfaction (Mashamaite, 2014). This chapter provides a background and discussion of the efficacy of IDP and service delivery planning and implementation in South African context. The chapter further puts its focus on the examination of the extent of IDP planning and implementation in the South African context. The following sub-sections will also be provided in this chapter: Demographic profile of South Africa, the origin and evolution of IDP planning and implementation,

poverty as an indicative measure for successful planning and implementation of the IDP. This chapter cascades to provincial level and concludes with the study area.

3.2. National context

South Africa over the past several years has experienced unprecedented increased service delivery protests which were often marred by violence and civil unrest (Mbele, 2010). Continually, most of the service delivery protests in the country are often characterised by water shortages, electricity issues, poor roads, housing and unemployment.

3.2.1. Demographic profile

South Africa is estimated to be the home of about 54 million people, distributed across the nine provinces into which the country is divided (Table 1.1) (Stats SA, 2014). South Africa is a unitary state that is divided into three distinctive and interrelated spheres of government which are as follows: the national, provincial and local government (RSA, 1996). There are three categories of municipalities which are as follows: category A is the metropolitan municipalities; category B is local municipalities and lastly category C is the district municipalities. The division of powers and functions may differ in cases where the responsibilities of the categories overlap. Hence, capacity, revenue and other local circumstances must be taken into consideration. Therefore, with that being said, the country is further divided into 8 metropolitan, 44 districts and 226 local municipalities (Stats SA, 2014).

Table: 3.1. South Africa's population distribution by provinces

Province	Population estimate	% of total population
Eastern cape	6 916 900	12,6
Free state	2 817 900	5,1

Gauteng	13 200 100	24,0
KwaZulu-Natal	10 919 100	19,9
Limpopo	5 726 800	10,4
Mpumalanga	4 283 900	7,8
Northern cape	1 185 600	2,2
North west	3 707 000	6,7
Western cape	6 200 100	11,3
South Africa	54 956 900	100

Source: Stats SA (2011)

The above table indicates the South African population distribution by provinces. Therefore, Lepelle-Nkumpi Local municipality is one of the municipalities in Limpopo province. The above table indicates that Limpopo province is the fifth largest province in the country in terms of the population size. It trails behind Gauteng (13,2 million), KwaZulu Natal (10, 9 million), Eastern Cape (6.9 million), and Western Cape (6.2 million).

3.3. Development planning in Prior and Post-Apartheid era

3.3.1. Planning in South Africa Prior-1994

It is anecdotal that planning in the 1930s at the local level was done on a racially segregated basis and within top-down apartheid superstructures. Ordinarily, planning was more concerned with the perceived needs of the privileged group of people in society (Mojapelo, 2007). Given the pervasive nature of planning, it gave very scant attention to issues of environmental sustainability, economic viability, poverty alleviation, and social health and welfare and focused on control of sectorally-structured infrastructure delivery programmes by the public sector (DPLG, 2000b). Juxtaposing this, provincial government on the other hand had no clear roles regarding provincial and regional planning but however were responsible for controlling local level planning through the provision of various Town Planning Ordinances. Therefore, municipalities stood in a subservient position to provinces and plans prepared by municipalities as well as land development proposals were to be submitted to the provincial administration for approval.

Continually, the development literature on the evolution of service delivery in South Africa indicates that South Africa was deeply marked by its distinctive histories of colonial conquest, characterised by some upheavals from service delivery fragmentation (Nnadozie, 2013). During that epoch, black South Africans were stifled and denied their basic rights such as decent houses, water, electricity and other services (Hemson & Owusu-Ampomah, 2005). According to Henrard (2002), the apartheid system is said to have started after the victory of the National Party (NP) in 1948, but the symptoms were already visible in the country. Under the auspices of the apartheid system many South Africans were denied access to basic rights and as such, local government also experienced subjugation and racial segregation (Mabokela & Mawila, 2004). Furthermore, the provision of services predominantly favoured the white minority (Nnadozie, 2013). The apartheid system was also characterized by the central policy of 'divide and rule' which was aimed at ensuring white dominance by dividing along racial and ethnic lines (Bennett, 1995; Henrard, 2002).

3.3.2. Planning in South Africa Post-1994

New planning approaches became evident in 1992 through the document drafted by the African National Congress (ANC) on policy guidelines for a democratic South Africa, which explicitly makes clear provisions that municipal planning should inculcate and ensure maximum involvement of all communities and stakeholders. It should be aimed at ensuring integrated and sustainable development, it should strive to break down apartheid privilege, geography, and institutional structures; it should be directed at those in greatest needs and also be focused on delivering an ample amount of services to the local service delivery beneficiaries (DPLG, 2000a). Therefore, the aforesaid suggested the introduction and implementation of the IDP to be used at the local level. Thus, the end of apartheid and the first all-race elections of 1994 marked a turning point in the socio-economic and political landscape of South Africa. The ANC shaped most of government policies, focused on redressing the injustices and inequalities of the past (Henrard, 2002; Zulu & Parumasur, 2009).

Sihlogonyane (2015) stated that the mood of transformation, especially in terms of service planning and implementation in the past development effort of apartheid planning practices, was characterised with top-down authoritarian modernist systems which served as impediments to effective service provision to rural households. Ultimately, the post-1994 government enacted the bottom-up post-apartheid democratic system. It became apparent that the government of the post-apartheid epoch entrusted the delivery of an ample amount of services to the local sphere of government (Madzhivandila & Asha, 2012). They further indicated that the delivery of such services by the local government was legally guided by the 1996 Constitution, in which local municipalities are required to render services to address the existing service delivery backlogs that have accumulated over years of separate development (RSA, 1996).

3.4. Poverty and Basic Service Delivery

South Africa is confronted and faced by many developmental challenges, *inter alia*, poverty, under-development, unemployment, inequality and lack of good governance (Muller, 2006). Over and above these, poverty is still an alarming issue despite the government exertions to deal with it (Luyt, 2008). The reduction and the tackling of poverty has become a priority in South Africa's development agenda and most international development agencies such as the United Nations (UN), World Bank (WB), and International Monetary Fund (IMF) have invested large amounts of resources to assist African nations to reduce it (Fehnel, 1995). Poverty is ubiquitous, trans-contextual, nebulous and a complex phenomenon (Qizilbash, 2000), and it is interpreted in different ways by various authors. As such it is highly imperative to comprehensively understand the poverty from different perspectives, given its multidimensionality in nature. Therefore, the following perspectives of poverty are found to be intrinsic in the study:

According to Davids, Theron and Maphunye (2009), the income perspective of poverty categorises people as poor if their income falls below a defined income measure. This perspective takes note and consideration of poverty income line. The poverty income line is defined as the level at which households have sufficient income for a specified amount

of food to feed the household (Luyt, 2008). In South Africa, for example, different research surveys on poverty use income as a way of defining poverty. Davids, Theron and Maphunye (2009), demonstrated that the problems associated with income perspective and postulated that an ample amount of very poor people tends to depend on non-income sources of support. This is a result of having to accumulate support from other extended family members, for example through the remittance. Important to note, is that the use of income as the sole measurement of poverty is to be avoided because it only relies on the simplistic assumption that the solution to poverty lies in full employment. It also might lead to a dependency syndrome whereby the poor rely exclusively on social welfare.

3.4.1. The basic needs perspective

The high rate of unemployment in South Africa and other developing countries leads to a situation whereby the affordability of the plethora of basic human needs becomes a challenge and elusive. Despite the attempts of the ANC government in the delivery of services to the poor, especially in the fields of housing, water and sanitation, electrification, health and education, the dividends resulting from increased pro-poor social expenditure by the state have proved disillusioning in terms of reducing poverty, and in addressing on-going basic and socio-economic needs of the poor (Luyt, 2008). In the basic needs perspective, poverty is interpreted as a condition whereby households are unable to meet or attain necessities (Malefane, 2004).

3.4.2. The social exclusion perspective

Social exclusion as a facet of poverty refers to the denial or absence of social contact, which fundamentally distinguishes exclusion. Social exclusion connects poverty with issues of citizenship. Social exclusion occurs when a person is being excluded from social activities, decision making, social services, the right to citizenship, family and community support (Adato, Carter & May, 2006). According to Frye and Magasela (2005), social exclusion is a dynamic process which causes a static condition of poverty. Social exclusion emanates from the way society, laws and systems are structured. The social

dimension of exclusion denies poor people the opportunity to participate in the mainstream of economic activities. These include groups who are subjected to various forms of disadvantages which include poverty and its effects, such as poor health, poor social networks, and limited or no access to basic services like education and housing (Rispel, Molomo & Dumela, 2008).

Poverty reduction and the provision of basic municipal services to the poor have been given a high priority by the South African government. In its quest to effectively address poverty and inequality, the South African government has passed various policies and legislation. The most notable among these policies and legislation are the Constitution of the Republic of South Africa (RSA), 1996, *Reconstruction and Development Programme (RDP)*, 1994 and 1996, White Paper on Local Government, 1994, Municipal Structures Act, 1998, Municipal Demarcation Act, 1998, *Municipal Systems Act, 2000*, and more recently, the *Accelerated Shared Growth Initiative of South Africa (ASGISA)*, 2006, that replaced the much criticized *Growth, Employment and Redistribution (GEAR)* policy adopted in 1996. The *Constitution of the Republic of South Africa*, 1996, mandates the local government sphere to be developmental in nature. The developmental objectives of the local government make provision for services to be delivered in a sustainable and consultative manner (Ababio, 2004). The *Municipal Systems Act (2000)* obliges the municipalities to determine development strategies with which they can reduce poverty. That is through the planning and the implementation of IDP, wherein community members come as collective to identify the variety of services that suits their needs and aspirations.

3.5. Service Delivery in Post-Apartheid South Africa

The development literature on the evolution of service delivery in South Africa indicates that South Africa was deeply marked by its distinctive histories of colonial conquest characterised by some upheavals from service delivery fragmentation (Nnadozie, 2013). During that epoch, black South Africans were stifled and denied their basic rights such as decent houses, water, electricity and other services (Hemson & Owusu-Ampomah, 2005). According to Henrard (2002), the apartheid system is said to have started after the victory

of the National Party (NP) in 1948 but the symptoms were already visible in the country. Under the apartheid system South Africans were classified by the law as whites, blacks, coloureds and Indians (Mabokela & Mawila, 2004). Local government was therefore also classified in terms of the racial segregation and division. Such a division meant that the provision of services was centred among the dominant race which was at that time white. This system marginalized non-white population groups from most aspects of national life and effectively side-lined them (Nnadozie, 2013). The apartheid system was also characterized by the central policy of 'divide and rule' which was aimed at ensuring white dominance by dividing along racial and ethnic lines (Bennett, 1995; Henrard, 2002).

The end of apartheid and the first all-race elections of 1994 marked a turning point in the socio-economic and political landscape of South Africa. The African National Congress (ANC) shaped most of government policies, focused on redressing the injustices and inequalities of the past (Henrard, 2002; Zulu & Parumasur, 2009). Sihlogonyane (2015) stated that the mood of transformation, especially in terms of service planning and implementation in the past development effort or apartheid planning practices, was characterised by top-down authoritarian modernist systems which served as impediments towards effective service provision to rural households. Ultimately, the post-1994 government enacted the bottom-up post-apartheid democratic system. It became apparent that the government of the post-apartheid epoch entrusted the delivery of an ample amount of services to the local sphere of government (Madzhivandila and Asha, 2012). They further indicated that the delivery of such services by the local government was legally guided by the 1996 Constitution, in which local municipalities are required to render services in order to address the existing service backlogs that have accumulated over years of separate development (RSA, 1996).

Service delivery in the South African local government realm is hampered by several challenges that serve as impediments towards poverty reduction at the local level. South Africa has taken a significant and positive stride towards the promise of developmental local government. However, most municipalities are still plagued by significant challenges of service provision (Beyers, 2015). Some scholars indicated that the delivery of social

and economic development requires concerted effort and a more coordinated approach from local government (Akinboade, Mokwena & Kinfack, 2013; Beyers, 2015). The State of Local Government report indicated that many municipalities in South Africa were in a serious distress. These municipalities were proved to have difficulties primarily in delivering expected services to household's service delivery beneficiaries in communities (Cooperative Governance and Traditional Affairs (CoGTA), 2009a). As part of the service delivery approach, CoGTA is required to design a focused intervention for small municipalities to cope in the arena of delivering services to local communities. The focused intervention involves helping struggling municipalities to focus on planning for the delivery of a floor of services (CoGTA, 2009a).

Some scholars such as Manyaka and Madzhivandila (2013) articulated that the contemporary unprecedented challenges of service delivery were imposed by the apartheid government. Therefore, it signals a shift for the new democratic dispensation to speedily deal with those injustices and imbalances in relation to service delivery. However, the Human Science Research Council (2003) postulated and argues that some of the conundrums and predicaments confronting local government were not solely as the result of apartheid legacies *per se*, but rather they were created by the democratic government through the invention of the plethora of prolific socio-economic policies such as RDP, GEAR, and ASGISA, in which they are pragmatically deemed to have failed the South African citizens.

Among other challenges and backlogs confronting South African municipalities in delivering services are the following: lack of project prioritization, poor integration of various sector plans in the service delivery planning, poor planning and budgeting (CoGTA, 2009a; Dikotla, Mahlatji & Makgahlela, 2014). Madzhivandila and Asha (2012) indicated a vast number of challenges that are found to be prevalent in local government and which hinder the progress on service delivery. The following are the challenges outlined:

- Slow pace of service delivery and dissatisfaction with municipal performance regarding water and sanitation facilities, electricity and housing
- Higher levels of poverty and unemployment in rural areas where conditions of living are relatively worse, compared to urban and metropolitan areas
- Widespread corruption and nepotism within all spheres of government structures have drained the credibility and the ability of local government to provide the dividends of democracy to the people
- Low level of participation by community and community groups in local government integrated development planning processes, budgeting and monitoring as well as evaluation
- Growing demands for municipal basic services due to population growth creating consistent service delivery backlogs at grassroots level
- Lack of responsiveness, accountability and transparency on a local scale, undermining trust and healthy relationships between municipalities and communities
- Weak collaboration and co-operation among different service providing departments and local government institutions creating fragmentation, rather than integration.

As Madzhivandila and Asha (2012) have attempted to summarize the challenges that confront local government and have negative bearing in the capacity to deliver services, it should not be assumed that these are the only stumbling blocks. The development literature on the other side demonstrated that there are also other intrinsic factors that contribute to the failure of the municipality to deliver services effectively. Among others, they are inadequate financial capacity in the local government and the mismatch of political and administrative functions at the municipal level (Beyers, 2015). According to Fjeldstad (2003) and Mbele (2010), the major challenge that serves as a predicament to many South African municipalities is inadequate collection of service charges due to widespread non-payment of municipal services. However, the latter does not withstand the reasonability to assume that there is a correlation between the ability to pay and the willingness to pay.

The South African Local Government is also on the other hand confronted by an ample amount of service delivery protests. The latter is found to be causing deleterious impacts on the well-being and improvement in people's lives. The *Constitution of the Republic of South Africa* (1996) through the Bill of Rights guarantees the right of the citizens of the country to be provided with houses, jobs, better health services, better education, electricity, water etc. Therefore, the failure of the local government to deliver on the latter resulted in civil unrest through protests and marches to demonstrate the dissatisfaction (Mashamaite, 2014). It is conspicuous that South Africa has observed unprecedented service delivery protests and demonstrations in most local municipalities around the country (Zubana, 2011; Clark, 2010).

Some scholars such as Managa (2012) argued that government's faith in local government as the sphere that is closest to people and as the delivery arm of the state is not shared by citizens. Managa (2012) further argued that local government is the least trusted of all public institutions in the country, and that has been the case since the first elections in 2000. This is evidenced by the study undertaken by the Human Sciences Research Council's Social Attitude Survey for 2003 which shows that only 43% of South Africans trust local government. This shows that while the new system of local government has been established with genuine intentions to positively affect democracy and to bring about social and economic delivery to the people, the system has not lived up to expectations. In summation, this has left ordinary people to conclude that the current local government is failing to provide services to communities. However, the salient point to remember is that this does not entirely suggest that local municipalities are completely dysfunctional and ineffective in addressing the basic needs of communities (Madzhivandila & Asha, 2012).

Alexander (2010) argues that the service delivery protests across the country became obtrusive and rife in 2004, varying from protest to protest and from community to community. Managa (2012) confirmed that since 2004 an unprecedented wave of popular and violent protests has flowed across the country. In 2004 for example, 10 widely

publicised protests incidents were reported across the country and this number rose to 35 in 2005, which marked the beginning of social unrests characterised by violent acts from dissatisfied and angry communities. During a period between 2009 and 2010, a staggering 105 and 111 service delivery protests took place respectively in all provinces with the exception of Limpopo, while in 2011 there were fewer protests around the country (Managa, 2012). According to the Municipal IQ, an independent monitor of service delivery protests and trends, they recorded a number of 584 protests between 2009 and 2013 and with 2012 recorded the highest number of protests since the first recorded protests in 2004. Given the variations in terms of trends and patterns of service delivery protests recorded, some scholars demonstrated that the reason for escalation could be the fact that the previous government administration failed to implement the promises made in the manifesto of the ruling party for a better life for all (Alexander, 2010; Managa, 2012; Mashamaite, 2014).

3.5.1. Integrated Development Plan (IDP)

Since the promulgation of the IDP, various local municipalities experienced a shift from macro-level development thinking towards a micro-level people-centered development approach (Davids, Theron & Maphunye, 2009; Asha, 2014a). The IDP is conspicuously at the core of South Africa's post-apartheid municipal planning system which is more of an inclusive participatory approach where all affected individuals must be consulted, particularly the previously disadvantaged group (Cash & Swatuk, 2010). The IDP is adopted to facilitate active participation of all stakeholders or groups of people in the process of planning and implementation (Cash & Swatuk, 2010; Asha, 2014a)

The development literature indicates that there are an ample number of reasons why municipalities should have an IDP. Amongst other reasons, the IDP is pragmatically deemed to help the municipality to effectively use resources to satisfy the most critical needs for communities (Nnadozie, 2011). Therefore, the latter culminated at the enhancement and speeding up of service delivery which is inextricably as the results of IDP (Koma, 2012). The Education and Training Unit (ETU): Local Government in South

Africa states that there are six reasons why municipalities should have an IDP. The reasons are as follows:

- Effective use of scarce resources

The IDP assists municipalities to focus on the most salient needs of communities taking into cognizance a wide range of available resources within the municipal jurisdictional area (Mathye, 2002; Council for Scientific and Industrial Research (CSIR), 2011). While according to Pretorius and Schurink (2007), the municipality aims to effectively use available scarce resources efficiently in order to meet the growing community demands. Moreover, scholars such as Mojapelo (2007) explicitly warned that in ensuring efficient use of scarce resources, local municipalities on the other hand must find an amicable and most cost-effective way of providing services.

- IDP enhances and speeds up service delivery

The IDP must be strategically able to make some form of identification with regards to municipal areas that are under-serviced and most impoverished and postulate as to where municipal funds should be spent. The IDP provides deadlock-breaking mechanisms to ensure that projects and programmes are implemented efficiently and effectively to service communities (Ababio, 2004; Paradza, Mokwena & Richards, 2010). Thus, services identified need to be in concomitant with the community needs.

- IDP helps to attract additional funds and investors

It is unabatedly and pragmatically demonstrated that the government and private sector are much more willing to make some form of investments where municipalities are strategically in a position to articulate and have clear development plans or business plans that show elements of prosperity (Carrim, 2011). This is basically to say, a clear articulation of development plans by the municipality makes it possible for the municipality to attract different investors with different interests to invest in the municipal area of jurisdiction and thus also have a positive impact on the improvement of the local economic development of the area.

- IDP can strengthen democracy

Through the active participation of all the important stakeholders, decisions are made in a democratic and transparent manner. Therefore, the inception of public participation emerged as a principle which was also advocated by the democratic government to ensure that all citizens have a choice in matters that affect the government (O'Neal, 2000; Reddy, 2010; Cash & Swatuk, 2010). Moreover, some scholars such as Borroughs, Rukhadze, Kvatchadze, Gaprindashvili and Izoria (2012), stated that for democracy to flourish, citizens must be involved and play an integral role through participatory platforms provided by the IDP.

- IDP helps to overcome the legacy of apartheid

Municipal resources are used to integrate rural and urban areas and to extend services to the most impoverished. Development during the apartheid regime left its imprints on separation and segregation, whereby certain segments of the population were excluded from the municipal services (Manyaka & Madzivhandila, 2013). It is also arguable that it is by the virtue of the IDP that those planning injustices and imbalances exerted by the apartheid are redressed, by providing services to all the citizens of a municipal community.

- IDP promotes intergovernmental relations

Inter-governmental relations refer to the relationship between the spheres of government (Edwards, 2008; Tryna, 2008). In terms of section 40(1) and (2) of the constitution of 1996, 'the three spheres of government are distinctive, interdependent and interrelated'. Provincial and local government are spheres of government in their own right, and are not a function or administrative implementing arm of national or provincial government respectively (Malan, 2005). Although the three spheres of government are autonomous, they exist in a unitary South Africa, and they have to work together on decision-making and must co-ordinate budget, policies and activities, particularly for those functions that cut across the spheres. The different spheres of government are encouraged to work in a coordinated manner to tackle the development needs in a local area.

3.6. Provincial Context

Limpopo Province is in the northern part of the country and it shares borders with Zimbabwe, Mozambique and Botswana. The province is divided into 5 District Municipalities and 25 Local Municipalities. Limpopo is the link between South Africa and countries further afield in Sub-Saharan Africa. On its southern edge, from east to west, it shares borders with the South African provinces of Mpumalanga, Gauteng and North West. Its border with Gauteng includes that province's Johannesburg-Pretoria axis. Limpopo province is one of the poorest provinces in the country, with approximately 14% of households having no form of income, compared to the national level where the figure stands at 15% (Lepelle-Nkumpi IDP, 2015/2016).

3.6.1. Demographic profile

In terms of demographics, Limpopo Province is estimated to be the home of about 5 million people distributed across 5 districts found in the province, which are as follows: Vhembe, Mopani, Greater Sekhukhune, Waterberg and Capricorn district.

Table 3.1. Population distribution among districts in Limpopo Province.

District	Population estimate	% of total population
Vhembe	1 294 722	24
Mopani	1 092 507	20
Greater Sekhukhune	1 076 840	20
Waterberg	679 336	13
Capricorn	1 261 463	23
Limpopo	5 404 868	100

Source: Stats SA (2011)

The table above indicates the population distribution per district. Lepelle-Nkumpi municipality falls under Capricorn district municipality. Capricorn municipality is making the second largest municipality in the district with a population size of (1.2 million), The

district municipality with the largest share of the population in the province is Vhembe with a total of (1.29 million), Mopani (1 million), Greater Sekhukhune (1 million), and Waterberg (679 thousand). The population consists of several ethnic groups distinguished by culture, language and race. A total of 93.3% of the population is black, 2.4% is white, 0.2% is colored, and 0.1% is Indian/Asians. The province has the smallest percentage and second smallest total number of whites South Africans in the country. It also has the highest Black percentage out of all the provinces.

The Northern Sotho people make up the largest percentage of the black population, being 52% of the province. The Tsonga people comprise of about 17.0% of the province; the Tsonga also comprise about 11.5% of Mpumalanga province since the southern part of their homeland, Gazankulu, was cut off from Limpopo and allocated to Mpumalanga. The Venda make up about 16.7%. Afrikaners make up the majority of Limpopo's white population, about 95 000 people; English-speaking whites number just over 20 000. Vhembe district has the smallest share of white people in Limpopo, about 5000 in total, while the Waterberg district has the largest share of whites, with more than 60 000 whites residing in the district. However, coloureds and Indians make up a very small percentage of the province's total population. The province has excellent roads, rail and air links. The N1 route from Johannesburg, which extends the length of the province, is the busiest overland route in Africa in terms of cross-border trade in raw materials and beneficiated goods. The port of Durban, South Africa's busiest, serves the province directly, as do the ports of Richards Bay and Maputo.

Tourism is one of the three pillars of the Limpopo economy, along with mining and agribusiness. The province accounted for 5% of all foreign tourist bed nights in South Africa, numbers which are showing strong annual growth. The 93 million tourism budget for 2010/2011 represents 11% of Limpopo's total budget. The Limpopo Department of Economic Development, Environment and Tourism has targeted the province as a preferred eco-tourism destination. Its Environment and Tourism Programme encompasses tourism, protected areas and community environment development to achieve sustainable economic growth. Notwithstanding the fact that Limpopo is one of

the poorest provinces, however, it is rich in wildlife, which gives it an edge in attracting tourists. Important to realize is that both the private and public sector are investing in tourism development.

The province is also rich in mineral deposits which include the platinum group metal, iron ore, chromium, diamond and copper, as well as mineral reserves like gold. Mining in the province contributes to over a fifth of the provincial economy. Agriculturally, the province is known to produce sunflower, cotton, maize and peanuts. The latter are mostly found to be cultivated in the Bela-Bela and Modimolle areas. Modimolle is also known for its table grapes. Tropical fruits such as bananas, litchis, pineapples and mangoes are grown in the Tzaneen and Louis Trichardt areas. Tzaneen is also at the center of extensive citrus, tea and coffee plantations and a major forestry industry. The province is a typical developing area, exporting primary products and importing manufactured goods and services. It is also one of the poorest regions, with a big gap between poor and rich residents, more especially in rural areas. However, Limpopo's economy and standard of living have shown great improvement.

3.6.2. Rural household poverty and basic services

It was long observed that, in order to alleviate the level of poverty in local communities, there is a need to revamp development strategies to hold a pivotal role (Borole, 2013). The government on the other hand subsequently identified intrinsic and rudimentary strategies to effect the transformation (Van der Walt, Venter, Van der Walt, Phutiagae, Khalo, Van Niekerk & Nealer, 2007). Additionally, in the quest for transformation that was apparent in the ANC, it led the government to unveil the RDP which serves as the basis for formulation of strategies for uplifting communities. The RDP is meant to result in the social upliftment of the poor, which was imbedded within the following principles: integration and sustainability, people-driven development, and meeting the basic needs of building infrastructure (RSA, 1994). The national government has to make some form of intervention that explicitly set out directives that compel districts and local municipality to prepare their own strategic development plan which is ultimately called integrated

development planning. Municipalities are required especially by the *Local Government: Municipal Systems Act, 32 of 2000* to formulate and implement integrated development planning that is to assist in dealing with the triple challenges which include among others to alleviate poverty (RSA, 2000; Muller, 2006).

Integrated development planning is the means to achieve developmental and participative local government, requiring that different departments collectively link their plans, objectives, budgets, resource auditing, and performance monitoring and community consultation in a process of cooperative governance (Koma, 2010). To effectively alleviate poverty at the grass root level, IDPs should align all available resources towards development goals, integrate local activities and prioritize objectives (Borole, 2013). IDPs should put much emphasis on effective and affordable service delivery, local development and community participation (McEwan, 2003). Some other scholars argue that the functional IDP process is the one which can identify the real needs of the people and break down into sectoral issues such as water, health, electrification and housing, so that the precipitous decline in poverty can be observed (Mashamba, 2008; Beyers, 2015).

The IDP saliently assigned community participation to take the center stage, which will in turn assist to tie the people closer and enable them to determine their own form of development that is in line with their developmental needs and priorities (Madzhivandila & Asha, 2012). For example, in term of section 15(1) of the constitution, developmental local government should make provision for a democratic and accountable government for communities, to ensure the provision of services to communities in a sustainable manner to promote social and economic development (RSA, 1996). The Constitution further highlights that municipalities should structure and manage their administration processes in a way that gives effect to the basic needs of communities. There are evidently a lot of government responses using policies in place to reduce poverty. RDP for example, is a socio-economic framework that is based on the principles of integration, sustainability and people-centered processes, peace and security and meeting the basic needs. The RDP is aimed to reduce poverty by focusing on building low cost houses, provision of and access to electricity and provision of running water.

3.7. Provincial Policy Frameworks and Strategies

It is succinctly clear that the role of local government in promoting economic growth, job creation and alleviation of poverty has been supported by an array of policy frameworks and prescripts formulated by the South African government (Koma, 2012). This has clearly and strategically positioned the sphere of local government to be developmental both in form and content. An important feature of developmental local government is the *White Paper on Local Government of 1998*. The *White Paper on Local Government of 1998* was promulgated to uphold the developmental local government provisions as enshrined in the Constitution of 1996. Developmental Local Government is defined as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives”(RSA, 1998). According to De Visser (2009), developmental local government is characterised by four landscapes which are: maximisation of economic growth and social development, integration and co-ordination, democratisation of development, and leadership and learning.

3.7.1. Provincial Growth and Development Strategies (PGDS)

Despite the inherent strengths of developmental local government, there is also a need to take into consideration the Provincial Growth and Development Strategies (PGDS). According to DPLG (2005), provinces have a salient role to play in contextualising national requirements and grounding them with the certainties and specificities of each province, and guiding municipalities in the development and implementation of various municipal projects and programmes through the IDP to sustain their development. The development literature indicates that PGDS is a critical tool to guide and coordinate the allocation of national, provincial and local resources and private sector investments for the purpose of achieving sustainable development outcomes (Mojapelo, 2007). The PGDS is based on the long-term view of a province development route map. The PGDS provide an explicit development framework of the whole province. One of the integral cornerstones for effective PGDS is a thorough understanding of provincial endowments

and assets, and provincial growth areas and constraints, along with making determination as to how they are changing over time (DPLG, 2005). The institutional arrangements and resource requirements to meet the challenges must be identified, appreciating that some of the resources and capacities required may reside in the national and local sphere. This should inform the different choices around resource allocation, usage and compromises. The SDBIP and the PGDS are critical tools which ought to be incorporated into municipal planning. This allows local government to function within the precincts of the development objectives of the province and to ensures intergovernmental relations within the three spheres of government (DPLG, 2005a).

3.7.2. Limpopo Growth and Development Strategy (LGDS)

In addition to PGDS, the Limpopo Growth and Development Strategy (LGDS) also on the other hand provides a vision for development that reflects the development priorities in terms of social needs and competitive economic growth potential of the province, which is also consistent with national imperatives (LGDS, 2004). The National Spatial Development Perspective (NSDP) provides a framework for development planning and for alignment between national plans, provincial growth and development strategies, as well as the IDPs. The LGDS must be sensitive to the challenges within the provincial competencies as mandated by the constitution (LGDS, 2004). The LGDS is a combination of both top-down (broader provincial perspective cascading across districts) and bottom-up (IDP projects and programmes) planning projects (LGDS, 2004). The national and provincial departments should be included in the Integrated Development Planning of districts and local municipalities. Provincial and municipal planning engagement with regard to development planning is essential to establish a common understanding in terms of development policies, strategies and trajectories (Koma, 2012). The interactions will promote the role of district and local government as implementing agents of national and provincial development objectives. The LGDS also provides a platform for the district and local government to inform the PGDS during the cyclical planning process.

3.8. The Local Context

In South Africa, the IDP concept was introduced into the local government ambit to improve municipal capacity for planning and implementing services and development to local service delivery beneficiaries (Asha, 2014b). According to section 152 of the Constitution, 1996, the IDP became prevalent in South African municipal affairs in 1996 as a form of strategic document for local government to guide all planning and decision making in a municipality. The IDP is a legal document which is guided by various pieces of legislation which guarantee its formulation, adoption and implementation by local government. *Inter alia*, the *Local Government: Municipal Systems Act 32 of 2000* section 25(1) decides that local council must within the prescribed period adopt a single, inclusive and strategic plan for the development of the municipality (RSA, 2000). Since the promulgation of the IDP, various local municipalities experienced a shift from macro-level development thinking towards a micro-level people-centred development approach (Davids, Theron & Maphunye, 2009; Asha, 2014b). The IDP is conspicuously at the core of South Africa's post-apartheid municipal planning system which has more of an inclusive participatory approach where all affected individuals must be consulted, particularly previously disadvantaged groups (Cash & Swatuk, 2010). The IDP is adopted to facilitate active participation of all stakeholders or groups of people in the process of planning and implementation (Cash & Swatuk, 2010; Asha, 2014b).

Lepelle-Nkumpi Local Municipality is one of the five local municipalities within Capricorn District Municipality in Limpopo Province and is in the southern part of Capricorn District. The municipality is predominately rural and covers 3, 454.78 kilometres squared, which represents 16% of the district total land area. The municipality consists of about 93 settlements distributed across 29 wards.

3.8.1. Demographic profile

According to Statistics South Africa's (2011) results, the municipality has an estimated population of 230 350 people with a total of 59 682 households and an average household size of 3.9 (Lepelle-Nkumpi IDP 2015/2016). The population of Lepelle-Nkumpi Local Municipality has grown by 10%, second fastest after Polokwane, during the last ten years after a sharp decline between 1996 and 2001 when its growth was slower than the rest of the District. The municipality is the second largest in the District, harbouring 18% of District population, whereas Polokwane Municipality is the biggest and constitutes about 50% of the District population. The municipality consists of 29 wards with an average size of 8000 people as opposed to wards 22, 15 and 26 which are largest with a population size of more than 10 000 people each. The population of Lepelle-Nkumpi Local Municipality is dominated by young people below the age of 35 years old who constitute 69% of the total population (Stats SA, 2011).

Statistics South Africa (2011) demonstrated that in terms of the level of education, there is only 33% of the population with matric and above qualification, among people 20 years and older. In addition, 67% has no matric, having left school at primary or secondary levels. The municipality is also on the other hand characterised by an alarming high percentage of females without schooling or with minimal education qualifications in the municipality and the District alike, even though there are also many women with matric and post matric qualifications. Lepelle-Nkumpi Local Municipality experiences a high prevalence of poverty, with more than 15% of the households without any form of income (Lepelle-Nkumpi IDP 2015/2016). Furthermore, an analysis of Digital Spatial Boundaries from the Census (Stats SA, 2011) demonstrated that the high-income earners of R 155 801 and above in the municipality are concentrated mostly in the township of Lebowakgomo, which is the only pure urban area within the municipality. The unemployment rate in the municipal area accounts for 48%, even though there are occasional slight improvements (Stats SA, 2011). The unemployment rate at the municipal level is much higher than that of the District and the province. It is also evident

that the highest employment sectors in Lepelle-Nkumpi are government, community and retail sectors which together contribute 65% of employment.

3.8.2. The level service delivery in the municipality

Statistics South Africa (2011) again indicated that there is a plethora of different services that the municipality continues to offer a vast amount of people at the municipal level. The Census 2011 results further demonstrated that 75% of households have access to water above the RDP standard, compared to 65% in 2001. It is further conspicuous that much progress has been made among people who receive water in their yards and houses, which constitutes 51%, up from 35% in 2001. Therefore, this basically means that lot of work still need to be done regarding a backlog of 14501 households that still need to be served. The municipality is still in process with a plan to provide or supply households with reliable and uninterrupted potable water within 200 meters at the yard level. The latter is deemed to be possible simply because the municipality falls under the District that is declared as Water Service Authority. In that regard the municipality has managed to install reticulation infrastructure to ensure the supply of water to residents. Lepelle-Nkumpi IDP (2014/2015) indicated that free basic water is provided to all households outside Lebowakgomo Township who are estimated at 51 000 or 194800 individuals. Furthermore, there are 430 more households in Lebowakgomo who receive free basic water.

3.8.3. Municipal policy frameworks and strategies

Municipalities are guided by various pieces of legislations to develop and implement integrated development planning. Legislations guide and influence the planning and implementation process of the municipal IDPs. The following pieces of legislations will be discussed.

- *Constitution of the Republic of South Africa, Act 108 of 1996*

The *Constitution of the Republic of South Africa of 1996* shaped local government as the epicenter of the government delivery system and eradication initiatives aimed at the heart of poverty (Mogale, 2003). Section 151 of the Constitution, requires the local government to promote democratic and accountable government in their communities in a way that it will ensure the amelioration of services to its service delivery beneficiaries and also to promote social and economic development in the areas, encourage the participation of the public at large in local government affairs (RSA, 1996). Section 153 further encompasses the developmental duties of a municipality whereby municipalities must structure and manage its administration, budgeting, and planning processes to give priority to the basic needs of the community, and to promote social and economic development of the community. Local government must promote a safe and healthy environment and encourage community participation on matters of local government. It should ensure the provision of services to communities in a sustainable manner and promote a safe and healthy environment.

- *White Paper on Local Government, 1998*

The White Paper on Local Government of 1998 view integrated development planning as a process for achieving developmental local government. The White Paper put emphasis on working with people at the ground in finding the best way to meet the needs of communities, it ensures integration between sectors with local government, enable alignment between provincial and local government (RSA, 1998). The developmental role of a municipality is an unavoidable function in which every existing municipality must engage itself, to adhere to its ultimate service delivery responsibility to communities. White Paper on Local Government of 1998, deals specifically with issues of Cooperative Government, which advocates situating local government within a system of cooperative government. It notes that, under *Constitution* of 1996, local government is a sphere of government in its own right, and not a function of national or provincial government. While acknowledging that the system of intergovernmental relations requires some reshaping, section 3 of the White Paper on Local Government, 1998 provides a preliminary outline of the roles and responsibilities of national and provincial government with respect to local

government. In terms of the White Paper on Local Government of 1998, the adoption of service delivery options should be based on a critical review of existing service delivery tools.

- *Local Government: Municipal Systems Act, 32 of 2000*

The Local Government *Municipal Systems Act, 2000* was promulgated to, among other purposes provide to core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all. It is through chapter 5 of the Act that South African municipalities must establish and maintain an IDP as a planning and strategic tool.

Section 25 (1) requires the Municipal Council, within a prescribed period after the start of its elected term, to adopt a single, inclusive and strategic plan for the development of the municipality which:

- links, integrates, co-ordinates and takes into account proposals for the development of the municipality;
- aligns the resources and capacity of the municipality with the implementation of the plan;
- forms the policy framework and general basis on which annual budgets must be based;
- complies with the provisions of Chapter 5, and;
- is compatible with national and provincial department plans and planning requirements binding on the municipality in terms of legislation.

3.9. Conclusion

The efficacy of IDP and service delivery in South Africa remains a contested topic by different scholars. Therefore, it becomes intricate to conclusively regard IDP as a contributing factor towards ameliorating long-standing patterns of service delivery backlogs confronting almost all South African municipalities. It is blatantly clear on the

other hand that service provision is still an alarming issue in many rural areas, despite the efforts and service delivery initiatives commended by the South African government. Pragmatically, the introduction of IDP to the South African local government trajectory was seen largely as a strategy by which it attempts to make integrated plans and tackle issues that are faced by communities. However, the effective implementation of such a plan remains elusive and as such it is seen to be marginal in the South African context.

Limpopo Province also on the other has many policy frameworks in place that effect on the planning and implementation of various programmes in the province. However, such policies remain elusive. It is also apparent that several municipalities are still in distress in terms of producing credible IDPs and as such the prevalence's of poverty continues to perpetuate. The subsequent chapter will provide analysis and interpretation of data collected in the study area. It is lastly clear that service delivery continues to be a major concern in other local municipalities in the district. However, in Lepelle-Nkumpi Local municipality much of the progress has found to be made as compared to other local municipalities. Services delivered was found to have brought some relief in the lives of many community members. Though there is still a room for improvement.

CHAPTER 4

DATA ANALYSIS, INTERPRETATION AND PRESENTATION OF FINDINGS

4.1. Introduction

Data analysis is one of the crucial and fundamental aspects of any research project because little sense can be made of a huge collection of data; therefore, an essential part of research is the analysis of data which must concomitantly be carried out in relation to the research problem (Williams, 2011). Creswell (1994) explicitly articulated that genuine data analysis in any research project must allow the comfortability of the researcher for developing categories and making comparisons and contrasts for exploring new possibilities. Continually, this chapter exhibits the analysis and interpretation of the research findings. It seeks to analyse the data in relation to the aim and objectives of the study which resort to the comprehensive understanding of the Integrated Development Plan (IDP) in relation to service delivery enhancement.

This study adopted normative research design and followed a mixed research method. Quantitative data was collected from eighty (N=80) households in ward 11 of Lepelle-Nkumpi Local Municipality. The qualitative interviews were also conducted with six (n=6) key informants that include the following: The IDP manager, IDP officer, public participation officer, LED manager and two community representatives. Moreover, their participation was simply because of their direct involvement in the IDP planning and implementation process to validate and supplement the data collected through the questionnaires. The results obtained from the survey are displayed through graphs, charts and a variety of similar data analysis instruments.

4.2. PRESENTATION OF FINDINGS FROM THE QUANTITATIVE HOUSEHOLD SURVEY

Below is the presentation of quantitative data collected from the household members. The data was collected using the questionnaires. The data collected through the questionnaires covered solely the aspects of the service delivery. The researcher

habitually targeted the household members since they are aware of the service delivery issues in the village.

4.2.1. Biographic profile of respondents

Biographical data in any research is unlimited. It is highly imperative, as it elucidates the purposes of understanding and generalizing the research findings. The biographic information in this study sought to solicit information about the respondents' gender, age, level of education, employment status, residential area (geographic location), and the number of dependents in a household.

Gender

In general, South Africa and other developing countries have long-standing beliefs concerning gender roles and most are based on the premise that women are less important or less deserving of power than men. This is underpinned by an undisputed fact that most African traditional social organisations are male centred and dominant. The apartheid regime on the other side inherited the gender disparities. The latter places women in the society at a disadvantaged. The gender of respondents is indicated in the figure below:

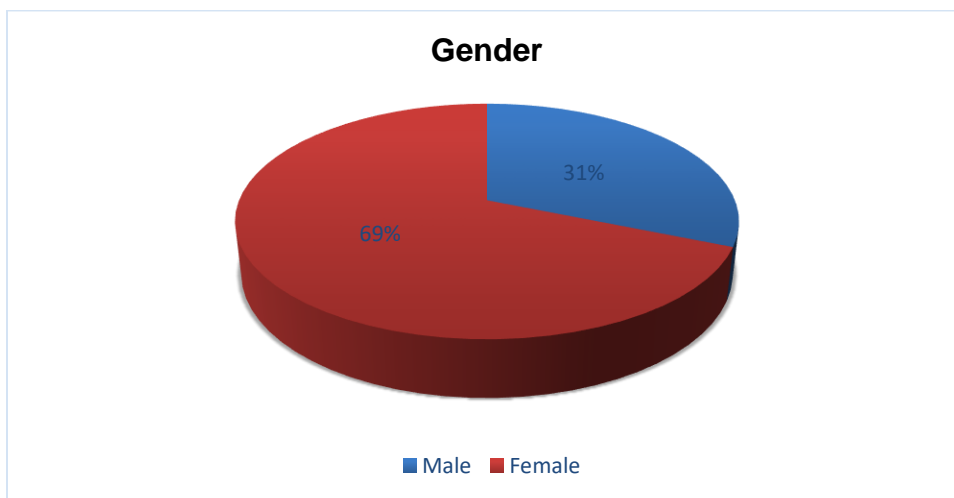


Figure 4.1: Gender of respondents

The figure above indicates that 55 (69%) of the respondents surveyed are females and 25 (31%) are their male counterparts. The participation of males in the study is lower as

compared to women. It is important to realize that the South African government promulgated different policies and prescripts to arduously try to demolish the gender fragmentation and imbalances inherited or created by the apartheid epoch and to put forth the interests of women. However, the expectation is not yet reached (Mathebula, 2014). This implies that women are increasingly taking a stance and an interest in matters at their disposal. Therefore, in the survey most women were found to be available and interested in participating in the study. This is attributed to the fact that most women in the area are still compelled to fulfil their roles as housewives performing domestic work and child rearing at home, while the male counterparts are away either in search of opportunities or for other reasons.

Age

Just like any other empirical research project, the age group of respondents is highly imperative as it lead to the validity of the study depending on the kinds of data required from the specific or selected age group. However, in a study planning to assess the efficacy of the IDP in relation to service delivery enhancement, it may not entirely be so highly important. The age group of respondents is indicated in the table below:

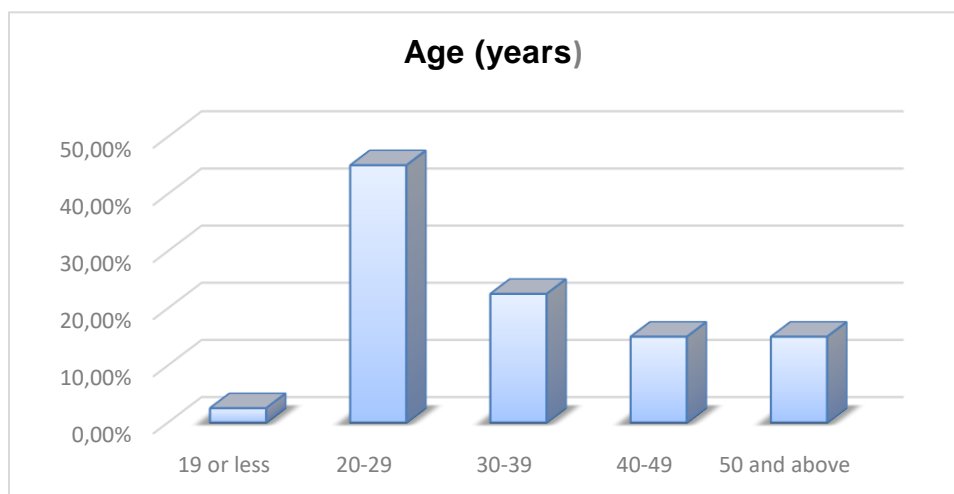


Figure 4.2: Age (years) of respondents

The figure 4.2 above indicates that the majority 36 (45%) of the respondents were between the ages of 20-29, while 18 (22.5%) of the respondents were between 30-39, 12 (15%) of the respondents were between 40-49, another 12 (15%) of the respondents were aged 50 years and above, and a mere 2 (2.5%) of the respondents were aged 19 years or less. It can, therefore, be deduced from the analysis that the area has a majority of youthful residents and less old age residents. It can thus be mentioned that the high number of youth residents and their availability to participate in the study is attributed to the high unemployment rate in the area among those who completed either secondary or tertiary education, who are seeking employment.

Level of education

It is anecdotally evident that many rural areas of developing countries are characterised by some problems due to illiteracy and that is caused by inadequate education. Therefore, the latter unequivocally leads to a high incidence of poverty-stricken individuals and households. The educational levels of respondents are somewhat important in this study. This is simply because of the likelihood that not all community members and municipal officials have only a rudimentary and not a full understanding of the IDP regarding its planning and implementation. The educational levels of respondents are indicated in the table below:

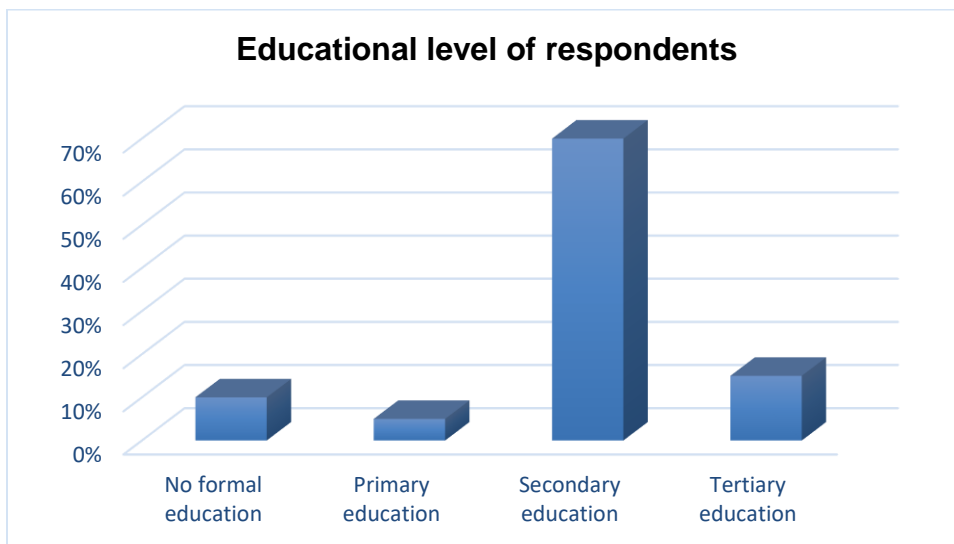


Figure 4.3: The educational levels of respondents

The figure 4.3 above indicates that the majority 56 (70%) of the respondents are in possession of secondary education, while 12 (15%) of the respondents have tertiary education; 8 (10%) of the respondents do not have formal education, and a mere 4 (5%) of the respondents have only primary education. The table above affirms the aforesaid analysis by demonstrating that many of the respondents (70%) in possession of secondary education are the youthful population in the area that are confronted by the incidences of unemployment. Additionally, a relatively small number (15%) of the respondents have acquired tertiary education and that alone could possibly improve their decision-making skills in local government matters affecting their area.

Employment status

The employment status of the respondents is one of the most critical aspects that needed to be considered in the empirical research surveys. Employment status is somewhat important depending on the nature of research project and the kinds of data needed from the respondents. The employment status of respondents is indicated in the table below:

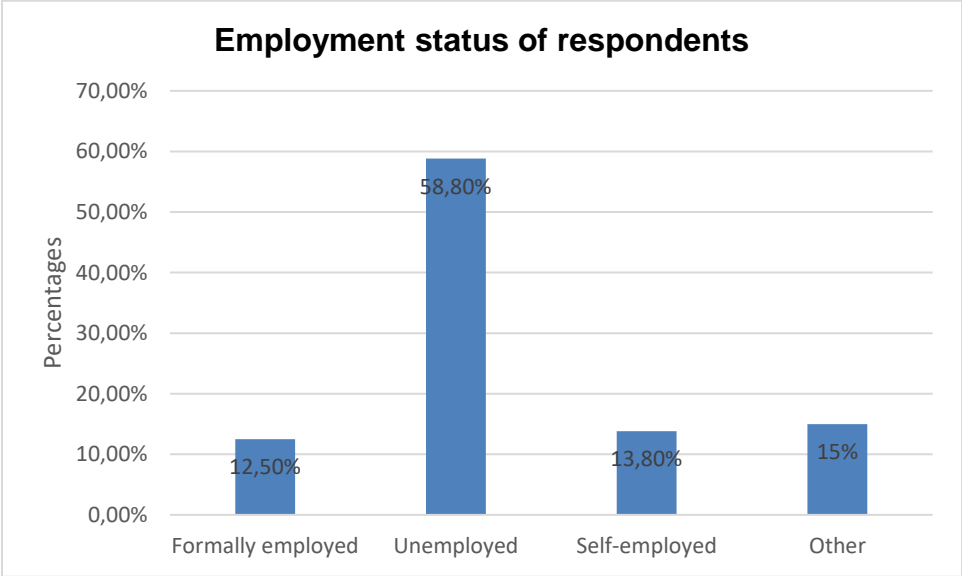


Figure 4.4: Employment status

The figure 4.4 above indicates that the majority 47 (58.8%) of the respondents have indicated they are unemployed, while 12 (15%) of the respondents selected the other typologies of employment and that group (15%) is made up of those who are either getting

casual/piece jobs or receiving social grants from the government. Only 11 (13.8%) of the respondents indicated that they were self-employed, and 10 (12.5%) indicated that they are formally employed. This implies that unemployment is the major concern in the village and that includes the youthful population who are in possession of either secondary or tertiary education.

Residential area

The study intrinsically intended to assess the effectiveness of IDP and service delivery using two selected villages within the municipal ward as the case study. Such selected villages were Moshongo and Sehlabeng villages. The total percentage of respondents is indicated in the figure below:

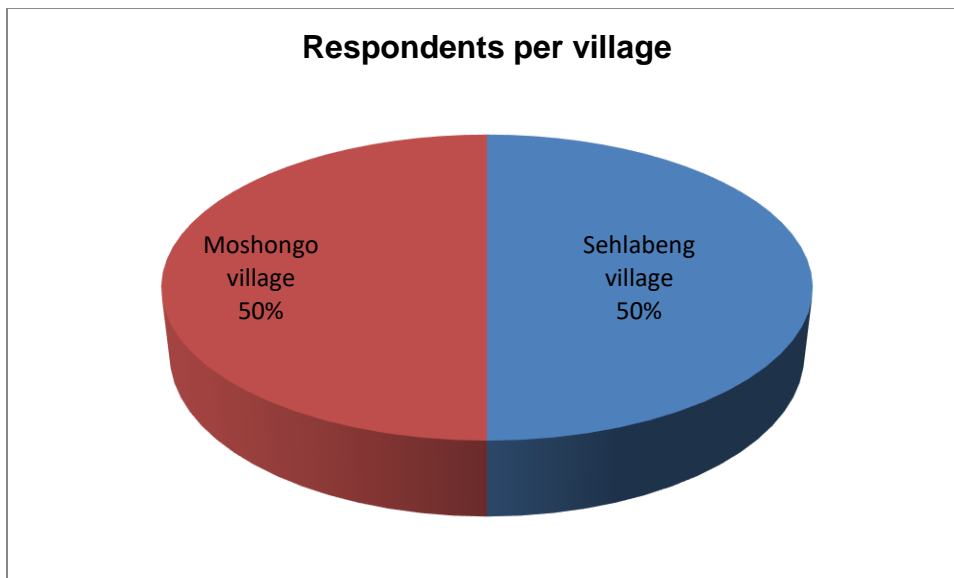


Figure 4.5: Respondents per village

A total of 40 questionnaires were distributed to each the two villages in the ward, making up a total of 80 questionnaires. Fortunately, all the questionnaires were answered by the respondents in the two villages. Thus, the data analysis in this chapter is based on 80 questionnaires and a supplementary 6 interviews. The figure 4.2 above indicates that 40 (50%) of the respondents are from Sehlabeng village and 40 (50%) from Moshongo village respectively. This implies that all households' members in the two villages were cooperative and unconditionally willing to participate in the study.

Number of dependents in the household

This study deemed it highly imperative to determine the number of dependents in a specific household. This variable is very important as it determined the level of access to variety of services delivered by the municipality against the number of people in a household. Therefore, the results from the survey indicated that the average number of people per household inclusive of the two wards is 6 with a maximum of 15 people or dependents residing in one household and a minimum of 1 person in a household. This variable is very important in determining the level and access to service delivery by the households.

4.2.2. Water service provision

4.2.2.1. Household alternative sources of water

Table 4.1: Household alternative sources of water

Source of water	Frequency	Percentage
Standpipes in yard	40	50%
Pipe water inside the house	7	8.7%
Communal taps	31	38.8%
Other	2	2.5%
Total	80	100%

The above table indicates that the majority of the respondents (50%) indicated that they received water in the form of standpipes in the yard, while (38.8%) of the respondents indicated that they receive water from the communal taps, (8.7%) of the respondents received piped water inside the house, and a relatively small number (2.5%) of the respondents selected other sources of water which includes either water tanks or boreholes inside the yard. The implication of this was that the municipality is doing relatively well in terms of water projects and that includes yard to yard connections. The above analysis is attested to by Lepelle-Nkumpi Local Municipality IDP (2017/18) which

indicated that the village as part of their developmental priorities takes a leading stance in water reticulation (referred to as pipe water). The General Household Survey study conducted by Statistics South Africa (2014) indicated that 90% of the South African households had access to piped water in 2014. That represents a substantial improvement from that of 2002 when only 56.3% of the households in the province had access to piped water.



Figure 4.6: An illustration of standpipes in the yard and boreholes

This situation seems to suggest that the local municipality continues to provide community members with water in the form of standpipes in the yard. However, the problem remains with the reliability of the water. Therefore, the real-life situation in the area is that in the absence of water from the municipal water pipes in the yard, people resort to having their own boreholes thus supplementing the current situation of having standpipes in their yard that do not continuously provide them with water.

4.2.2.2. Household experiences of water cut-off

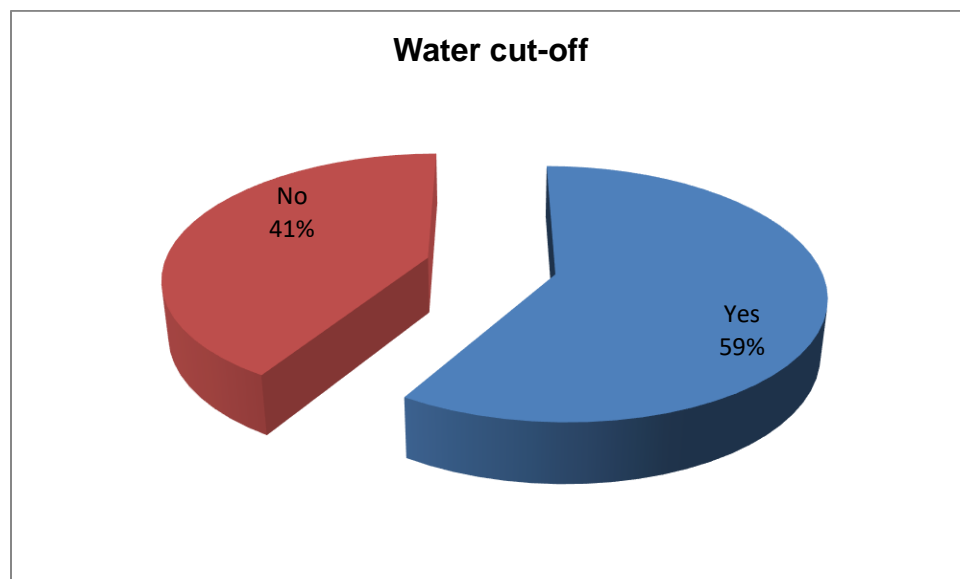


Figure 4.7: Household experiences of water cut-offs

The figure above indicates that the majority of 47 (59%) of the respondents indicated that they experience water cut-offs, while 33 (41%) of the respondents indicated they do not experience water cut-offs. This implies that even though the municipality is continuously implementing water projects in the village (water reticulation), however there is still a huge problem of water cut-offs. The General Household Survey (2014) indicated that although generally households' access to water is improving, but a relatively small number (4.2%) of the households in the province still had to fetch water from rivers, streams, stagnant water pools and dams during water cut-offs.

4.2.2.3. The reasons for the water cut-offs

Table 4.2: The reasons for water cut-off

Reasons for water cut-off	Frequency	Percentage
Broken water pipes	17	21.25%
Inadequate water from the main water sources	10	12.5%
Old water taps/Rust	7	8.75%

Deliberate water cut-offs	6	7.5%
Do not know the reason	6	7.5%
Stolen water pipes	6	7.5%
Mountainous areas	5	6.25%
Own water sources in the yard	5	6.25%
Broken pipes that supply water to main dams	5	6.25%
No response	5	6.25%
Water shedding	4	5%
National water scarcity	4	5%
Total	80	100

The table above indicates an ample number of pertinent reasons for the water cut-offs in the village. Many of the respondents indicated broken water pipes as the main reason for the water cut-offs in the village. Some of the respondents indicated that the municipality deliberately cut off the water supplies, and that is because towards or during the election month the community members never experienced water cut-offs. Some respondents indicated that they experience slight water cut-offs because they have supplemented the municipal water provision with electric water pumps inside their house. Some of the community members indicated that they do not know the reasons for water cut-offs in their community, while others did not respond to the question.

4.2.2.4. Households’ coping strategies for water cut-off

Table 4.3: Coping strategies for water cut-offs

Coping strategies for water cut-offs	Frequency	Percentage
Ask for water from neighbours	30	37.5%
Buy water from neighbours	25	31.25%
Use own borehole in the yard	10	12.5%

Ask for water from neighbours and pay monthly	9	11.25%
No water cut-offs	6	7.5%
Total	80	100

The above table indicates that the majority (37.5%) of the respondents indicated that during water cut-offs they resort to ask for water from those who have water in the village, while 31.25% indicated that they buy water from their neighbours. A total of 12.5% indicated that they use their own boreholes during water cut-offs, 11.25% indicated that they ask for water from those that have water in their yard and that goes with a monthly payment, and lastly a mere 7.5% indicated that they do not experience water cut-offs and that includes those who indicated that they use electric water pumps inside their houses and own boreholes.

4.2.2.5. Perceptions on the rate of water provision by the municipality

Table 4.4: Perceptions on the rate of water provision

Rate of response	Frequency	Percentage
Excellent	19	23.8%
Good	7	8.8%
Fair	5	6.2%
Poor	49	61.2%
Total	80	100%

The table above indicates that the majority (61.2%) of the surveyed population in the village rated the provision of water by the municipality as poor, while 23.8% rated it as excellent, 8.8% rated it as good and a mere 6.2% rated it as fair. This implies that the majority of the residents view the municipality as failing to consistently provide reliable water in the village. The analysis above might be attributed to the fact that an enormous proportion of members of the community still buy or ask for water from the neighbours or

in the neighbourhood respectively. Lepelle-Nkumpi Local Municipality IDP (2017/18) indicated that there are still a great number of households that still need to be served with a reliable and uninterrupted potable water supply at the yard level or at least within 200 meters from their yards.

4.2.2.6. Suggestions for improved water provision by the municipality

Table 4.5: Suggestions for improved water provision

Suggestions for improved water provision	Frequency	Percentage
Water tankers	16	20%
Immediate response to water faults	11	13.75%
Regular monitoring and maintenance	9	11.25%
The municipality must deploy water caretakers	8	10%
Free basic water should be provided to all	7	8.75%
Yard to yard connection	7	8.75%
Water meters should be installed	6	7.5%
Installation of new water infrastructure	6	7.5%
Households should be informed prior to water cut-offs	5	6.25%
A reasonable water flat rate must be charged	5	6.25%
Total	80	100

The above table includes the variety of pertinent suggestions that were made by the respondents in relation to the need to improve the provision of water by the local municipality. It is clear from the table that water provision is a serious concern in the village. This is demonstrated by many residents in the village (20%) requesting the municipality to provide water tankers to serve as a back-up during water cut-offs. There is also a concern that currently the water caretakers being deployed in the village do not

reside in the village where they can observe and be aware of the water problems. Lastly, there is an impression that a small proportion of some members of the community are willing to pay for water rates/provision.

4.2.3. Electricity service provision

4.2.3.1. Household access to electricity

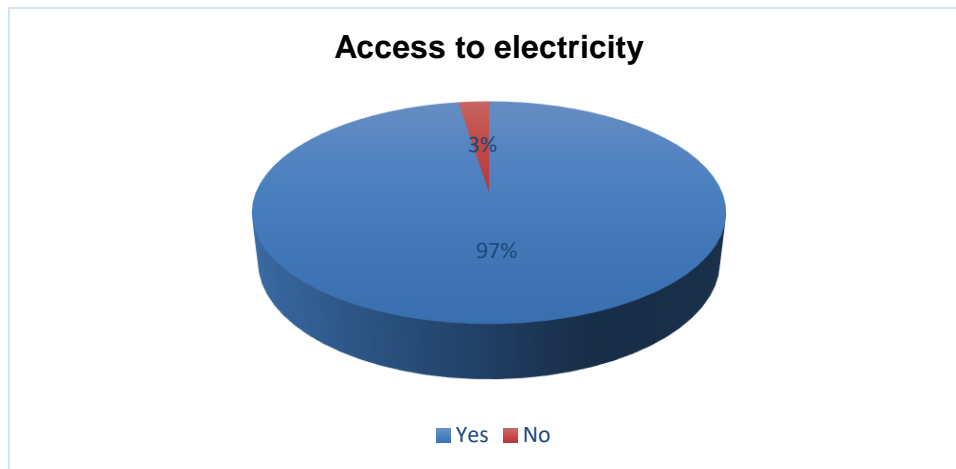


Figure 4.8: Household access to electricity

The figure above indicates that the majority of 78 (97%) of the respondents have access to electricity in their households, while 2 (3%) of the respondents indicated that they do not have access to electricity in their households. The implication of this was that the municipality seemed to be really doing well when it comes to the provision of electricity in the areas. The analysis is complemented by the Lepelle-Nkumpi Local Municipality IDP (2017/2018). The IDP document indicated that in ward eleven, electrification is the second priority in the community development needs. The IDP document also indicates that the municipality has an electricity backlog of merely 8%.

4.2.3.2. Household electricity purposes

4.2.3.2.1. Electricity for cooking

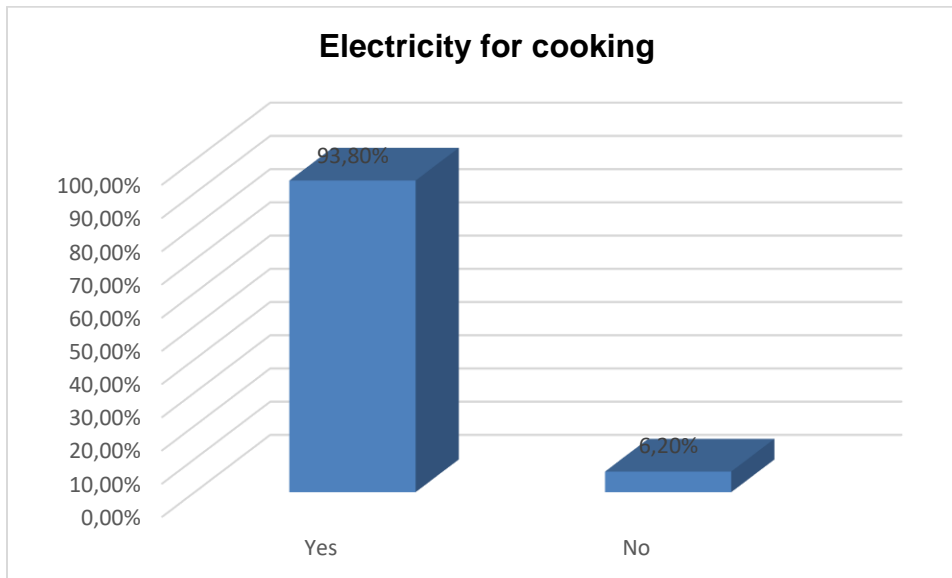


Figure 4.9: Electricity for cooking

The above figure indicates that the majority 75 (93.80%) of the respondents indicates that they use electricity for cooking, while 5 (6.20%) of the respondents indicated that they do not use electricity for cooking. This implies that the majority of the people in the two villages prefer to use electricity to cook and that is attributed to the fact that the majority of the people in village have access to electricity and they also have household connection to electricity, even though the purchasing of the electricity units is expensive. It is thus very clear that the usage of electricity for cooking is determined by the purchasing of power. Relatively few (6.20%) of the respondents do not use electricity for cooking simply because the electricity units are expensive. The General Household Survey (2014) indicated that people in the rural provinces such as Limpopo, Eastern Cape and Mpumalanga unequivocally resort to supplement their electricity for cooking by using alternative fuels such as wood and paraffin because they are more accessible and affordable for use. The development literature also indicates that the percentage of households that use electricity for cooking increased from 58% in 2002 to 79,8% in 2014 (GHS, 2014).

4.2.3.2.2. Electricity for light

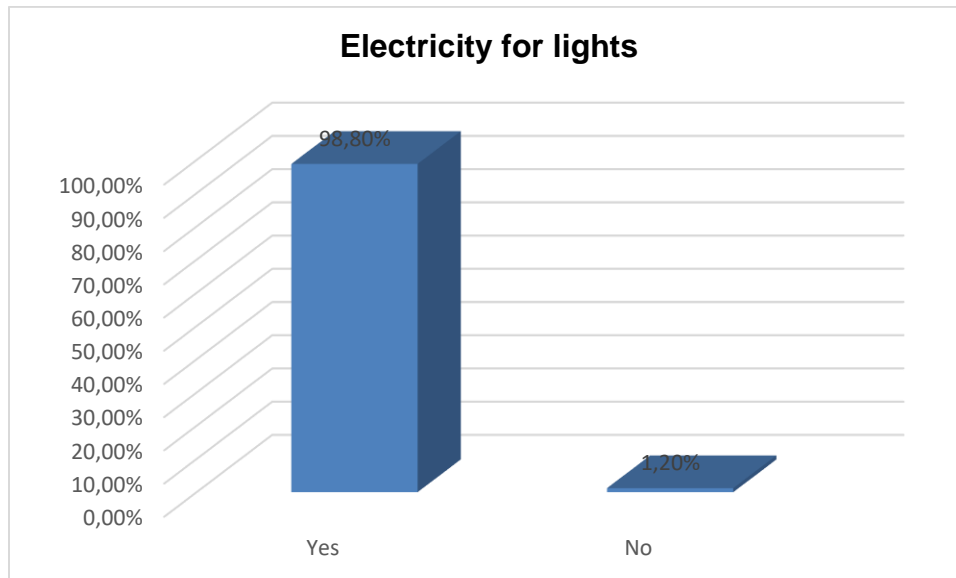


Figure 4.10: The usage of electricity for lighting

The figure above indicates that a majority of 79 (98.80%) of the respondents uses electricity for lights, while merely 1 (1.20%) of the respondents does not use electricity for lights. This implies that the majority of the people in the village prefer to use electricity for lights simply because the lights are more efficient and they do not consume too much electric units. The analysis is complemented by Lepelle-Nkumpi IDP (2017/2018), which demonstrated a precipitous increase in the usage of electricity for lights from the period 1996 (34%), to 2001 (61%), to 2011 (92%) and lastly to 2016 with an enormous 97.15%. It is also evident that the accessibility of electricity in households in the village leads to the higher usage of electricity for lighting in the village.

4.2.3.2.3. Electricity for heating

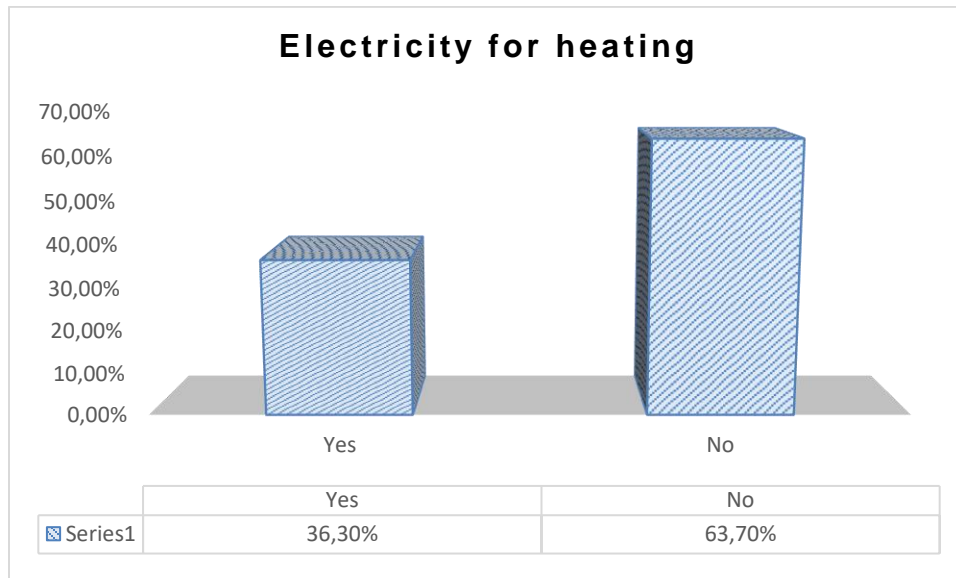


Figure 4.11: The usage of electricity for heating

The above figure indicates that the majority of 51 (63.70%) of the respondents indicated that they do not use electricity for heating, while 29 (36.30%) indicated that they use electricity for heating. This implies that the majority of the people in the village still feel that they do not want to misuse electricity, apart from the fact that they have access to electricity through household to household connections. They are highly concerned about the efficient use of electricity. The latter is attributed to the fact that there is a negative correlation between the price of electricity and the units. However, contrary to the above analysis, the literature has shown the deviation from and antithesis of the above analysis. For example, Lepelle-Nkumpi IDP (2017/2018) indicated that the number of people using electricity for heating experienced a precipitous increase as from 1996, 2001, 2011 and 2016 whereby the figures were as follows: 1996 (9 785), in 2001 increased relatively to 18 535, in 2011 again increased to 32 948 and lastly in 2016 at 42 827. Polokwane Local Municipality IDP (2017/2018) also attested to the above analysis and indicated that there is an increase in the number of people using electricity for heating from 1996, to 2001 and 2015. The results indicated that in 1996 the number of people using electricity for heating was 26 202; in 2001 it increased to 52 781 and lastly in 2015 stood at 108 301. This generally shows that people are willing to spend more on electricity.

4.2.3.3. Households' experiences of electricity cut-offs

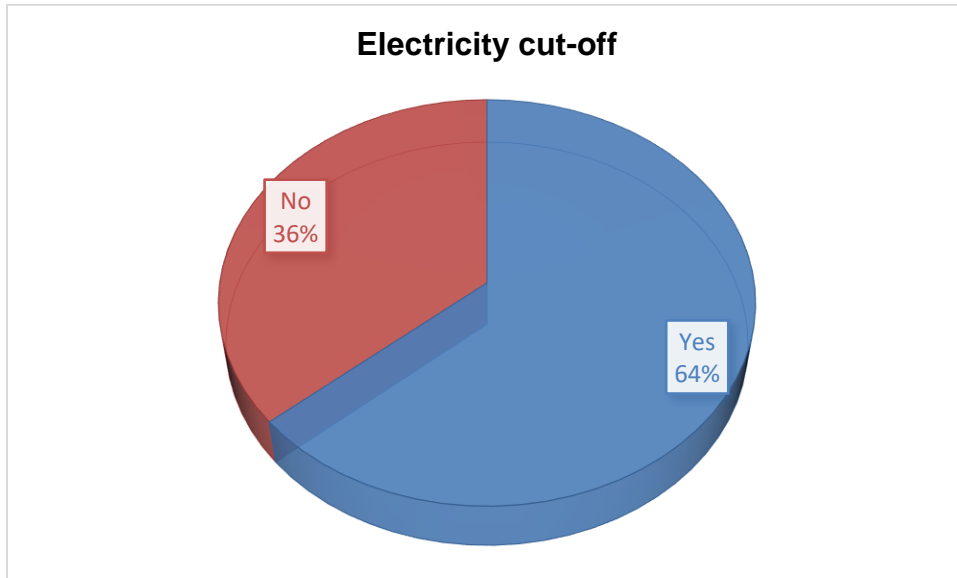


Figure 4.12: Household experiences of electricity cut-off

The above figure indicates that the majority of 51 (64%) of the respondents indicated that they experience electricity cut-offs, while 29 (36%) of the respondents indicated that they do not experience electricity cut-off. This implies that even though the municipality in ward 11 prioritizes household electrification, there is still a need for the municipality to revamp the efficiency and reliable provision of electricity. Polokwane Local Municipality IDP (2017/2018) indicated that, in comparison with the 2011 Census, there is tremendous improvement of the number of households with access to reliable electricity in 2016.

4.2.3.4. The reasons for the electricity cut-off

Table 4.6: reasons for electricity cut-off

Reasons for electricity cut-off	Frequency	Percentage
Electrical faults from the transformer	16	20%
Overload and broken transformer	15	18.75%
Heavy wind and rainfall	14	17.5%
Load shedding	10	12.5%
Stolen electrical cables	10	12.5%

Electrical bridging/illegal connection	9	11.25%
Maintenance and installation of transformer	6	7.5%
Total	80	100

The table above indicates the variety of reasons pertaining to the electrical cut-offs. The results from the survey indicated that the majority of the respondents indicated that electrical faults emanating from the transformer were found to be the main reason for the cut-offs of electricity in the village. Subsequently, overload and broken transformers which includes either leaking or burning were found to be other reasons for cut-offs in electricity. The respondents also indicated the least of the reasons for the cut-off in electricity was during maintenance and installation of other transformers in the villages.

4.2.3.5. Households' coping strategies for electricity cut-offs

Table 4.7: Coping strategies for electricity cut-offs

Coping strategies for electricity cut-offs	frequency	percentage
Candles for lights and firewood for cooking	28	35%
Candles for lights and gas stove for cooking	16	20%
Candles for lights and paraffin stove for cooking	15	18.75%
Solar system	9	11.25%
Battery lights and gas stove for cooking	7	8.75%
Battery lights and paraffin stove for cooking	5	6.25%
Total	80	100

The table above indicates that the majority (35%) of the population surveyed indicated that as part of the coping strategies they opt for buying candles for light and firewood for cooking during electricity cut-offs, while 20% of the respondents indicated that they use candles for lights and gas stoves for cooking. A total of 15% uses candles for light and paraffin stoves for cooking, while a relatively smaller number (11.25%) uses the solar

system which is found to be most cost-effective method, but expensive to buy. Only 8.75% uses a battery for lighting and gas stoves for cooking and lastly 6.25% of the respondents indicated that they use battery lights and paraffin stoves for cooking. This implies that the majority of the residents in the village resort to firewood and paraffin, given the fact that wood is convenient, easy to access and inexpensive. The proportion of the people with solar systems found it to be the most efficient, cost effective and renewable energy source, but expensive to purchase.

4.2.3.6. Perceptions on the rate of electricity provision by the municipality

Table 4.8: Perceptions on the rate of electricity provision

Rate of response	Frequency	Percentage (%)
Excellent	44	55.0%
Good	26	32.5%
Fair	7	8.8%
Poor	3	3.7%
Total	80	100%

The table above indicates that the majority (55.0%) of the respondents surveyed in the villages rated the provision of electricity as excellent, while 32.5% rated the electricity provision as good, 8.8% rated it as fair and a mere 3.7% of the respondents rated it as poor. This implies that majority of the residents perceived the municipality as doing very well in terms of the provision of electricity in the villages. This might perhaps be attributed to the fact that on the prioritization of community development needs, electrification is given top priority and the municipality seemed to be delivering in that regard.

4.2.3.7. Suggestions for improved electricity provision by the municipality

Table 4.9: Suggestions for improved electricity provision

Suggestions for improved electricity provision	Frequency	Percentage

Electrical subsidy from the municipality to indigent households	21	26.25%
Heavy fine on illegal connections	14	17.5%
Electrification of new extensions	12	15%
Balance between electrical units and price per unit	11	13.75%
Installation of street lights	10	12.5%
Underground electrical cables to prevent theft	7	8.75%
Electrify unelectrified households	5	6.25%
Total	80	100%

The table above indicates very important and pertinent suggestions that were made by the respondents in which the majority (26.25%) indicated that there is a need for the local municipality to subsidize the provision of electricity and the priority must be given to the indigent households who by their virtue find it difficult to afford to buy electricity, while 17.5% of the respondents indicated that a heavy fine should be charged on illegal connection of electricity. A total of 15% indicated that the municipality must identify and electrify the new extensions, 13.75% of the population surveyed indicated that there is a need for a balance between the units and price per unit. A total of 12.5% indicated that there is a need for installation of street lights because that will help in terms of saving electricity for lights at night, while 8.75% indicated that there is a need for installation of underground electrical cable to prevent people from stealing those cables in exchange for money and lastly 6.25% indicated that the municipality must also electrify households that do not have electricity. For example, electrification of new extensions is a major concern that the municipality is facing. The municipality indicated that currently all the electricity projects are aimed at electrifying new settlements or villages' extensions because that would also help in dealing with illegal connections.

4.2.4 Sanitation service provision

4.2.4.1. Households' access to sanitation services

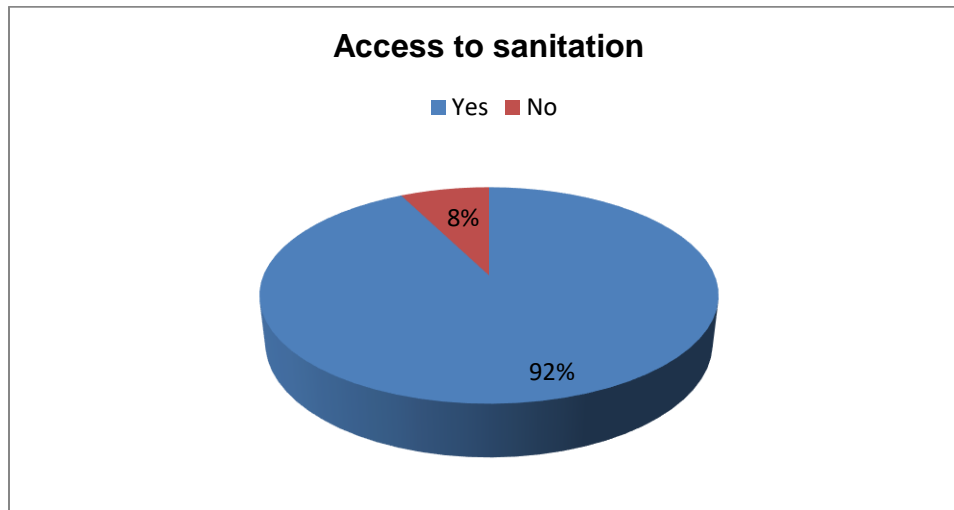


Figure 4.13: Households' access to sanitation services

The figure above indicates that a majority of 74 (92%) of the respondents surveyed indicated that they have access to sanitation services from the municipality, while 6 (8%) of the respondents indicated that they do not have access to sanitation services. The analysis implies that apart from the lack of the provision of other municipal services, there is a tremendous improvement in the provision of sanitation services in the villages. The municipality is keen and found to be delivering and this makes it possible for every household to have decent and up-to-standard sanitation services in order to ensure a healthy living standard of the members in the community. It is then clear that Lepelle-Nkumpi Local Municipality seems to comply with specific section in the Bill of Rights in the Constitution of the Republic of South Africa (1996) which denotes that every person has the right to an environment that is safe and healthy (RSA, 1996).

4.2.4.2. Household typologies of sanitation services

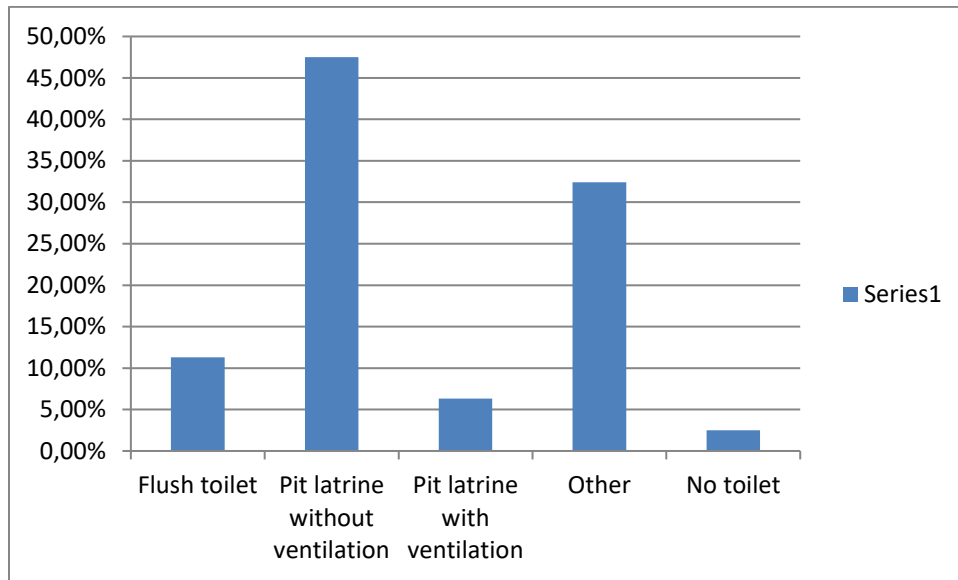


Figure 4.14: Household typologies of sanitation services

The figure above indicates that a majority of 38 (47.5%) of the respondents surveyed indicated that they use a pit latrine without ventilation as toilet, while 26 (32.4%) of the respondents selected the other typologies of the sanitation services. This includes people who have self-made toilets using either bricks and or corrugated iron in their households, 9 (11.3%) of the respondents use flush toilets and this is predominantly those who have piped water inside their houses, 5 (6.3%) indicated that they use pit latrine toilet with ventilation and a mere 2 (2.5%) of the respondents indicated that they do not have toilets in the households. The implication of this is that the municipality seemed to be progressing at a snail's pace when it comes to provision of sanitation services in the villages. This is hampered by the reluctance of people to make application for toilet facilities in the village simply because they have lost hope in the municipality. The development literature indicated that nationally, the percentage of the household with access to RDP-standard sanitation increased from 62,3% in 2002 to 79,5% in 2014. However, despite the improved access to sanitation facilities, many households continue to be without any proper sanitation facilities (GHS, 2014).



Figure 4.15: An illustration of pit latrine toilet and self-made toilet

This is a real situation in the study area whereby some proportion of the household members have access to sanitation services that includes pit latrine with ventilation provided by the local municipality, while on the other side there is a situation whereby some community members do not have sanitation services from the municipality. Moreover, those who do not have sanitation services, resort to self-made sanitation services built with bricks, mud or corrugated iron.

4.2.4.3. Perceptions on the rate of sanitation provision by the municipality

Table 4.10: Perceptions on the rate of sanitation provision

Rate of response	Frequency	Percentage (%)
Excellent	12	15.0%
Good	21	26.3%
Fair	15	18.7%

Poor	32	40.0%
Total	80	100

The table above indicates that the majority (40.0%) of the population surveyed rated the provision of sanitation service provided by the municipality as being poor, while 26.3% rated it as good, 18.8% rated it fair and lastly 15.0% rated it as excellent. This implies that the municipality seemed to be struggling or not doing well in terms of sanitation facilities in the study area. However, the literature indicated that the problem seemed to be ubiquitous in all other municipal areas. For example, Lepelle-Nkumpi Local Municipality IDP (2017/2018) indicated that generally the municipality is confronted with an enormous sanitation backlog of 29 827 households in the municipality. Therefore, they made it clear that Millennium Development Goals (MDGs) on sanitation were not going to be met by the year 2014.

4.2.4.4. Suggestions for improved sanitation provision by the municipality

Table 4.11: suggestions for improved sanitation provision

Suggestions for improved sanitation provision	Frequency	Percentage
Quality building material	17	21.25%
Regular monitoring	16	20%
Upgrading dilapidated toilets/maintenance	12	15%
Provision of chemicals for drainage	11	13.75%
Free quality toilets should be provided to all	11	13.75%
Hire professional contractors	8	10%
Flush toilets	5	6.25%
Total	80	100%

The table indicates that there were very intrinsic and pertinent suggestions that were made by the respondents in relation to the improvement of sanitation provision by the

municipality in their areas of jurisdiction. The majority of respondents (21.25%) indicated that there is a need for the use of quality building material during the construction of toilet projects because currently the toilets are falling immediately after the handover, while 20% of the population surveyed indicated that the municipality must conduct regular monitoring of the projects to ensure sustainability. A total of 15% of the respondents indicated that the municipality must upgrade dilapidated toilets because currently most toilets are old and below the standard, and 13.75% of the respondents indicated that the municipality must provide chemicals to drain empty the toilets that are full.



Figure 4.16: An illustration of dilapidated toilet

The above picture is of a sanitation facility built with poor material. The respondents indicated that the municipality uses cheap and poor material to construct RDP toilets. The astonishing fact is that the respondents indicated that they have never used the toilet; it had just collapsed while it was still new. That happened immediately after the handover of the project, but the municipality is taking forever to deal with such situations.

4.2.5. Refuse removals

4.2.5.1. The municipality's collection of refuse from the households

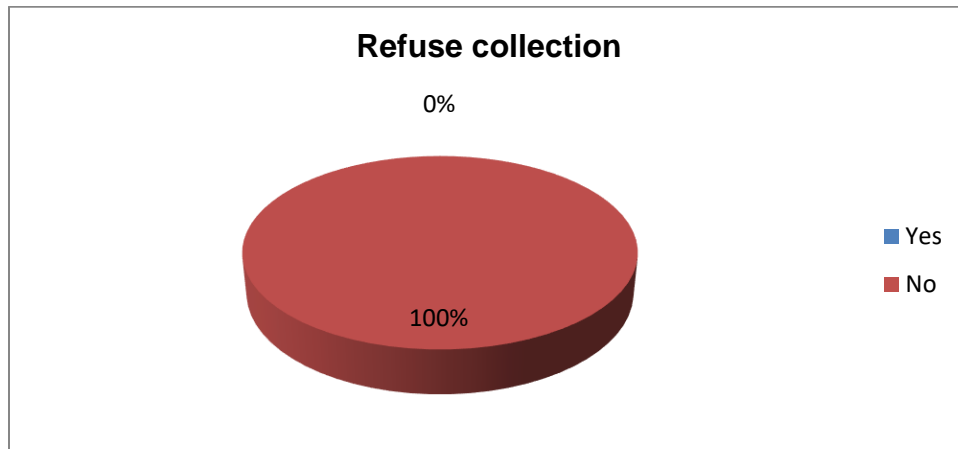


Figure 4.17: Refuse removal collection in the area

The figure above indicates that all the population surveyed in the two villages (Sehlabeng and Moshongo) vehemently indicated that they do not have any refuse removal collection from the local municipality. This implies that the municipality does not at all collect the refuse from the village. The latter is attributed to the fact that the two villages are geographically located in the rural wards of the municipality whereby they are classified as being indigent or destitute. Moreover, the reason for non-collection of the refuse from the villages is simply because the two villages do not anyhow pay for the rudimentary services received from the local municipality and that makes it impossible for the local municipality to collect the refuse from the area.



Figure 4.18: An illustration of the refuse dump at a household

The situation above seems to suggest that given the non-collection of refuse by the local municipality, the communities resort to collect and dump the refuse at their households. It is also clear that the situation also exposes the lives of the households and other members of the community to risk and leaves them vulnerable to hygiene-related diseases.

4.2.5.2. Perceptions on the rate of refuse removal service by the municipality

Table 4.12: Perceptions on the rate of refuse removal service

Rate of response	Frequency	Percentage (%)
Excellent	0	0%
Good	0	0%
Fair	0	0%
Poor	80	100%
Total	80	100

The above table indicates that 100% of the population surveyed in the two villages rated the provision of the refuse removal by the local municipality as being poor. This implies

that there is no weekly and or bi-weekly refuse removal collection from the area. According to Lepelle-Nkumpi Local Municipality IDP (2017/2018) there was a total refuse removal backlog of 47 588 households (78%) in the municipality in the year 2016. The local municipality is only collecting the refuse in urban wards of the municipality and that includes Lebowakgomo, simply because it is the economic hub of the municipality and people are willing and able to pay for the services rendered by the municipality in their jurisdictional areas.

4.2.5.3. Household problems/experiences regarding refuse removal

Table 4.13: Household problems/experiences with refuse removal

Household problems/experiences of refuse removal	Frequency	Percentage
Collect and burn in the yard	40	50%
Collect and dump in the bush	16	20%
Collect and dump in the street	15	18.75%
Dig a hole in the yard and dump	9	11.25%
Total	80	100%

The table above indicates the experiences of households regarding refuse removals. The majority (50%) of the population surveyed indicated that they collect their refuse and burn it inside the yard, while 20% indicated that they collect and dump their refuse in the bush during which they travel long distances to the bush; 18.75% indicated that they collect the refuse in the household and resort to dump it on the street and that normally occurs during the night; and a mere 11.25% indicated that they dig a big hole in the yard and dump their refuse and by so doing it also assists to fertilise the soil (serves as fertilizer). This implies that in the village they experience a serious concern over refuse collection by the municipality. Currently people do not pay service tariffs for services such as refuse collection.

4.2.5.4. Suggestions for improved refuse removal provision by the municipality

Table 4.14: Suggestions for improved refuse removal

Suggestions for improved refuse removal	Frequency	Percentage
Provision of plastic bags	22	27.75%
Provision of big steel dust bins	17	21.25%
Hire people for weekly refuse collection	12	15%
Flat rate should be charged for refuse collection	9	11.25%
Provision of light duty recycle bins	8	10%
Environmental awareness campaigns	8	10%
Provision of rubber dustbins to prevent theft	4	5%
Total	80	100%

The table above indicates many important and pertinent suggestions that were made by the respondents. This includes the fact that there is a need for the municipality to intervene and assist in terms of collection of refuse in the village. It is evident that in terms of section 229 of the Constitution of the Republic of South Africa, 1996 (No.108 of 1996), that a municipality may impose rates on property. Therefore, from the above analysis there is a clear impression that some of the community members are willing to pay for services such as refuse removal in order to boost the revenue collection of the municipality because the poor revenue base and non-collection makes the municipality depend pre-dominantly on government grants (Lepelle-Nkumpi IDP, 2017/2018).

4.3. PRESENTATION OF FINDINGS FROM QUALITATIVE INTERVIEW

The presentation of qualitative interview includes the data that was collected from the key informants. The data covered the aspects of the IDP. A face to face interview was conducted with the municipal officials. Their determination was because they have an insight into planning and implementation of the IDP.

4.3.1. THE IDP IMPLEMENTATION

4.3.1.1. *The importance of integrated development planning for the municipality*

A questionnaire has been used with a number of municipal officials to capture their understanding of the importance of integrated development planning. Below are the different responses from the Lepelle-Nkumpi Local Municipality officials.

Respondent 1: IDP Officer indicated the following:

“Integrated Development Plan (IDP) is highly important for the municipality as it serves as a tool for eradicating service delivery backlogs because it directs an order in terms of the municipal planning”. The IDP officer further indicated the following: “IDP addresses the intended needs of the communities and that is through the community- based planning whereby we go visit every ward in the municipality asking the community members to identify and prioritize the development needs”.

Respondent 2: IDP manager indicated the following:

“IDP serves as a tool for prioritization of community needs against the available resources or the budget”. The IDP manger also indicated the following: “The IDP serves as a mechanism within which the performance of the municipality can be measured.... IDP is also a project management tool because it makes the identification of the diverse projects possible in accordance with the time frame for implementation”.

Respondent 3: Public participation officer echoed similar sentiments with respondent 2 and indicated the following:

“IDP assists in terms of prioritization of services. The communities inform us about their service delivery issues in our area of jurisdiction.... As the municipal officials heading the planning directorate we strive to ensure effective planning and implementation of the IDP and by so doing we gather the community members and ask them about their different needs in their area of jurisdiction and then on a later stage ask them again to prioritize the intended and identified needs”.

Respondent 4: LED manager indicated the following sentiments:

“IDP is a very important tool for the municipality to use in terms of planning” “It further serves as an integrative document that includes all the development plans of the municipality.... It anticipates covering both public and private sector development initiatives”.

The IDP officer also echoed the sentiments of the LED manager and indicated that....

“IDP serves as an integrative document because it takes account of spatial development planning in the municipal area” The IDP officer further said, “The IDP aims to preserve and conserve the natural environment; it brings about development and addresses the spatial disparities of development”.

Respondent 2 further indicated the following:

“IDP serves as a platform for engagement between the politicians and the community members.... The municipal council enters into a contract with the community members and therefore the municipal council must be able to deliver services in accordance with the plan.... If the plan is not executed then the community members will be able to hold the municipal council accountable”.

A question to check the level of understanding of the IDP and its process was put to the Ward Councillor and ward executive committee member. Respondent 5: The Ward Councillor’s response was as follows:

“IDP is a program that guides and gives direction to the municipality in terms of the needs of the community and its processes include community participation through community meetings” ... “We do consultation with the people on the ground; we ask them to identify and prioritize community needs, after consultation then we do an EXCO Lekgotla to compile the different needs and then take it to council for approval or to take resolutions”.

The ward executive committee member’s response to the understanding of IDP and its processes was as follows:

“IDP is a document that captures all the needs of the community and prioritizes accordingly... It’s a document that is prepared for a five-year period and reviewed annually in order to cater for new needs and community participation forms an integral part of the process”.

The Ward Councillor indicated a level of participation in the IDP planning. He expressed the following sentiments:

“We participate in the planning and implementation of the IDP; by so doing it will enable us to represent genuinely the needs of our community members”.

The ward executive committee also indicated the following:

“We participate in the IDP programmes because we are going to be able to represent the grievances of the people on the ground to the municipality....and by so doing we are also able to provide feedback to the communities”.

The executive committee member expressed his view on IDP and service delivery in the ward. The executive committee member indicated the following:

“Indeed, the IDP plays a very significant role in dealing with service delivery issues. That is because through IDP the service needs and backlogs are able to be realized.... IDP also helps community members to be able to indicate their needs and priorities”.

There is a consensus or agreement and the pragmatic evidence that integrated development planning as a management tool is deemed to intrinsically play a role in the acceleration of service delivery in almost all South African municipalities (Mathebula, Nkuna & Sebola, 2016). The development literature indicates that integrated development planning becomes a tool which local government can use to provide vision, leadership and direction for all those that have a role to play in the development of the local area (De La Harpe, 2012). On the other hand, Mashamba (2008) argued that integrated development planning is about different actors and sectors working together under a commonly designed agenda and re-aligning individual efforts to produce commonly defined objectives.

4.3.1.2. Problems the municipality encounters in the preparation and implementation of the IDP

The responses from the municipal officials indicated the following as part of the problems the municipality encounters in planning and implementation of the IDP:

- Inadequate public participation

The development literature indicates that inadequate public participation in the planning and implementation of the municipal IDP is found to be a problem affecting almost all South African municipalities (Phago, 2009). The respondent 1, the IDP officer, expressed the following sentiments:

“Inadequate public participation is a serious concern that inhibits the planning and implementation of the IDP in the municipality”. “Ward consultation meetings for identification and prioritization of community needs are tending to violence and civil unrest”.

The latter might perhaps be attributed to the fact that community members are dissatisfied with the state of services delivered by the municipality.

- Limited resources

Respondent 2: The IDP manager, indicated the following as part of the causes of poor implementation of the IDP:

“The municipality experiences lack of funds to address the extreme needs of communities and that is mostly attributed to the non-payment of certain municipal services by the communities (revenue collection) such as refuse removal, property rates and water.... The main reason for non-payments of such services is simply because the municipality is predominantly rural as opposed to urban municipalities whereby people are able and willing to pay for services”.

The IDP manager also highlighted that another reason for the IDP implementation is the inadequacy of the funds from the national government in accordance with the Division of Revenue Act from the finance minister (This falls under Dora allocation which is an

equitable share that includes *inter alia* division of revenue from the finance minister, MIG, Municipal Support Infrastructure Grant (MSIG), Municipal Finance Support Grant (MFSG), and the Integrated National Electrification Fund (INEF) which its implementing agency is Eskom} The public participation officer also echoed similar sentiments, indicating that insufficient budget is a problem. He indicated the following:

“If the projects budgeted for the current year are not implemented then the municipality is forced to transfer those projects to the next financial year and that exacerbates service delivery backlogs in the municipality”.

➤ Abandoning of the projects

Respondent 1: The IDP officer of the municipality indicated that one of the major problems for inhibiting implementation of the IDP is the abandoning of the projects by contractors in the communities. The IDP officer indicated the following:

“The reason for abandoning various projects in the municipality is mainly because of fraud and insufficient funds to finish up the projects.... And that makes the municipality have lots of white elephant projects or projects that are futile in communities”.

➤ Political meddling

Respondent 1: The IDP officer indicated that there is a need for separation of municipal administration from politics. The IDP officer indicated the following:

“For example, if the municipality is to implement a particular project in one of the wards of the municipality, it sometimes becomes a problem when councillors intervene and command the municipality to implement the project in their respective wards”.

As a result, the delivery of services is delayed because services are delivered where they are not supposed to be delivered. Beyers (2016) indicated that public participation in municipal planning and programmes is still a serious challenge, even though it is a legal requirement and not a privilege. Furthermore, the study conducted by Beyers (2016) revealed that there is a need for separation of functionalities between politicians and administrative officials. It can therefore be concluded that in dealing with the above-

mentioned problems for planning and implementation, municipalities need to revisit and genuinely produce credible IDPs that takes account of the real issues of the people with a clear separation from different office bearers of the municipality.

4.3.1.3. Specific areas that needed improvement in the implementation of the IDP

➤ Public participation

Respondent 1: The IDP officer of the municipality explicitly indicated that the major area that needs improvement in the implementation of the IDP is the issue of public participation and non-attendance of community consultation meetings. The IDP officer indicated the following:

“Communities need to take charge and full control of their own development”.

Respondent 4: The LED manager of the municipality also echoed similar sentiments to the IDP officer. The LED manager indicated the following:

“There is a need for a revamp in public participation processes... That is because public participation is one of the tools of local government which ensures that there is democratic governance and accountability. Therefore, it is important for the municipality to have a structured way of engaging their communities.”

➤ Efficient use of MIG grant

Respondent 1: The IDP officer of the municipality indicated the following:

“There is clearly a need for the municipality to have an efficient usage of the MIG grant to support various projects and programmes of the municipality...because with failure to utilize such funds the government will take back the money for that current financial year, unless the municipality can convince the government as to why they did not utilize the money for infrastructural projects in the municipality”.

➤ Clear collaboration between local and provincial department IDP priorities

Respondent 2: The IDP manager indicated that clear collaboration between local and provincial departments can explicitly assist the municipality to achieve its developmental mandates. The IDP manager further reflected the following sentiments:

“There is a need for the collaboration between local, national and provincial department in terms of the IDP priorities” “Sometimes you find a situation whereby the provincial department construct additional classrooms in a school where the very same school is perfectly in a good condition, as opposed to the nearest school which has dilapidated classrooms.... But because there is no collaboration, funds are spent in areas where they are not supposed to be”.

- Consultation process

Respondent 4: The LED Manager indicated that...

“There is need to revamp the consultation processes particularly in terms of stakeholders and that includes the public, private, civil society organisations, Non-Government Organisations and the communities” ...

The LED manger stated the following:

“The municipality has a schedule for consultation processes in the consolidation of the IDP. However, if stakeholders are not pitching up, then it becomes a problem.... For example, the Department of Agriculture wants to implement a particular project to be consolidated in the municipal IDP, so that process must be in consultation with the various stakeholders”.

- Reporting and feedback platforms on IDP programs

Respondent 4: The LED manger indicated that...

“There is a need for reporting on any issue affecting the communities in the IDP programs... The municipality must also have or create platforms for feedback with all the communities in the municipality concerning the IDP projects and programmes”.

The latter might perhaps create the conditions for the community members to have an interest in whatever the municipality is doing or rather intending to do. A study conducted by Beyers (2016) indicated that public participation in the municipal planning remains a serious challenge, despite the fact that this is a legal requirement and not a privilege.

4.3.2. THE LEVEL OF SERVICE DELIVERY

4.3.2.1. The level of services delivered by the municipality to rural communities

Generally, the level of services in the municipality refers to all those service delivered by the municipality in a particular financial year (Nkuna & Nmutanzela, 2012). Respondent 1: The IDP officer of the municipality indicated the following:

“In the municipality there is an average delivery of services to the communities”.

However, the IDP officer further stated that there is definite room for improvement. Respondent 4: The LED manager reflected the following sentiments:

“The level of service delivery more especially in rural communities is limited and that is due to limited resources allocation and partial non-payment of services by the communities”.

Respondent 3: The public participation officer also indicated that....

“Generally, the level of service delivery is very poor and that is simply because the municipal officials at some point they do not take into account all the projects that could not be finished for that current financial year”.

The IDP manager also indicated that the level of service delivery in the municipality stands as follows: Electricity is at 98%, water at 70%, sanitation at 62% and refuse removal at 22% (Lepelle-Nkumpi IDP, 2017/2018).

4.3.2.1.1. The status of water provision by the municipality in the ward

This question with regard to the status of water provision in the ward by the municipality was put to Respondent 5: The Ward Councillor heads both villages. This question was

asked for triangulation purposes of the results from the survey. The Ward Councillor reflected the following sentiments:

“Currently there is a problem of water shortage in the ward; however, we tried to remedy the situation by having a Two Days per Week Programme, whereby we open up the water from the reservoir in trying to address water crises in the ward”.

The Ward Councillor further indicated the following:

“The water from the reservoir fully covers Sehlabeng and a part of Moshongo village since the water is not enough and that is because the capacity of Lepelle-Northern water as the municipal water source is also not enough to cater for the whole area”.

Respondent 6: The executive committee member of the ward heading the water and sanitation directorate also echoed similar sentiments with the Ward Councillor. The executive member of the ward indicated the following:

“Indeed, there is a limited supply of water in the ward and that is attributed to the fact that the municipality is not a Water Service Authority.... The water pipes pass many dams before reaching the people on the ground and that is a problem.... There is also on the other hand the process of purification which also takes a long period of time while people on the ground do not have water”.

4.3.2.1.2. Households’ access to electricity in the ward

Respondent 5: The Ward Councillor indicated that generally an ample amount of households in the ward have access to electricity. The Ward Councillor indicated the following:

“The major problem regarding electricity is only in the new extensions in the villages”.

The Ward Councillor further indicated the following:

“In the coming financial year 2018/2019 we will electrify other parts of the area and the remaining or pending households will be electrified in the 2019/2020 financial year”.

The ward executive committee member of the ward also reflected similar sentiments:

“Many households in the ward have access to electricity but the problem is the fact that the villages continue to grow. Moreover, those who cannot afford to buy electricity, more especially the destitute households and old people/pensioners are encouraged to apply for free units”.

4.3.2.1.3. Households’ access to sanitation services in the ward

Respondent 5: The Ward Councillor indicated that generally households in the ward have access to sanitation services; however, it was found that not all the households have access to sanitation services. The Ward Councillor then indicated the following:

“There are about 70-80% households with access to sanitation with a backlog of less than 20%. Currently the municipality has put aside the budget for 160 households to be provided with sanitation services for the current financial year”.

The executive committee member of the ward also indicated the following:

“Toilets are due to be built in the ward and a service provider has been appointed to undertake the project.”

4.3.2.1.4. Households’ access to refuse removal from the municipality

Respondent 5: The Ward Councillor emphasized the following with regard to refuse removal collection in the villages:

“There is no collection of refuse in the ward by the municipality.... However, there is a big refuse skip, even though communities do not frequently make use of it and the reason is because it’s located far from where many are staying”.

The ward executive committee member of the ward attested to the non-collection of refuse removal. The executive committee member indicated the following:

“There is no refuse collected from the ward because of the rural nature of the municipality, however we are still urging those who are able and willing to pay municipal tariffs to do so... because currently people collect their refuse and dump it in the yard, some in the street and the bush”.

4.3.2.2. The involvement of communities in the municipal service delivery issues

➤ Ward based planning

The municipality was found to have an ample number of platforms with which communities are involved to take part in the municipal affairs. Respondent 4: The LED manager indicated the following:

“One of the mechanisms for involving communities in the municipal service delivery issues is the ward based planning sessions that we held annually to try and foster genuine and active involvement of community member in the municipal affairs....in the ward based planning that’s where the municipality is able to consolidate the needs of the ward in the IDP”.

The literature also indicated that one way of promoting effective community participation is to encourage and embark on ward-based planning. This process would culminate in the development of community-based ward plans. However, this approach has been piloted in some municipalities in South Africa though its effectiveness is still to be tested (CoGTA, 2009a).

➤ IDP public participation process

Respondent 4: The LED manager of the municipality indicated the following:

“The IDP public participation process is where the IDP manager together with the mayor meets with relevant stakeholders for project identification, prioritization and implementation plans”.

Respondent 3: The public participation officer also indicated the following:

“There are a number of platforms for community engagements. However, they often are futile because the community members have lost hope with regard to the operation of the municipality.... Communities are no longer taking charge of their municipal issues”.

Subsequently, the literature also indicated that one of the key activities towards the attainment of values is the engagement of the public in matters of government to ensure relevance and sustainability of development interventions. This basically means that public participation is not a once-off process, but rather a continuous process (CoGTA, 2009a).

- Ward councillor's meetings

Respondent 2: The IDP manager of the municipality indicated the following:

“As the municipality, we involve communities through bi-monthly mandatory meetings to discuss specific projects’ implementation for a specific ward.... For example, if there is a construction project of a road, then community members will be called to attend and even the workforce for the project construction will be required to come from that specific ward.... The councillor also cautions the community members about the approved budget and the plans for that ward for the current and next financial year.”

4.3.2.3. The extent of the municipal achievement of service delivery targets

Respondent 1: The IDP officer of the municipality indicated the following:

“The achievement in terms of the service delivery targets is relative; there are still service delivery backlogs in the municipality especially in service areas such as housing, water, roads, and refuse removal which are only covered in Lebowakgomo township because of the poor payment of municipal services by the residents...Apparently, some of the people in other rural areas of the municipality are also willing to pay for municipal services”.

The IDP officer indicated that...

“In terms of electricity the target has been achieved because all the villages in all the wards are electrified except for the new extensions”.

The public participation officer indicated the following:

“As the municipality we are really trying in terms of water supply because the municipality has bulk supply of water however... however, the supply is not connected to all areas in the municipality”.

The LED manager also indicated the following in terms of service delivery:

“From the LED perspective the target achievement is relative and the current percentage of achievement in terms of the target is around 70%”.

Achievement also unfolds in terms of the following services: for refuse removal, the municipality has managed to put big yellow refuse skips in some areas around the communities in the municipality. The target achievement especially from the IDP perspective is reviewed annually and, for the time the data was collected, the municipality was still busy with the annual report and that is the reason there was no clear indication as to what the municipality had achieved for the year.

4.3.2.4. Municipality experiences of service delivery backlogs

The IDP officer, IDP manager, public participation officer and the LED manager all agreed that the municipality is facing service delivery backlogs. The IDP officer indicated that the backlog is especially in the areas of housing, storm water and roads. The IDP manager indicated that the municipality is facing a 2% backlog in electricity, water 30%, sanitation 38% and refuse removal at 78% (Lepelle-Nkumpi IDP, 2017/2018). Over and above that, it can be said that the municipality inherited some of the service backlogs from the apartheid planning system. This calls for restructuring particularly in terms of settlement pattern.

4.3.2.5. Causes of service delivery backlogs in the municipality

- Corruption

Respondent 3: The public participation officer of the municipality indicated the following:

“The act of corruption by some of the municipal employees pulls down the municipality from delivering services”.

The public participation officer also indicated that....

“Corruption is especially coming from the top management of the municipality because they are political appointees”.

The IDP officer indicated that....

“Politicians are being involved in the municipal administration and that is a problem for the municipality because it is delaying some of the municipal operations”.

The literature indicated that municipalities, as part of compliance, accounting and reporting for an improved positive audit opinion, must implement an Anti-Corruption and Fraud Prevention Strategy (Lepelle-Nkumpi IDP, 2017/2018).

- Limited resources allocation

Respondent 2: The IDP manager of the municipality indicated the following as part of the major contributors for service delivery backlogs in the municipality.

“Limited budget is found to be a major cause for service backlogs because limited budget leads to non-delivery of service in some of the areas in the municipality.... However sometimes the budget is enough to cater for the identified development projects but because of political meddling the budget ends up being used for other things that do not support or service the people on the ground”.

The development literature also on the other hand indicated that lack of budget is attributed to the fact that most municipalities depend entirely on National Treasury for financial support as they are unable to generate their own revenue. This basically means that most municipalities are failing a key performance indicator, which is revenue collection within their area of jurisdiction (Beyers, 2016).

- Capacity issues on municipal personnel

Respondent 4: The LED manager of the municipality indicated the following:

“The issue of capacity of municipal officials is a problem that drags the municipality from meeting its intended service delivery targets and eradicating backlogs.... The majority of municipal officials are incompetent”.

The development literature affirms that inadequate capacity from some of the municipal personnel is a major impediment. The study conducted by Beyers (2016) revealed that many municipal employees have insufficient capacity to perform their given duties and functions. The study found out that in one of the local municipalities in Sekhukhune district, there were high incidences of irregular and inappropriate appointments of people with insufficient skills (Beyers, 2016).

The public participation officer echoed similar sentiments and indicated that....

“The issues of cadre deployment is the one that makes almost all municipalities to move at a snail’s pace when it comes to the delivery of services”.

➤ Moving targets

Moving targets have been declared as the major contributor of service delivery backlogs the municipality is facing. Moving targets refer to the new extensions of the residential areas. The communities in the municipalities continue to grow on a daily basis and that results in a predicament in terms of clear projection of the needs or service to be delivered to the communities. Respondent 2: The IDP manager indicated the following:

“Moving targets serve as impediments for the municipality to have a clear projection in terms of services that need to be delivered to the communities... The municipality continues to deliver services where they were not supposed to be delivered”.

4.3.2.6. Strategies in place to address service delivery backlogs in the municipality

➤ Alignment of IDP and SDBIP

The IDP officer indicated that planning and implementation of the IDP without a clear alignment with SDBIP leads to the failure. The IDP officer indicated the following:

“As the municipality, we think strategic alignment sessions are needed in order to deal with the planning fragmentation.... CoGTA through their year by year rating of the municipal IDPs must also assist municipalities in terms of providing framework for producing credible IDPs”.

Respondent 4: The LED manager also echoed a similar sentiment as the IDP officer and indicated that to deal with service delivery backlogs....

“There is a need for the municipality to have strategic management sessions for prioritization and to streamline IDP and service delivery programs... strategic management sessions will also help the municipality in terms of tracking the progress”.

- Institutional re-structuring

Respondent 4: The LED manager reflected the following sentiments:

“There is a need for institutional re-structuring or arrangements to drive the IDP planning processes with sector departments and municipalities within the province.... that calls for a need for integration of sector department with the municipal planning units.”

The literature indicates that one of the challenges facing almost all municipalities is the lack of integration of various programmes in the IDP. This lack of integration could be attributed to many factors and one of them is an inability to identify and demonstrate relationships among various sector plans (Asha, 2014a).

- Setting Specific, Measurable, Achievable, Realistic and Timely (SMART) strategies in the IDP

Respondent 1: The IDP officer indicated that every year the municipality is obliged to set Key Performance Areas (KPAs) and strategies. The officer indicated the following:

“When we plan we tend to set too many strategies that are difficult to pursue, so we need to set few and focused strategies to achieve our targets” ... We also outsourced to a company called ALTIMAX which develops strategies for the municipality.”

- Expedite procurement process

The IDP officer of the municipality indicated the following:

“The long process of procurement is a problem as it prevents a variety of projects and programmes of the municipality from being delivered on time.... Therefore, the municipality must speed up the procurement process from the supply chain.... There is also a need for a central database at the national level in particular the National Department of Treasury and that will not only speed up the procurement process but it will also deal with issues of fraud, corruption and nepotism in terms of appointing service providers/contractors”.

- Application of funding from donors

Respondent 2: The IDP manager lamented the fact that Lepelle-Nkumpi Local Municipality is pre-dominantly rural and many services delivered are not paid for and that makes it impossible for the municipality to have a strong revenue base. The IDP manager reflected the following:

“There is a need for the municipality to seek external donors to assist in funding different municipal programmes and projects”.

However, this is not always the way out because the literature also indicated that the donors are interested in funding the municipality only if they have clear, measurable and feasible development plans (Mashamba, 2008).

- Annual review for service delivery

The LED manger indicated that in order to track the progress and address existing backlogs, the municipality through a performance monitoring system (PMS) must develop an annual service delivery and budget implementation plan and that must also include the performance contracts for section 57 managers and mechanisms for monitoring and evaluating municipal performance.

4.3.3. INTEGRATED DEVELOPMENT PLAN AND ITS EFFECTS ON SERVICE DELIVERY

4.3.3.1. The municipality has delivered adequate services to rural communities

Respondent 1: The IDP officer indicated the following:

“The municipality has relatively effectively delivered an ample amount of services because many rural communities in the municipal wards have water, electricity and sanitation among other services”.

Respondent 4: The LED manger also indicated the following:

“The municipality has delivered service to the rural communities.... However, the service delivered is based on the resources allocated”.

Respondent 3: The public participation officer indicated a different view from the other officials. The officer indicated that....

“There are lots of water pipes in communities without running water, there is lot of broken municipal water pipes and the budget for maintenance is available but pipes are not being fixed”.

Respondent 2: The IDP manger indicated the following:

“In the municipality we are having improved delivery of services to rural communities They have improved and there are up-to-standard sanitation facilities and electricity.... that is because some of the people during the community meetings appraise the municipality for the delivery of services”.

4.3.3.2. The satisfaction of rural communities about the services delivered by the municipality.

The IDP manager indicated the following in terms of the service satisfaction of the communities:

“Some have improved services delivered to them and they are satisfied however, that it is an ideal for everyone in the community”.

Respondent 1: The IDP officer indicated the following:

“To a certain extent, services have been delivered to the communities and they are satisfied, while in the other areas some developmental needs are still a work in progress”.

Studies indicated that many service delivery beneficiaries or households are in most instances still very dissatisfied or frustrated regarding the provision of basic services. Many household’s members demonstrated their dissatisfaction and frustration by resorting to sporadic service delivery protests and marches which results in vandalism of existing municipal facilities (Alexandra, 2010; Mashamaite, 2014; Moeti & Mashiachidi, 2016)

4.3.3.3. The implementation of the IDP has led to improved service delivery in the municipality

Respondent 1: The IDP officer of the municipality indicated the following:

“Indeed, the implementation of the IDP has led to the improvement in service delivery because all the development planning and programmes of the municipality start with the IDP and for that the municipality is able to plan and deliver in accordance with the intended needs of the people”.

Respondent 2: The IDP manager also reflected the following sentiments:

“IDP has led to improved service delivery because communities now have improved access to household services such as water, toilets and electricity.... On the other hand, communities also have improved access to social infrastructure such as roads, community halls, schools, clinics and sports facilities”.

Respondent 4: The LED manager of the municipality indicated that....

“Relatively the municipality has delivered services well, although not all programs and projects have been implemented.... However, the projects implemented through the IDP have brought relief in some ways, like roads, water, electricity and other infrastructure development programmes”.

Studies conducted also revealed that a number of municipalities are still in a serious distress and struggle to provide free basic services to communities in its area of jurisdiction and they further indicated the challenge of lack of infrastructure in rural areas (CoGTA, 2009; Beyers, 2016).

4.5. Conclusion

The aim of this chapter was to exhibit the presentation of findings from the survey and interviews and to further make an analysis of those findings. This chapter started with the presentation of a biographical profile of the respondents. The chapter further outlined the results of the thematic analysis and correlations among different study variables, percentages, and frequencies. Perceptions were solicited through the questionnaires and interviews to assess the efficacy of the IDP in enhancing basic service delivery in the study area. That includes the views and the perceptions from the local government officials and members of the executive ward committee. This study found that the municipality is still lagging in terms of the development role towards meeting the intended needs of the communities. The provision of other legislated or mandatory services in the municipality is still not satisfactory.

Therefore, unfortunately the study found that corruption, political meddling and limited capacity of municipal personnel and the revenue base were found to be impediments and stifling the achievement of desired development plans. Furthermore, the findings revealed that in service areas such as sanitation and electricity the municipality is clearly doing well, as compared to areas such as water and refuse removal among other. Through the data analysis and interpretation, this chapter clearly indicated and concluded that with effective planning and implementation of the IDP, service delivery can be improved. Therefore, it can be deduced from this chapter that Lepelle-Nkumpi Local Municipality is still confronted by longstanding patterns of service delivery backlogs that are highly

pervasive in service areas such as water, refuse removal and sanitation facilities, among others. The subsequent chapter will provide a summary of the key findings, recommendations and conclusions based on the key findings.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1. Introduction

The previous chapter habitually provided the analysis and interpretation of data collected from household survey and interview. The data collected from the survey covered purely the aspects of service delivery. The interview schedule was also used to solicit data on the aspects of IDP. This chapter presents the summary, conclusion and recommendation of the study, based on the study variables. The preceding chapter provided an analysis and interpretation of the research findings. This chapter commences with the summary of the chapters in section 5.2. This includes the integral elements of the study. It is followed by the summary of the key findings in relation to the study objectives in section 5.3. Section 5.4 contains the conclusion based on the literature review and research findings. In concluding the study, the recommendations will be outlined in terms of how Lepelle-Nkumpi Local Municipality and perhaps other South African municipalities can revise their planning and improve on the delivery of services. This chapter will outline recommendations for further research and limitations of the study thereof.

5.2. Summary of the chapters

Chapter one: Chapter 1 provided an introductory background of the study. It also included a description of the research motive or purpose, justifications and procedural methodology that applied in the process of operationalizing the study. In this chapter, the significance of the study and ethical considerations were also taken into cognizance. The chapter further outlined the description of concepts and included a literature survey that formed a basis for the theoretical framework adopted in the study.

Chapter two: the purpose of this chapter was to describe and discuss Integrated Development Planning as a tool for effective service delivery. The chapter started by the theoretical framework and outlining the conceptualization of the IDP to bring to the fore the context in which this study is framed and its relation to service delivery. The chapter further provided the rationale of the IDP planning and its integral processes and that

includes public participation. The chapter also unabatedly described as part of the IDP process monitoring and evaluation in the planning and implementation. The rationale for service delivery as an indicative measurement for effective planning and implementation of the IDP has also been described. As the rationale for effective planning and implementation at the local level, the chapter described budgeting and planning, integration and coordination and capacity issues and skills for implantation of the IDP at the local level.

Chapter three: The purpose of this chapter was to describe the Integrated Development Plan (IDP) within the auspices of service delivery. The aim was to, through literature, determine how the IDP as a planning tool should or ought to be used to unequivocally improve service delivery and deal with major service delivery backlogs within South African municipalities. The chapter through the engagements with the literature provided the national context of IDP and basic service delivery, rural household poverty and basic service. Therefore, through the literature survey, the chapter further cascades to the provincial level and concluded with the study area.

Chapter four: This chapter dealt with the analysis and interpretation of the empirical data which was to be collected in the study area. This chapter draws the analysis from the respondents' view regarding the efficacy of the IDP in enhancing service delivery. In addition, the visual data together with the observations made were also captured in this chapter. This chapter indicated that even though the IDP is considered to be the vehicle for acceleration of service delivery, however, not much had been achieved in its midst. There are still a plethora of discomfort and dissatisfaction in many communities in relation to service delivery.

Therefore, the aim of this study is to assess how Lepelle-Nkumpi Local Municipality and perhaps other South African municipalities can enhance and infuse their planning and improve on the delivery of services. Furthermore, the objectives of the study are the following:

- To examine the extent of the implementation of IDP at the local level;
- To assess the status of basic service delivery at the local level;

- To determine the contribution of the municipal IDP in promoting basic service delivery at the local level.

5.3. Summary of key findings

Objective # 1: To examine the extent of the implementation of IDP at the local level.

5.3.1. The importance of integrated development planning for the municipality

- The results from the interview revealed the following importance of IDP to the local municipality as indicated by the respondents: It helps to deal with service delivery backlogs, promote participation or consultation of community representative, identify needs and priorities of communities, and assist for better integration and coordination of municipal activities.

5.3.2. Problems the municipality encounters in the planning and implementation of the IDP

- The results from the interview indicated the following problems that the municipality encounters in planning and implementation of the IDP. These include poor public participation, limited resources, abandoning of projects, and political meddling. that public participation is found to be a major impediment in the planning and implementation of the IDP.

5.3.3. Specific areas that need improvement in the implementation of the IDP

The results from the interview indicated that public participation processes must be re-visited. The following are specific areas that need improvement:

- Public participation because communities need to take charge and full control of their own development;
- Efficient use of MIG to strengthen the on-going service and infrastructure projects;
- Clear collaboration between local and provincial department to assist in efficient use of resources;

- Consultation process to engage diverse stakeholders including Civil Society and NGO's; and
- Reporting and feedback platforms to strengthen collaboration between local government and communities

Objective # 2: To assess the status of basic service delivery at the local level.

5.3.4. *The level of services delivered by the municipality*

- The majority of the households 50% indicated that they have access to standpipes in the yard followed by those households who have access to communal taps account for 38.8%. however, most household 50% experiences water cut-off due to inadequate water from the main water source (e.g dams), old water taps/rust and stolen water pipes. Household coping strategies during water cut-off includes asking water from neighbours, buy water and use own borehole in the yard. Most households perceive that municipal water provision, most of the household (61.2%) reported that they are not satisfied with water provision. The respondents suggested that municipality should improve on provision of water tankers, respond immediately to water faults and do regular monitoring and maintenance.
- Regarding electricity service provision, the majority (97%) of respondent have access to electricity of which 93.8% reported that they are using electricity for cooking, 98.8% use electricity for lighting and only 63.7% use for heating. However, most households (64%) are experiencing electricity cut-off due to electrical faults from the transformer, overload and broken transformer and heavy wind and rainfall. Households coping strategies during electricity cut-off includes the use of candle lights, firewood, paraffin and gas stove. Most household perceive that electricity provision by the municipality is excellent. Household suggested that the municipality should focus on improving electrical subsidy to indigent households, impose heavy fines on illegal connection and electrification of new settlements.
- Regarding sanitation service provision, the majority 65.1% of households indicated that they have access to sanitation services from the municipality ranging from pit-

latrine without ventilation, flush toilets and pit-latrines with ventilation respectively. Most households perceive that the provision of sanitation by the municipality as being poor. Households suggested that the municipality should improve sanitation provision by using quality material for building, regular monitoring and upgrading of dilapidated toilets.

- Regarding refuse removal, all households do not have access to refuse removal services. Households rated the service as poor. As a result, households are forced to dump refuse in their yard, bushes and streets which contributes to environmental pollution and health risks. Households suggested that the municipality should provide plastic bags, big steel dust bins and hire people for weekly refuse collection.
- The findings from the interview indicated that services have been delivered on an average level to the different communities in the municipality; however, there is also definite room for improvement especially in service areas such as water, sanitation and refuse removal, among others.

5.3.5. The involvement of communities in the municipal service delivery issues

- The finding indicated that ward-based planning is found to be one of the effective mechanisms for involving communities in service delivery issues. Ward-based planning sessions are also held annually for consolidation of ward needs in the IDP.
- The results from the interview indicated that public participation processes such as IDP forums are used to involve communities. The results revealed that the IDP manager and the mayor meet with the communities for identification, prioritization and plans for implementation.
- Ward councillors' meetings: The findings revealed that the IDP manager involves community members for participation through bi-monthly mandatory meetings to discuss project implementation per different wards.
- However, community engagement platforms are often futile because the community members have lost hope with regard to the operation of the municipality.

5.3.6. The extent of the municipal achievement in service delivery targets

- The finding from the respondent indicated that target achievements are relative because there are still service delivery backlogs at hand. In terms of electricity the target has been achieved because all the villages in all the wards are electrified excepts for new extensions. The municipality is still trying to improve its achievement in terms of water supply, sanitation and refuse removal.

5.3.7. The municipal experiences of service delivery backlogs

- The finding from the respondents indicated that the municipality is facing serious challenge of service backlogs.

5.3.8. Causes of service delivery backlogs

- The major challenges of service delivery backlogs include the following: corruption, limited resources, capacity building on municipal personnel and moving targets or new extension.

5.3.9. Strategies for addressing service delivery backlogs in the municipality

- The findings from the respondent revealed the following as part of strategies to deal with service delivery backlogs in the municipality: there is a need for strategic alignment sessions between the IDP and SDBIP, institutional re-structuring for sector departments, and other municipalities in the province, setting of specific and measurable strategies in the IDP, need for annual review for service delivery and expedition of the procurement process.

5.3.10. The municipality has delivered adequate services to rural communities

- The finding revealed that to a certain extent, based on the resources allocated, the municipality has managed to deliver services. This finding also revealed that there are a lot of communal taps and standpipes in the yards; however, the problem remains with the unavailability of the water coming from those taps.

5.3.11. Satisfaction of rural communities by the services delivered

- The results indicated that to a certain extent services have been delivered and people are shown to be satisfied. However, there is not an ideal situation in every community in the municipality. This finding further revealed that some development needs are still a work in progress.

Objective # 3: To determine the contribution of the municipal IDP in promoting basic service delivery at the local level.

5.3.12. The implementation of the IDP has led to improved service delivery in the municipality

- The implementation of the ISP has led to improvement in service delivery because all the development planning and programmes of the municipality start with the IDP and for that reason the municipality is able to plan and deliver in accordance with the intended needs of the people.
- The findings revealed that the IDP has led to improved service delivery because many communities in the municipality have improved access to water, even though the reliability is a major concern. Through IDP communities have access to electricity and sanitation facilities.
- The response from the interview indicated that the improved service delivery is also found to be relative in some areas because not all projects and programmes have been delivered. Nevertheless, it can still be said that services delivered have brought some relief for many people in the community. Therefore, it can be deduced that to a certain extent the implementation of the IDP has assisted the municipality to plan and deliver in accordance with the needs of the communities. However, the major predicaments or upheaval facing the successful implementation of the municipal IDPs were identified from the survey. Inter alia, capacity issues on municipal personnel, limited resources, inadequate public participation on municipal affairs by the communities etc.

5.4. Conclusion

It can be deduced from the findings that many municipalities have not effectively played their role in the enhancement of service delivery in rural communities. Service delivery in almost all South African municipalities is still largely an alarming issue and a distress, notwithstanding the implementation of the IDP. Therefore, the conclusions drawn from the findings are as follows:

The finding revealed that Lepelle-Nkumpi local municipality has been implementing the IDP. The integrated development planning has several importance's for the municipality in particular to addressing service delivery backlogs, promoting community participation towards determining the needs and priorities as well as improving integration and coordination. However, the implementation of the IDP encountered certain challenges including amongst other poor shortage of resources, incomplete projects poor community participation and political meddling. The plethora of development literature also attested to the latter. A study conducted by Mathebula, Nkuna and Sebola (2016) indicated that the efficaciousness of the IDP implementation is determined through the successfulness in terms of the project identified and milestone reached as planned and incorporated within the IDP.

Continually, another finding shows that the municipality has increased the level of services to beneficiary households more especially the delivery of water and electricity has improved while the provision of sanitation and refuse removal are still inadequate. However, due to water and electricity cut-off the households developed some coping strategies. most households reported their dissatisfaction with the provision of water, sanitation and refuse removal. Regarding involvement of communities in service provision respondent highlighted that municipalities held consultation sessions, IDP forums and ward councillor meetings. However, communities still dissatisfied about their involvement. Despite the overall achievements by the municipality in rendering basic services, there is still a service delivery backlog caused by excessive acts of corruption, shortage of resources, lack of capacity and improper targeting. The development literature also indicated that many local municipalities faces challenges of financial upheavals, structural and organisational challenges and inadequate support (Mathebula, Nkuna and Sebola,

2016). A study conducted by Beyers (2016) in Fetakgomo local municipality also indicated the municipality relies on government grant and subsidies constituted 71% of the total income, this is an obvious indication that the municipality relies on grant funding to remain solvent. Van Helden and Huijben (2014), indicated that the revenue from the property rates and service charges should be the municipality's primary source of income however, that is not an ideal situation in many local municipalities because of a huge non-payments of property rates to predominately rural municipalities.

The finding further shows that the implementation of the IDP has contributed significantly to enhance service delivery in the municipality. It is evident that all the development planning and programmes of the municipality start with the IDP hence the municipality is able to plan and deliver in accordance with the intended needs of the people. The services and infrastructural projects implemented through has assisted the municipality to provide basic service such as water, electricity and sanitation. In addition, the municipality has also implemented infrastructure including roads to benefit the community. However, the municipality has not fully achieved the provision of basic services due to poor implementation of the IDP which was caused by lack of capacity, poor community participation and shortage of resources. There is also the plethora of studies conducted about IDP and service delivery enhancement. Those studies indicated that the IDP should not viewed as a document to fulfil a legislative requirement but it should serve as a strategic planning tool. The IDP should be drafted for the purpose of addressing service delivery challenges confronting municipalities as inherited from the apartheid government (Mathebila, Nkuna and Sebola, 2016). Thus, can be said that to a certain extent the IDP assisted the municipality to plan and deliver in accordance with the needs of communities.

5.5. Recommendations

Based on the survey from the field and the literature, this research proposes the following recommendations:

- It is recommended that the municipality should improve on water service provision by providing more water tankers, responding immediately to water faults and to carry out regular monitoring and maintenance.

- It is recommended that the municipality should improve its electricity provision by improving on the subsidy provided to indigent households, imposing heavy fines on illegal connection and also electrification of new settlement to avoid backlog.
- It is recommended that the municipality should improve its sanitation service provision by making the use of quality building material in the construction of toilets, do regular monitoring and upgrading of dilapidated toilets.
- It recommended that the municipality should improve its refuse removal provision by providing households with refuse plastic bags, dust bins and hire people for weekly refuse collection.
- It is recommended that the municipality should enhance community participation in integrated development planning through ward based planning and implementation of the IDP.
- It is recommended that there should be an explicit separation of functions and roles between municipal administration and political office bearers.
- It is recommended that the municipality should further build its capacity to efficiently manage MIG and procurement processes to strengthen the implementation of the IDP.

5.6. Limitations of the study and suggestion for further studies

The researcher encountered several predicaments during the data collection on the field or survey. The first challenge was the reluctant of some of the municipal officials particularly the IDP steering committee members. They were literally not willing to participate in the study. Another challenge faced by the researcher was limited time constraints and the budget during data collection process and that makes the sample size of the study to be limited in terms of geographic scope. Therefore, the researcher suggests that similar studies should be conducted in other municipalities in South Africa. In terms of the aspects of the study, the researcher further suggests that studies should be done to investigate the impact of IDP towards empowering communities and to examine the impact of IDP on inter-governmental relations.

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Appendix A: Households Survey Questionnaire

Dear participants,

This research forms part of my master's degree in Development Planning and Management at the University of Limpopo. The purpose of the research is to investigate the efficacy of integrated development plan in enhancing service delivery in Lepelle-Nkumpi Local Municipality. This questionnaire is intended to collect data for the aforementioned purpose. The results of this project will be used exclusively for academic purposes. Anonymity of the respondents is guaranteed, participants responses cannot in any way be identified by anyone else. Participation in the project will be voluntarily and respondents have the rights to withdraw from the project at any time. Your participation in this research project is highly appreciated.

Sincerely,

Mr Makalela, Kagiso

Participants' consent.

I hereby give my consent to participate in this research on condition that I will remain anonymous and my names will not be linked to the information that I will have provided to this research. I retain the privilege to withdraw should I feel uncomfortable with the involved research project.

Signed

Date

SECTION A: Demographic profile of respondents

1. Gender

1. Male		2. Female	
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2. Age (years)

1.	19 or less	
2.	20-29	
3.	30-39	
4.	40-49	
5.	50 and above	

3. Level of education

1.	No formal education	
2.	Primary education	
3.	Secondary education	
4.	Tertiary education	

4. Employment status

1.	Formally employed	
2.	Unemployed	
3.	Self-employed	
4.	Other, specify _____	

5. Residential area

1.	Sehlabeng village	
2.	Moshongo village	

6. How many dependents in the household?

SECTION B: The level of service delivery

Water service provision

1. Where does your household get water?

1.	Stand pipes in yard	
2.	Piped water inside the house	
3.	Communal taps	
4.	Other, please specify _____	

2. Does your household experience water cut-off?

Yes	1	No	2
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3. What were the reasons for the water cut-offs?

4. How does the household cope during water cut-offs?

5. How would you rate the water provision by the municipality?

1.	Excellent	
2.	Good	
3.	Fair	
4.	Poor	

6. Do you have any suggestions to improve water provision by the municipality?

Electricity service provision

7. Does your household have access to electricity?

Yes	1	No	2
-----	---	----	---

8. For what purpose do you use electricity?

1.	cooking	
2.	lights	
3.	heating	

9. Does your household experience electricity cut-offs?

Yes	1	No	2
-----	---	----	---

10. What were the reasons for the electricity cut-offs?

11. How does the household cope during electricity cut-offs?

12. How would you rate the electricity provision by the municipality?

1.	Excellent	
2.	Good	
3.	Fair	
4.	Poor	

13. Do you have any suggestions to improve electricity provision by the municipality?

Sanitation service provision

14. Does your household have access to sanitation services?

Yes	1	No	2
-----	---	----	---

15. Which type of sanitation does your household have?

1.	Flush toilet	
2.	Pit latrine without ventilation	
3.	Pit latrine with ventilation	
5.	Other, please specify _____	

16. How would you rate the sanitation provision by the municipality?

1.	Excellent	
2.	Good	
3.	Fair	
4.	Poor	

17. Do you have any suggestions to improve sanitation provision by the municipality?

Refuse removal service provision

18. Does the municipality collect refuse from your home?

Yes	1	No	2
-----	---	----	---

19. How often is collected by the municipality?

1.	Once per week	
2.	Twice per week	

20. How would you rate the refuse removal service by the municipality?

1.	Excellent	
2.	Good	
3.	Fair	
4.	Poor	

21. What problems do your household experience regarding refuse removal?

22. Do you have any suggestions to improve refuse removal provision by the municipality?

Thank you for your participation in this research

Appendix B: Interview Schedule for Key Informants

Research interview schedule for key informants in Lepelle-Nkumpi Local Municipality.

Masters in Development Planning and Management research project.

Research project title: ***The Efficacy of the Integrated Development Plan in enhancing Service Delivery in Lepelle-Nkumpi Local Municipality, Limpopo Province.***

The information to be obtained will be solely used for the academic purpose, and your participation in the research project is voluntary. The interview schedule is structured based on the following questions:

1. Can you describe the importance of integrated development planning for your municipality?
2. What problems does the municipality encounter in the preparation and implementation of the IDP?
3. Please provide any specific areas in the implementation of the IDP that need to be improved?
4. How would you describe the level of services delivered by your municipality to rural communities?
5. Can you tell me how communities are involved in your municipal service delivery issues?
6. To what extent do you think your municipality has achieved its service delivery targets?
7. Do you think your municipality is facing service delivery backlogs?
8. If so, what causes service delivery backlogs in your municipality?
9. What strategies are in place to address service delivery backlogs in your municipality?

10. Do you think your municipality has delivered adequate services to rural communities?
Please explain.

11. Do you think the rural communities are satisfied with your municipal service delivery?
Please explain.

12. Would you say the implementation of the IDP has led to improvement in service delivery in your municipality? Please explain.

Appendix C: Interview Schedule for Councillor and Ward Committee Members

- Can you tell me about the status of water provision by the municipality in your area?
- In your opinion, do households in your area have access to electricity? Please explain
- In your opinion, do households in your area have access to sanitation services? Please explain
- In your opinion, do households in your area have access to refuse removal services from the municipality services? Please explain
- Can you please explain your understanding of the IDP and its processes
- Do you participate in the IDP planning? if yes, how do you participate?
- Please provide your views on whether the IDP helps the community in terms of service delivery?

APPENDIX D: Letter for Requesting Permission to Collect Data

University of Limpopo
Private Bag X1106, Sovenga, 0727, South Africa
Tel: (015) 268 3158, Email:aklilu.asha@ul.ac.za

Faculty of Management & Law
School of Economics & Management
Department of Development Planning and Management

To: Moletlane Tribal Authorities

Cc.: Mr K.I. Makalela (201210837), Master's Candidate, University of Limpopo

From: Dr A.A. Asha, Senior Lecturer, Turfloop Graduate School of Leadership (TGSL)

Subject: Request for Permission that Mr K.I. Makalela Conducts Survey in Sehlabeng and Moshongo Village

As Supervisor, I herewith make a sincere request to you to allow Mr K.I. Makalela to conduct fieldwork and a household survey in Moshongo and Sehlabeng Village. This request is referenced hereunder:

1. Mr K.I. Makalela (201210837) is a master's student in the Department of Development of Planning and Management at the University of Limpopo and is currently registered for Masters Qualification with the same Department and University as follows:

Title: The efficacy of the Integrated Development Plan in enhancing Service Delivery in Lepelle-Nkumpi Local Municipality, Limpopo Province

Supervisor: Dr A.A. Asha

2. Mr K.I. Makalela's Masters Research Proposal has been approved by the Faculty Higher Degrees Committee (FHDC)
3. The fieldwork and survey will include observations, photographic information and administration of questionnaires among selected households as well as interviews with committee members
4. The purpose of the survey is to establish how effective the IDP is in enhancing basic service delivery
5. The relevant data collection tools, questionnaires and interview questions will be made available to the Committee

Mr K.I. Makalela would be greatly assisted if he could be allowed permission to conduct fieldwork and survey as requested; and, he shall observe all relevant research ethics in keeping with the University of Limpopo's standard and requirements. He is thoroughly trained as a researcher and he knows that he has to uphold the value, principles and guidelines applicable to the community. Also, all information to be collected will be kept confidential and made available to the Committee.

I herewith kindly request you to allow Mr K.I. Makalela the opportunity to conduct the fieldwork survey as requested.

I look forward to your favourable decision.

Sincerely,



Dr A.A. Asha Senior Lecturer and Supervisor

Turfloop Graduate School of Leadership

Appendix E: Letter for Permission to Collect Data

KGOSHI MADIMETJA SELLO KEKANA III



**Zebediela Ndebele Traditional Council
Private bag X500
GROOT-HOEK
0628
2017 – 02 - 03**

**Tel/fax: 015 642 3068
Cell: 079 758 8961**

To Whom It May Concern

LETTER OF RECOMMENDATION

Kgoshi M.S. Kekana III and the Zebediela Ndebele Tribal Authority have no objection in recommending MAKALELA KAGISO INNOCENT I.D. NO. 921229 5630 083, in conducting his research around Sehlabeng and Mogoto Village, an area under the jurisdiction of Kgoshi M.S. Kekana III.

His research is about the efficacy of Integrated Development Plan in enhancing Service Delivery in Lepelle – Nkumpi Local Municipality, Limpopo Province.


We therefore request our Municipality to allow them to use it for their business interests.

Your co – operation and assistance will be highly appreciated.

Yours faithfully


.....
Traditional Secretary




.....
Deputy Traditional Chairman


.....
KGOSHI MADIMETJA SELLO KEKANA III

Appendix F: Turfloop Research Ethics Committee Clearance Certificate



University of Limpopo
Department of Research Administration and Development
Private Bag X1106, Sovenga, 0727, South Africa
Tel: (015) 268 2212, Fax: (015) 268 2306, Email:noko.monene@ul.ac.za

**TURFLOOP RESEARCH ETHICS
COMMITTEE CLEARANCE CERTIFICATE**

MEETING: 24 April 2017

PROJECT NUMBER: TREC/28/2017: PG

PROJECT:

Title: The efficacy of Integrated Development Plan in enhancing service delivery in Lepelle-Nkumpi Local Municipality, Limpopo Province

Researcher: Mr KI Makalela

Supervisor: Dr AA Asha

Co-Supervisor: N/A

School: Economics and Management

Degree: Masters in Development Studies


PROF TAB MASHEGO
CHAIRPERSON: TURFLOOP RESEARCH ETHICS COMMITTEE

The Turfloop Research Ethics Committee (TREC) is registered with the National Health Research Ethics Council, Registration Number: REC-0310111-031

- Note:**
- i) Should any departure be contemplated from the research procedure as approved, the researcher(s) must re-submit the protocol to the committee.
 - ii) The budget for the research will be considered separately from the protocol. PLEASE QUOTE THE PROTOCOL NUMBER IN ALL ENQUIRIES.

Appendix G: List of Publications

Makalela, K.I. (2016). Integrated Development Planning Processes as a coherent strategy for service delivery backlogs: A case of Lepelle-Nkumpi local municipality. In Sebola, M.P. & Tsheola, J.P. (eds.). Governance in the 21st Century Organizations. International Conference on Public Administration and Development Alternatives, pp. 245-254.

Makalela, K.I. (2017). Integrated Development Planning as a Strategy for Poverty Alleviation: The Dilemma Within the Ambit of South Africa. In Sebola, M.P. & Tsheola, J.P. (eds.). Independence of African States in the Age of Globalization. International Conference on Public Administration and Development Alternatives, pp. 9-15.

Appendix H: Language Editing Certificate

Anne Kruger Language Practice

- ❖ 19 Nooitverwacht, 105 Main Street, Paarl 7646
 - ❖ tel 072 374 6272 or 021 863 2315
 - ❖ annekruger25@gmail.com
-

To whom it may concern

DECLARATION OF LANGUAGE EDITING

I, Elsje Anne Kruger, hereby declare that I have personally read through the dissertation of Kagiso Makalela titled "The efficacy of integrated development plan in enhancing service delivery in Lepelle-Nkumpi local municipality, Limpopo Province".

I have highlighted language errors and checked references. The track changes function was used and the author was responsible for accepting the editor's changes and finalising the references. I did no structural rewriting of the content.

Yours sincerely

Date

