

**THE EFFICACY OF INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION  
TOWARDS THE ENHANCEMENT OF BASIC SERVICE DELIVERY: A CASE OF  
MPAKENI VILLAGE, MBOMBELA LOCAL MUNICIPALITY, SOUTH AFRICA**

by

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RESEARCH SUBMITTED IN FULFILMENT OF THE REQUIREMENT FOR THE  
DEGREE

**Master of Development**

in

**Planning and Management**

in the

**FACULTY OF MANAGEMENT AND LAW**

**(School of Economics and Management)**

at the

**UNIVERSITY OF LIMPOPO**

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**2023**

## DECLARATION

I, Lifa Rodney Thabethe, declare that the study titled: “The Efficacy of Integrated Development Plan Implementation Towards the Enhancement of Basic Service Delivery: A Case of Mpakeni Village, Mbombela Local Municipality, South Africa”, 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 Masters’ degree of Development Planning and Management and has not been previously submitted by me for any examination at this or any other University.

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Mr L.R Thabethe

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Date

## **DEDICATION**

I dedicate this research study to myself in appreciating all my academic efforts. I also dedicate this study to my parents, Mr SS Thabethe and Ms NP Ndlovu, who gave me the greatest gifts, namely, life and education, and my siblings, Nomalungelo, Gugulethu and Linda Thabethe. I hope with all my heart that my research study will motivate all of you to venture into education. I love you. Lastly, I dedicate this study to the Mpakeni Village, especially those who have suffered from the lack of basic services in any shape or form. I hope this study helps in providing any remedial interventions required as much as possible.

## ACKNOWLEDGEMENTS

Firstly, I want to thank the Lord, my God, for giving me the opportunity to further my studies and giving me the strength to complete my Masters dissertation.

Secondly, my genuine appreciation is extended to the following people, who in many ways than one, have contributed to the completion of this study:

- i. My supervisors, Dr MN Khwela and Dr NJ Mokoeele, for their professional guidance, patience, insights and leadership throughout the study. Your devotion to academic excellence and suggestions have been of outmost importance in ensuring the successful completion of this study.
- ii. My parents, Mr SS Thabethe and Ms NP Ndlovu, thank you for life itself. Thank you for the opportunities you have created for me to be a better person, especially the gift of education.
- iii. My siblings, Ms Nomalungelo, Ms Gugulethu and Mr Linda Thabethe, I hope my academic journey will be an inspiration to you all.
- iv. My friends, Ms NB Mkhombo, Mr KP Lebotsa, Mr XT Mojaji and Ms DV Ndlovu, who told me to “keep my head above the waters and keep breathing” when the only option at the time was to quit; your motivations and faith in me kept me going.
- v. My lecturers in the Department of Development Planning and Management (DDPM) for their academic excellence towards my entire tertiary life.
- vi. The employees of Mbombela Local Municipality for their insights, time shared and the professional knowledge they provided for this study. Their assistance made the completion of this study a reality.

## **ABSTRACT**

The study aimed at investigating the efficacy of the Integrated Development Plan (IDP)'s implementation to enhance basic service delivery at Mpakeni Village in the Mpumalanga Province. The South African government constitutionally mandates local municipalities, which are the spheres closer to societies, to provide basic services to their constituencies. The South African government has been attempting to address service delivery challenges and existing backlogs bequeathed by the apartheid regime. For this reason, instruments such as the IDP have been formulated to enhance basic service delivery, especially in previously disadvantaged communities. However, in many South African municipalities, such as Mbombela Local Municipality, the IDP is used only as a blue-print rather than a tool to enhance basic service delivery.

The study was guided by the Humanistic Paradigm and Systems Theory. It employed both qualitative and quantitative research approaches to investigate the institutional factors that lead to effective IDP implementation. Assisted questionnaires and interviews were used to collect data from the respondents in the Mpakeni Village. The sample of the study was used to select different household respondents and municipal officials. The study involved a total of 70 household respondents and 4 key informants from the municipality. The research findings indicated the lack of capabilities in the municipality, high corruption rate and maladministration, as factors which hindered the improvement of basic service delivery. It was found that many of the residents do not understand what an IDP is all about. This means that many local citizens have little or no knowledge about how basic services are delivered to their communities. It was also found that there is lack of public participation during the IDP process and its implementation. Therefore, the study concluded that IDP implementation does not enhance basic service delivery because of the inexperience of municipal officers, among other things. Consequently, the study recommended that only experienced candidates should be employed to implement the IDP whilst the existing ones should be trained.

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## ACRONYMS

ANC	:African National Congress
ASGISA	:Accelerated and Shared Growth Initiative of South Africa
DPLG	:Department of Provincial and Local Government
DPSA	:Department of Public Service and Administration
IDP	:Integrated Development Plan
IMS	:Integrated Management System
ISF	:Integrated Spatial Framework
KPIs	:Key Performance Indicators
LED	:Local Economic Development
MDGs	:Millennium Development Goals
MFMA	:Municipal Finance Management Act
MPPMR	:Municipal Planning and Performance Management Regulation
MTREF	:Medium Term Revenue and Expenditure Framework
NDP	:National Development Plan
NEPAD	:New Partnership for Africa's Development
NGO	:Non-Governmental Organization
NP	:National Party
NSDP	:The National Spatial Development Perspective
PGDS	:Mpumalanga Provincial Growth and Development Strategy
PMME	:Performance monitoring, management and evaluation
RDP	:Reconstruction and Development Program
SDBIP	:Service Delivery and Budgetary Implementation Plan

## **CHAPTER 1: INTRODUCTION AND BACKGROUND TO THE STUDY**

### **1.1. INTRODUCTION AND BACKGROUND**

Local municipalities are the sphere of government closer to the people and are constitutionally mandated to provide basic services such as clean water, proper sanitation, and housing to poor communities (Munzhedzi, 2020). Achieving development depends on addressing poverty at a grassroots level, promoting active participation and being innovative in solving social problems. The key tool for achieving innovation, creativity and development initiatives is the effective implementation of an IDP. Within a specific area of jurisdiction, an IDP is used as a long-term (5 years) plan to provide basic services to the people (Bakre & Dorasamy, 2018). However, IDP implementation gets confronted with multiple challenges such as maladministration, lack of municipal capacity and corruption. The IDP also experiences success in delivering services such as supplying clean water and electricity to communities (Masuku & Jili, 2019). These challenges confronting the implementation of the IDP have the potential to derail the meaningful provision of service delivery and active public participation in municipal affairs. A meaningful public participation is an essential part of progress in that it helps the locals to feel involved in their development and be viewed as sole beneficiaries. However, the absence of meaningful participation makes it difficult to reflect on the community's priorities and needs. IDPs help local municipalities to focus the resources where they are most needed and to consider such resources' level of scarcity and availability (Subban & Theron, 2016).

The concept of IDP emanated in the 1990s (particularly in Europe) as an international idea for development and community improvement (Kroukamp & Cloete, 2018). As a result, first-world countries' development and better standards of living pose a significant influence on less developed countries to adopt similar ideas in search of development. In Ireland, for instance, the national government fulfils the role of

supervision within all social partnerships while the national governments of countries like New Zealand and Australia, only set policy frameworks and delegate local municipalities to interact closely with people in the communities (Kroukamp & Cloete, 2018). In practice, this allows people to voice out their needs directly at the municipality. As a result, this yields success because only the most needed basic services such as the provision of clean water are prioritised. International influence on development and governance appreciates transitions to democracy, where countries like South Africa can focus on all people regardless of race. In the 1990s, the South African government linked its IDP with a New Public Management (NPM), which emphasizes on integrated and participatory governance (Manoharen & Ingrams, 2018). An adaptation of a NPM is an effective reform in search of solutions to crises and consequences of apartheid. Hence, the adoption of local planning instruments such as an IDP is important to ensure integrated and participatory governance. According to Section 25 of the *Municipal Systems Act* 32 of 2000, the use of an IDP enables inclusive and strategic planning for municipalities to distribute resources accordingly towards the community's interest.

In South Africa, basic service delivery is confined within the IDP of an individual municipality as a managerial strategy for five years (Mansoor & Williams, 2018; Mathebula & Sebola, 2019). An appropriate implementation of an IDP ensures good basic service delivery in a particular municipality. Effective basic service delivery is a result of successful IDP implementation such as communities receiving clean water and proper sanitation. However, according to Mathebula, Nkuna and Sebola (2016), in South Africa, many municipalities develop immeasurable objectives and overly ambitious IDPs. Over time, the poor implementation of an IDP leads to a lack of improvement and no service delivery. All municipalities are unique and have individual IDPs with different budgets. After five years of implementation, the IDP progress reports of different municipalities will differ. Reddy (2016:1) asserts that “the delivery and ongoing upkeep of these basic services have proved to be unreliable at times, greatly inconveniencing and endangering local communities”. For that reason, the IDP must be implemented in a manner that best benefits the residents and strives to alleviate poverty

by any means possible. Hence, the study aimed at investigating the efficacy of IDP implementation towards the enhancement of basic service delivery.

## 1.2. STATEMENT OF THE RESEARCH PROBLEM

Local municipalities remain essential role players in providing road infrastructure and basic services to the public (Debeila, 2018; Manoharen & Ingrams, 2018). To ensure development, local municipalities need to possess the adequate administrative capacity and effective implementation tools. Guided by the Constitution of the Republic of South Africa, local municipalities are mandated to provide basic services such as clean water, proper sanitation, infrastructure, and housing to communities (Musitha, 2016). However, local municipalities continue to face basic service delivery challenges such as poor water supply, poor sanitation, and lack of road infrastructure. These challenges arise, despite the efforts exerted by the national and provincial governments in building local capacity by introducing the integrated development planning process (Manoharen & Ingrams, 2018; Mpabanga, 2022). IDP implementation fails because it is mostly viewed as a blueprint rather than an actual plan of action (Maemu, 2021). The act of involving people in their development is only scripted in an IDP, but not actualised during implementation. In practice, the poor implementation of an IDP and a lack of capacity from the local authority can result in basic service delivery upheavals.

The major causes of basic service delivery failures can be categorised as either resource or capacity problems (Magagula, Mukonza, Manyaka & Moeti 2019). The lack of municipal resources, such as enough vehicles, monetary funds and a working IT system, often emerges as the common problem hindering the delivery of basic services. The lack of resources is most pressing for municipalities in rural areas that are not financially sufficient (De Villiers, Van-As & Botha, 2020). As a result, such municipalities often fail to execute their development initiatives. Sufficient capacity such as having experience in basic service delivery is needed to ensure an operational municipality with qualified municipal workers. However, many South African municipal servants lack the necessary qualifications and experience to effectively work in local government (Molale,

2019). In addition, a majority of people with skills choose to seek work in prestigious offices within the private sector instead of working in local government. As a result, about 44% smaller municipalities such as Mbombela Local Municipality are left with unskilled personnel (Cilliers & Cornelius, 2019). Another issue that serves as a problem in delivering basic services is that decision-making positions are mostly occupied by corrupt politicians (Lethoko, 2016), which results in poor service delivery. As a consequence, municipal officials responsible for basic service delivery should be qualified and have the necessary experience to execute the objective(s) effectively.

### 1.3. AIM AND OBJECTIVES

#### 1.3.1. Aim of the Study

The study aimed at investigating the efficacy of IDP implementation towards the enhancement of basic service delivery in Mpakeni Village, Mbombela Municipality in Mpumalanga province.

#### 1.3.2. Objectives of the Study

The study aimed at addressing the following objectives:

- i. To examine the institutional factors affecting IDP implementation in Mpakeni Village, Mbombela Local Municipality.
- ii. To explore the institutional challenges towards service delivery in Mpakeni Village, Mbombela Local Municipality.
- iii. To assess the effectiveness of IDP implementation towards the enhancement of basic services in Mpakeni Village, Mbombela Local Municipality
- iv. To recommend measures to improve the efficacy of IDP implementation towards the enhancement of basic service delivery in Mpakeni Village, Mbombela Local Municipality

#### 1.4. RESEARCH QUESTIONS

The general research question of the study was: How does Mbombela Local Municipalities effectively implement its IDP towards the enhancement of basic service delivery in rural areas? Specific research questions were formulated from the general research question as follows:

- i. What are the institutional factors affecting IDP implementation in Mpakeni Village, Mbombela Local Municipality?
- ii. What are the institutional challenges towards basic service delivery in Mpakeni Village, Mbombela Local Municipality?
- iii. What is the efficacy of IDP implementation towards the enhancement of basic services in Mpakeni Village, Mbombela Local Municipality?

#### 1.5. DEFINITION OF KEY CONCEPTS

Research studies use various concepts in different ways to best suit their narratives. The definition of terms for a particular study is influenced by a certain field of study. Different scholars define their concepts to avoid any confusion or ambiguity with other fields of study. Hence, for this study the following key concepts were defined as follows:

i. **Integrated Development Plan (IDP)**

A strategic tool used to inform and direct municipal decision-making in terms of planning, management, and budgeting (Mathebula & Sebola, 2019). Drakenstein Local Municipality (2017:7), defines the IDP as “a participatory process aimed at developing a five-year strategic plan that guides all planning, budgeting, management and decision-making in the Municipality”. For this study, an IDP was viewed as a strategic instrument used by a municipality to enhance basic service delivery.

ii. **Integrated Development Plan Implementation**

The actual execution of the IDP guides and informs all budgeting, planning and development in the municipal jurisdiction (Drakenstein Local Municipality, 2017). Valeta



and Walton (2008), define IDP implementation as a plan used to assess the achievements of short-term goals set within a set budget.

### **iii. Basic services**

Forms of social benefits that people of a community receive for free, funded by tax and provided by the government (Hornby, 2006). Beyers (2016), defines basic services as necessities such as clean water, proper sanitation, health facilities and electricity. In this study, basic services are the benefits the public receives from a local municipality. For the purpose of this study basic services include proper sanitation, clean water, road infrastructure, electricity and housing.

### **iv. Basic service delivery**

A process of rendering public services that are funded by public funds, where such basic services are provided by the state, by Private Sector Company or a Voluntary and Community Organization (Makalela, 2016). Reddy (2016), defines services delivery provision in the context of local government as the supply of satisfactions, benefits, good and services that are considered public, to enhance the quality of people within a specific jurisdiction. However, in this study, basic service delivery was viewed as an act of rendering services to the community by the local municipality.

## **1.6. RESEARCH METHODOLOGY**

Research methodology is the analysis to all the methods, techniques and procedures used in the investigation. However, methods are just the instruments used to select suitable techniques for the study (Taherdoost, 2016a). For the purpose of this study, the methods, techniques were used to collect data and will be discussed in this section. The study used a mixed methods approach to provide an understanding of the efficacy of IDP implementation towards the enhancement of basic service delivery. The quantitative approach assisted in analysing and interpreting different variables such as numbers, frequencies, and percentages to help with different respondent's answers towards the investigation. The qualitative approach, on the other hand, assisted as a

descriptive setting by using words to record different variables. Both the quantitative and qualitative approach were used to evaluate and analyse the data collected from respondents.

### **1.6.1. Research Design**

The study employed a normative research design to observe events, evaluate variables without imposing any influence or control over. The study adopted the use of a descriptive and evaluation research. The descriptive research was used to describe the *status quo* of basic services in Mpakeni Village. The evaluation research was used to assess the usefulness of IDP implementation towards enhancing basic service delivery provision in Mpakeni Village. The study adopted the quantitative and qualitative approach to measure, compare and analyse data. The use of the descriptive and evaluation research assisted the study to analyse data in groups, percentages and make appropriate interpretations.

### **1.6.2. Description of the Study Area**

Mbombela Local Municipality is in Mbombela (Nelspruit), the capital city of Mpumalanga Province, adjacent to the Kruger National Park. The municipality was established in December 2000 during the local government elections (Mashiteng, 2017). The rural node the study investigated is Mpakeni Village, which is 33.8km away from the capital city. The village has a growing population of approximately 1 394 people and 350 households. Mpumalanga Province is characterised by many rural settlements and Mpakeni Village is one of them. Mpakeni Village was selected because it is one of many rural areas that battle for basic service delivery and have been neglected due to the lingering effects of the apartheid regime. The village is more rural and cultural than it is urban with 59% of the people still practicing farming and using self-made pit toilets. In the village, many residents have little information on what an IDP is because of the lack of public participation, access to the internet and information.

### **1.6.3. Kinds of Data Required**

The study collected both primary and secondary data. The primary data were collected from household respondents. The kinds of data required were based on basic services such as water supply, electricity, proper sanitation and road infrastructure. The secondary data required for the study were obtained from published literature, and theories addressing IDP and basic service delivery. The Mbombela Local Municipality was analysed to determine the successes and challenges in enhancing basic service provision. The secondary data were related to the implementation of an IDP and how to enhance basic service delivery.

### **1.6.4. Target Population**

The study used Mpakeni Village, a rural area under the Mbombela Local Municipality, which is located at the outskirts of Mbombela City. The residents of Mpakeni Village were the target population for this study. The unit of analysis for this study consisted of two groups: household members as recipients and municipal officials responsible for basic services delivery. The study relied on the municipal officials as key informants based on the knowledge they had on IDP and basic service delivery. The study focused on 10% of the entire population of the village. The percentage was selected because the study sought to have a general view of the population, to save time and prioritise limited resources. The group was selected based on availability, participation and having relevant information to assist the study.

### **1.6.5. Sampling Procedures**

The total population of a community is often too big to gather information from thus, a selected sample makes the work feasible (Taherdoost, 2016a). For that reason, there was a need to select sampling techniques. The study adopted both probability and non-probability sampling techniques. In probability sampling, the study adopted simple random sampling to collect data from households in Mpakeni Village. The target population was assigned house numbers and random numbers were selected to choose

a sample. The study adopted the simple random sample to offer the population an equal probability of being selected. In non-probability sampling, the study adopted purposive sampling to collect data from municipal officials. The study adopted the purposive sampling because it is able to base its sample on who the researcher deemed appreciate to collect data from.

#### **1.6.6. Data Collection Methods**

The study collected data using assisted questionnaires and interviews. The questionnaires were given to household members to complete. In case the respondents could neither read nor write, the researcher was available to assist. The interviews were used to interact with municipal officials responsible for IDP processes and basic service delivery in Mbombela Local Municipality through face to face dialogues. The researcher adhered to research ethics to ensure safety of and respect to the respondents. The constructed questions were both open-ended and closed. The open-ended questions enabled the respondents to provide information based on their experience on IDP implementation and basic service delivery. Closed-ended questions were used to collect specified answers and required either 'yes' or 'no' responses. Due to the scarcity of resources and limited time, the researcher managed to interact with 70 household members and 4 municipal officials. Among the household members were 46 females and 32 males while all the municipal officials (4) were males.

#### **1.6.7. Data Analysis Techniques**

The study used both quantitative and qualitative data analytical techniques. Quantitative data analysis emphasised on quantification when analysing data and presented data as variables, statistics, and frequencies (Rahman, 2017). The study captured and analysed quantitative data on the Statistical Package for Social Sciences (SPSS) software version 28.0.0.0 (190). The software was used to give descriptive statistics in percentages and frequencies. Using the SPSS, the quantitative data were presented in the form of charts, graphs, and tables. Presenting the data in graphs, charts and tables enabled the study to provide an analytical description of the research findings.

Qualitative data analysis emphasises on the production of a description of why and how people address certain phenomena (Rahman, 2017). Unlike quantitative data, qualitative data required for this study were explained using words rather than statistics. The study adopted a thematic analysis to interpret its qualitative data. The study used thematic analysis to record a trend in data collected from the key informants with the use of interviews. The data were coded for clarity and interpretation.

#### **1.6.8. Validity and Reliability**

Taherdoost (2016b), asserts that interviews and questionnaires are tools mostly used by researchers to collect data. Taherdoost (2016b), further adds that the objective of the tools is to collect data in a more reliable and valid way. Consequently, the accurate and consistent use of the questionnaires and interviews helped the researcher to achieve validity and reliability. To ensure reliability, the study should be able to provide stable and consistent results (Rahman, 2017). To achieve reliability, the study used different data collection tools, such as structured interviews and questionnaires to capture the respondents' experiences. To ensure the acquired data were accurate, the study thoroughly evaluated literature and through data collected from household respondents and municipal officials. The study's aim and purpose were explained to the respondents, including assuring them that their anonymity, privacy and confidentiality would be protected throughout the study. This was to encourage transparency, honesty and openness during interviews. Validity deals with the accuracy of a study and its ability to measure what is intended to be measured (Souza, Alexandre & Guirardello, 2017). To ensure validity, the study used a pre-test on the study's tools to examine its performance. Furthermore, a pilot study was conducted to ensure the effectiveness of the drafted questionnaire and interview to guarantee validity and reliability.

#### **1.7. SIGNIFICANCE OF THE STUDY**

Basic service delivery backlogs will forever be a challenge facing South Africa local municipalities in achieving their constitutional mandate to provide communities with services. As a result, this study complements research studies which were conducted to

address IDP implementation and basic service delivery. Theoretically, this study provides aspects in which an IDP can be effectively implemented to enhance basic service delivery. The study will contribute to debate on the efficacy of IDP implementation towards enhancing basic service delivery in rural areas. Practically, the study can be used as a reference to assist policy and decision-makers in the formulation of realistic strategies to improve planning in local government. The research findings will be shared with Mbombela Local Municipality with the assumption that it will assist with effective IDP implementation towards enhancing basic service delivery.

## 1.8. SUMMARY OF CHAPTERS

Chapter 1 provided the study's introductory background on the effective implementation of IDP towards basic service delivery enhancement. The chapter further covered the statement of the research problem, research aim and objectives, and the methodology applied. Key terminologies were defined to help maintain a clear understanding of the study. Lastly, the chapter highlighted the significance of the study and how the researcher adhered to the ethical considerations.

Chapter 2 covered the theoretical framework that guided the study. The selected theories were the Humanistic Paradigm and Systems Theory, which helped the researcher to meet the objectives accordingly.

Chapter 3 reviewed literature from various scholars who wrote about the effectiveness of IDP implementation towards the enhancement of basic service delivery. The chapter covered institutional factors affecting IDP implementation and institutional challenges towards basic service delivery. The chapter addressed the nature of IDP implementation in local municipalities and how basic service delivery can be enhanced.

Chapter 4 provided a comprehensive description of the legislative framework that governs IDP implementation towards basic service delivery in South Africa. The study addressed different policies that are used to govern IDP processes throughout the national, provincial to the local sphere of the government. The chapter also described

the nature of basic service delivery, its current challenges, especially in the local sphere of government.

Chapter 5 presented, analysed and interpreted the collected data in charts and diagrams. This chapter presented the interactions between the researcher and the respondents of the study. In this chapter, the selected methodology tools explained in Chapter 1 were applied.

Chapter 6 summarised and concluded the study as well as providing the study's recommendations. This chapter was formulated after interacting with the respondents, analysing and interpreting the collected data. This chapter concluded the study in hopes that the study can assist local municipalities to effectively implement their IDPs to enhance basic service delivery to their communities.

## 1.9. ETHICAL CONSIDERATIONS

The researcher adhered to all the necessary ethical considerations that must be observed during research. To begin with, the researcher reviewed literature from different scholars and reference their ideas accordingly to avoid plagiarism. It is a professional courtesy to give cited researchers credit for their contribution (Gaus, 2017). The study adhered fully to the ethical standards as prescribed by the code of ethics of the University of Limpopo. As a result, the study was informed by all the ethical responsibilities towards maintaining professional integrity, intellectual property and honesty. The study took into consideration the expectations and experiences of different respondents when gathering information. The respondents were assured that the information collected would remain confidential and be used for the study. In that regard, the study did not reveal the respondents' personal information except in instances where they granted their consent and permission to do so. The study adhered to the plagiarism policy as prescribed by the University of Limpopo. Thus, the study gave appropriate credit to other researcher's work.

### **i. Informed Consent**

The study followed the ethical code of conduct used at the University of Limpopo's postgraduate research protocol. Ethical considerations enabled the researcher to promote trust, mutual respect, and fairness towards the respondents and further avoiding fabricating, falsifying, and misrepresenting the study's data.

### **ii. Confidentiality and Anonymity**

The respondents were not forced to provide any information that they could or did not want to give. The study attempted to protect participant's human rights and safety by prioritising confidentiality. Furthermore, due to the nature of the study, the respondents were assured that their participation would not result in any discriminatory form, be it social, racial, age, ethnic, sexual or otherwise.

The study ensured the respondents anonymity by excluding their identities. The respondents participated on a voluntary basis and were given the opportunity to decline or withdraw from participating at any time. For a successful completion of the study, several permits were required before going to collect data. Prior to conducting a field study, the researcher asked for consent from the respondents, an ethical clearance letter from TREC and permission letter from the Department of Development Planning and Management, all of which were presented to the respondents.

### **iii. Respect and Dignity**

The study treated the respondents with respect and dignity. The researcher made appointments before time to visit the respondents. The researcher respected the respondents' environment, in cases where they preferred being interviewed at their houses. The researcher maintained dignity towards the respondents by assuring anonymity, confidentiality and privacy. The respondents were shown an ethical clearance letter from the Turfloop Research Ethics Committee (TREC) and a permission letter from the municipality.

### **iv. Risk, Benefit and Harm**



The benefit of working with respondents served as an advantage to acquire authentic information. The study might benefit local municipalities with future developments of policies and ideas on basic service delivery programmes. The findings of this study were shared with the Mbombela Local Municipality to abet the use of an IDP and delivering basic services effectively in the future. The answers of the respondents were not used against the respondents for any other reason besides the research purposes. The study prioritised no harm to the respondents and did not expose them to any hurt during or after the investigation.

#### 1.10. CHAPTER SUMMARY

Generally, an effective use of an IDP is thought of as a panacea to the long history of service backlogs in local municipalities. As a result, the study aimed at investigating the efficacy of the IDP towards enhancing basic service delivery. Consequently, the study adopted both qualitative and quantitative research approaches to collect and analyse the data collected from the respondents. The study adopted both probability (simple random sampling) and non-probability (purposive sampling) techniques. The study might assist local municipalities with decision making and strategies to improve local government. The following chapter will provide a theoretical and conceptual review of IDP and basic service delivery.

## **CHAPTER 2: THEORETICAL FRAMEWORK ADDRESSING THE INTEGRATED DEVELOPMENT PLAN AND BASIC SERVICE DELIVERY**

### **2.1. INTRODUCTION**

The theoretical framework consists of theories that a study can use to ensure an understanding of and planning for research (Lethoko, 2016). This chapter discusses theoretical approaches that were used as this study's guidelines. The study was grounded on the Humanistic Paradigm and Systems Theory. Vázquez-Maguirre (2020) argues that knowledge is established by the cooperative activity of scientists and scholars. Furthermore, knowledge comprises not only concepts and theories but a variety of shared experiences, such as participation at conferences, reading of journals and exposure to training. The exchange of knowledge among like-minded scholars and scientists matches the use of theories such as the Humanistic Paradigm and Systems Theory. The Humanistic Paradigm emphasises concepts such as self-efficacy, self-actualisation and free will (Aanstoos, 2003; Maemu, 2021). Furthermore, the Humanistic Paradigm does not concentrate on dysfunction; rather, it strives to assist people to fulfil their potential and improve their well-being. It emphasises the need for people to take control of their mental health. It takes into consideration the influence of the environment, such as people's beliefs and practices (Reddy, 2016). People's experiences and how they co-exist with each other in their environment can be used to identify what they need and how best to provide for them.

The Systems Theory, which is also known as Systems Science, is a multidiscipline study of systems that solves phenomena in a holistic approach (Badcock, Friston, Ramstead, Ploeger & Hohwy, 2019). Systems are found in many aspects of life, be they natural, man-made, living or non-living phenomena. For that reason, the Systems Theory helps in addressing phenomena by breaking them into basic components to study and gain understanding. The use of the Systems Theory helps one to achieve a homeostasis of elements within a problem. According to Molale (2019), for the Systems Theory to work effectively, people's needs, behaviours and expectations must be

considered in a wholesome manner. When challenges arise, the Systems Theory can be used to break down interactions rather than the deficiencies of a person. The theories selected for this study were used to guide the investigation towards the achievement of its objectives as well as bridging the identified knowledge gap.

## 2.2. HUMANISTIC PARADIGM

The Humanistic Paradigm was found in 1943 by Abraham Maslow and Carl Rogers (Bland & DeRobertis, 2020). Maslow was a well-known scholar who created the hierarchy of needs, which was the foundation of the paradigm. The paradigm was published as a paper titled: “A Theory of Human Motivation”. In addition, this paper was an essential foundation towards the inception of the Humanistic Paradigm (Maemu, 2021). The paradigm is rooted in self-concept, which advocates a person working towards self-actualisation and independency. In the early 1950s, predominantly in North America, academic psychology was rooted in psychotherapy and behaviourism, both of which were dominated by psychoanalysis (Bland & DeRobertis, 2020; DeRobertis & Bland, 2021). As a result, the Humanistic Paradigm relates to unconditional positivity and advances the support of people irrespective of the circumstance or outcome. Coincidentally, the Humanistic Paradigm enables people to feel self-actualised and optimistic about their lives and communities.

The Humanistic Paradigm expanded its influence between the 1970s and 1980s while emphasising the personal worth of people (McLeod, 2015). In a community, people’s worth can be achieved through participation in their development. The Humanistic Paradigm is a perspective that focuses on people and how they exhibit their uniqueness from other people (Thebe, 2016). Furthermore, it begins with an existential assumption that humans have a free will and should be allowed to achieve their potential and self-actualisation (Bakre & Dorasamy, 2018). It gives people an opportunity to express themselves and helps to improve their confidence in their attempts to succeed in their lives. The Humanistic Paradigm postulates that people should be put at the centre of development and be involved in decision-making concerning their lives (Rahman, 2017;

Munzhedzi, 2020; Vázquez-Maguirre, 2020; Zwane, 2020). The study adopted the Humanistic Paradigm to prioritise people and to promote their participation in development. The theory was also used to assist people through social learning, where people can learn to sustain their own lives. The study was based on people's daily lives and experiences of the IDP and the basic services delivered to them in Mpakeni Village.

### **2.2.1. Humanistic Paradigm as a Participatory Approach to Service Delivery**

The hope to improve people's living standards lies in the realisation of good governance. One of the features of effective governance is the formulation and implementation of an IDP (Prasetyo, 2020). Hence, basic service delivery is a measure of success from the implementation of an IDP and assessing local municipalities' performances. In essence, good governance has the potential to change the bureaucracy towards enhancing basic services instead of having backlogs (Vázquez-Maguirre, 2020). Thus, the Humanistic Paradigm helps to facilitate professional bureaucratic service delivery, which prioritises human beings. For the local government to realise effective service delivery, local citizens need to be treated with dignity and respect (Badcock *et al.*, 2019; Arnold & Foncubierto, 2021). This means that public participation has to be prioritised in local government. In addition, the public must become an important stakeholder in state administration and basic service delivery. This is achieved by the local municipality paying attention to the humanistic side of the community it serves.

One of the major aspects that the Humanistic Paradigm serves in basic service delivery is ensuring the existence of effective reciprocal communication between the citizens and the municipality (Kühn, 2019; Hiatt, 2022). There is a need for public servants to account, not only to service providers, but all citizens through council meetings and ward committees meetings. This can be made possible through socialisation and providing information to the citizens on how they can participate in local government. According to Vázquez-Maguirre (2020), there are three (3) essential elements in basic service delivery, namely, service providers, local municipality and the beneficiaries (people in the community). The practical and effectual provision of basic services to

communities is dependent on the relationship between the municipality, service provider and the public. Basic services must always improve after a particular development project has been provided to a community (Prasetyo, 2020). Thus, the local municipality needs to negotiate and work with other interested parties in the community, such as traditional leaders, to improve basic service delivery. Basic services have to reach the quality standard of service expected by the community. To encourage the Humanistic Paradigm, public servants need to be considerate of the laws, procedures, political norms and community values in basic service delivery. The Humanistic Paradigm allows public servants to improve performance and effect a better change in attitude and government behaviour among officials (Hiatt, 2022). This allows public servants to put people first by promoting public involvement in basic service delivery initiatives in the community.

### **2.2.2. Humanistic Paradigm in Local Government**

The acknowledgement of good governance is the hope for all citizens in a country. Good governance is achieved when all public servants operate in an open and transparent manner for the benefit of all the citizens (Kühn, 2019). Basic service delivery is a measure of success towards government performance and implementation of the IDP. That being the case, it is essential to use the Humanistic Approach in governance to improve the quality of people's lives. Vázquez-Maguirre (2020) argues that the local government can apply the Humanistic Paradigm by acknowledging and respecting the human side of every person in the society. This means that when people become a part of local government and service provision, public servants must treat them as important stakeholders. The Humanistic Paradigm ensures the existence of a reciprocal communication in matters of public service between the government and citizens (Arnold & Foncubierta, 2021). As a result, public servants are subjected to account to all forms of service, not only from service providers, but also the beneficiaries. In addition, this activity needs to be performed with information while promoting social learning.

Public servants promote the Humanistic Paradigm by acknowledging the value of humanity, which is essential if the satisfaction of the community's needs is to be attained. DeRobertis and Bland (2021) state that for citizens to be fully satisfied with the level of basic service delivery, public servants must exhibit polite behaviour towards them. Hence, it is important for public servants to work with communities in politeness, respect and dignity. The paradigm emphasises on the quality of people's well-being and build from their creative potentials. Furthermore, it emphasises the promotion of a relational condition as an outcome for productive development (Prasetyo, 2020). Hence, the paradigm is able to serve as an alternative explanation of human personality based on observable behaviour, for example, quantifiable characteristics. The Humanistic Paradigm illustrates that while it is possible for development to occur in most interpersonal contexts, it does not, however, occur in a direct and therapeutic way for people in the community (Bland & DeRobertis, 2020). As a result, the paradigm intends to help people in the community to live an authentic life in accordance to their weakness, strengths, beliefs and values.

### 2.3. SYSTEMS THEORY

According to Lai and Huili Lin (2017), the Systems Theory is an interdisciplinary study that addresses phenomena as a system rather than as individual elements. This allows elements in a system to relate to one another within a more large and complex situation. In essence, the Systems Theory emphasises on the greater operation rather than the pieces of the whole sum (Eraydin, 2019). As a result, the holistic examination of a smaller system can have an influence on a complex system. However, certain traits of the entire complex system are not easy to rationalise when analysed on a singular element rather than the whole system. Hence, the Systems Theory advocates collaborative efforts when solving any problem. The theory seeks to address and formulate hypotheses based on the traits that originate within any complex system that could not work as a single component (Lai & Huili Lin, 2017). This can be explained as an emerged behaviour. According to Dipura and Soediantono (2022), a complex system

is regarded as an “emergent behaviour” when it has traits that do not show and are not easy to comprehend because they are in a singular format rather than a system.

The notion of an entire system being better than individual parts is not a new phenomenon. Hence, the Systems theory is applied on how and where a certain phenomenon is applied (Hofkirchner, 2019). Currently, the theory is often used in many situations such as physics and chemistry. According to Hammond (2019), the initial application of the Systems Theory was following the Second World War and the advancements of technology at the time. As a result, people started interacting often with new technology, which led researchers to use it to achieve an in-depth comprehension of human behaviour. The first call for the theory was from a research conducted by Ludwig von Bertalanffy in the 1940s and 1950s (Van Assche, Valentinov & Verschraegen, 2019). In addition, the author published a book called, “General System Theory: Foundations, Development and Applications”. The book aimed at outlining basic laws and regulations that can be used to any applicable scientific field. The manner at which single elements in a complex system are affected and cause an effect can be applied and seen as important data in multiple settings (Hofkirchner, 2019). Thus, the Systems Theory is a general science for working as a system rather than singularities.

Systems Theory found its etymology between the 1<sup>st</sup> and 2<sup>nd</sup> World Wars as a method for individuals from different fields to work together and solve complex problems (Whitney, Bradley, Baugh & Chesterman, 2015). Through effective consultation and public participation, people can work together with the government in solving societal problems (Dipura & Soediantono, 2022). Through public engagement, people can define their needs and thus impact their development. Systems Theory is a framework that allows the cooperation of two or more parties to investigate and solve a problem together to produce the desired results (Ao & Li, 2020). A community can maintain political and social order, not only through top-down control and decision-making, but also through public involvement. Working as a system creates more desirable results to choose from unlike when it was just a single party (Eraydin, 2019). This theory

promotes working together among municipal officials in solving community problems, such as basic service delivery and poverty challenges. Systems Theory is an interdisciplinary study of systems. For example, it has cohesively interrelated and interdependent parts that are either man-made or natural (Phendu, 2019). A system is bounded by its own space and time, influenced by its environment and defined by its purpose and functionality.

### **2.3.1. Systems Theory in Local Government**

Plan execution complexity is one of the core problems characterising basic service delivery these days. Danielle and Masilela (2020) state that globalisation introduced interdependencies in planning, which means governments do not have much control over the success and failures of municipal plans. Therefore, local citizens have been subjected to facing municipal problems and rarely with any solution in sight. Furthermore, the digitalisation of society destroys the existing practices and creates inequality within the sphere that the local municipality ought to serve (Mansoor & Williams, 2018). Hence, local governments have to deal with a shift in planning, which previously worked and forced a reactive solution that led to unintended effects. This means that IDP implementation and project completion become increasingly essential than basic service delivery itself. This is because the idea of best practice and permanence disappears. As a consequence, adopting a Systems Theory brings about change and ripple effects in the municipal planning domain, which becomes important for long-term success (Buchanan, 2019; Makhubela, 2021).

The Systems Theory allows a municipality to assign responsibilities to its officials according to their skills and experiences to achieve efficiency and desirable outcomes. A system requires teamwork and changing it may affect other important parts or the entire system (Meyer & Niyimbanira, 2021). People are as important in development as government officials and contractors. According to Ao and Li (2020), it is possible to notice or predict changes that may affect a system's productivity. Whenever the public is deprived of being part of any development project, that deprivation can be perceived



as breaking a system. For a system to be effective, it has to learn and adapt to the environment and be more inclusive of all parties. The objective of the Systems Theory is to formulate a system's constraints and conditions to elucidate principles such as instruments, purpose, measuring and methods that can be applied to all the parties included (Sithole & Mathonsi, 2015; Mansoor & Williams, 2018). The study adopted the Systems Theory because it offers the public and government an opportunity to work together in solving social challenges. Working in a system makes it easy for the public to feel involved and appreciated.

### **2.3.2. Promoting Public Participation within the Auspice of a Systems Theory**

The Systems Theory underpins the importance of a system rather than all the elements that comprise it. Makhubela (2021) argues that the Systems Theory gives local people the ability to adapt to their community. As a result, local citizens are able to reach a level that allows them to adapt to a changing environment. Eraydin (2019) adds that morphogenesis allows the members of a community to grow and improve for the better in relation to the environment's internal and external situations. Additionally, the theory allows a feedback loop from people and other interested parties to improve a system (Lai & Huili Lin, 2017). In relation to local government, this means that local citizens are able to adopt the Systems Theory and use it to hold public servants accountable as they receive feedbacks on municipal activities. Meyer and Niyimbanira, (2021) state that in local government, a system can refer to a community; because it is a small system, it is referred to as a subsystem. This comprises public servants, service providers, NGOs, the private sector and community members currently living in that particular unit. For that reason, it is important for all these different stakeholders to work as a system rather than as individuals to achieve a better quality of life.

There are both positive and negative feedbacks for a community that applies the Systems Theory. According to Buchanan (2019), the positive trait of the Systems Theory is that it allows the community the room to adapt and change in a forever evolving environment. This gives the municipality and local citizens the opportunity to adopt new methods to enhance basic services, such as the adoption of technology to

monitor usage metres. However, the theory has shortfalls. At times, it poses expectations that are unrealistic (Van Assche *et al.*, 2019). This can be seen by the poor cooperation from public servants in promoting public participation and the failure to work with the locals as a system. Boundaries and bureaucracies are the other factors of communication that cause poor interaction between the community and its locals. Hammond (2019) argues that boundaries are how information sharing becomes difficult between the locals and the municipality. Therefore, the locals find themselves without important knowledge on how basic services are delivered to them. For example, information such as how the IDP of a municipality is funded is only held inside the municipality, while other information will be shared with the public. Information sharing between the municipality and the locals depends on the expectations made by the leaders such as the municipal manager. Lai and Huili Lin (2017) argue that members of a community always try to maintain a relationship with public servants by going for consultations and attending community meetings. Therefore, the Systems Theory offers homeostasis and promotes teamwork between public servants and the members of the community. As a result, working as a collective leads to efficiency and tasks are accomplished to improve people's quality of life in the community.

In some cases, it is very difficult to achieve homeostasis due to the disruptions caused by political meddling in the municipality (Hammond, 2019). Political meddling is due to the idea that most positions in government are delegated by politicians. Public participation can be regarded as close to non-existent when positions are obtained on the basis of political affiliation rather than qualifications. However, the community always adapts and readjusts to different circumstances that change the community and affect their development, especially basic service delivery. As a result, the Systems Theory was formulated to influence people's behaviour in the municipality to better serve the public (Hammond, 2019; Hofkirchner, 2019). The theory can be used to address and analyse the municipality's weaknesses and to propose an effective framework to solve municipal challenges. Therefore, the municipality can operate as a whole system while promoting the involvement of its local citizens through the effective public participation initiative (Van Assche *et al.*, 2019).

### 2.3. CHAPTER SUMMARY

The chapter discussed the theoretical framework that guided the research study. The theoretical framework assisted the researcher to elucidate the theories chosen to better situate the study with the ambit of relevant literature. The study adopted the Humanistic Paradigm and Systems Theory. The Humanistic Paradigm was discussed as a participatory approach to service delivery, looking at how humans need to be prioritised in all basic service delivery projects and initiatives. The paradigm stresses the importance of treating local people as humans and with respect, honesty as well as dignity in local government. It was stated how the paradigm can be applied in local government to improve the manner in which people are treated during consultations, committee and ward meetings. Furthermore, the chapter discussed the Systems Theory and in it, there were discussions based on the promotion of public participation in the municipality. The chapter discussed how public participation can be promoted through the application of the Systems Theory. The succeeding chapter will review literature from various scholars on the efficacy of IDP implementation towards the enhancement of basic service delivery.

## **CHAPTER 3: INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION TOWARDS BASIC SERVICE DELIVERY WITHIN A SOUTH AFRICAN CONTEXT. MBOMBELA LOCAL MUNICIPALITY, MPAKENI VILLAGE**

### **3.1. INTRODUCTION**

The end of apartheid marked an important turnaround in South Africa's political and socio-economic landscape when the country had an all-inclusive election. According to Sithole and Mathonsi (2015), a majority of the government's frameworks and policies were shaped by the African National Congress (ANC) to assist in redressing the inequalities and injustices of apartheid by dismantling the separate development, which only benefited the white minority (Coccia, 2021). Poverty prevailed in both urban and rural areas, where there was an inequality in accessing resources, especially among the "non-white" population. However, it must be acknowledged that the ANC government has not given a great effort in mitigating the poverty gap created by the apartheid government (Mathebula, 2018). Phendu (2019), argues that in South African local municipalities, basic service delivery is driven by abnormalities adopted by the new democratic dispensation from the trajectories of the past apartheid leadership. This is seen through black communities receiving inferior basic services as compared to their white counterparts in urban settings (Shilangu, 2019). It can be argued that the notion of separate development continues to be reinforced within the ambits of the new democratic dispensation.

Poor basic service delivery has been perceived by different scholars as a legacy of the apartheid-era (Bakre & Dorasamy, 2018), which has deeply encroached into the South African democratic era. Local municipalities are constitutionally mandated to adopt the IDP for basic service enhancement. However, many municipalities still show patterns of basic service delivery backlogs. For that reason, an IDP is an entrusted instrument to be used by a municipality to enhance basic services in communities (Morudu, 2017). Backlogs such as lack of water and poor infrastructure are often because of corruption,

lack of public participation, failure to prioritise the poor and an ineffective IDP. Mathebula and Sebola (2019), state that an IDP is used as a local municipality's strategic plan, and for this reason, it can be regarded as important in the management and development of a municipality. On that account, it is essential to prioritise the implementation of an IDP, and this can be achieved by having capacitated personnel. Furthermore, it should be taken into consideration that the legislature can elevate the use of an IDP to strategic management to guide all municipal decisions and projects. Despite efforts exerted by South African municipalities, democracy still struggles to satisfy the general population with basic services. Dlamini and Reddy (2018), concur that many municipalities still struggle and perform poorly, despite receiving support from the provincial and national governments.

### 3.2. INTEGRATED DEVELOPMENT PLANNING PROCESS OVERVIEW

According to the *Local Government Municipal Systems Act No. 32 of 2000*, local municipalities have the responsibility to produce their IDPs through an IDP process. Furthermore, Section 25 of the *Government Municipal Systems Act, No. 32 of 2000* state that municipalities should review their IDPs on an annual basis. The implementation of an IDP unfolds within a process which mainly entails preparation, analysis, strategies, projects, integration and approval phases. The initiation of the process starts with a municipal vision, which is usually referred to as phase zero or the preparatory phase. This is followed by phase one where the municipality conducts a situational analysis, which includes service backlogs, available resources and prioritised areas (Republic of South Africa, 2000). The preparatory phase helps to inform municipal development strategies and objectives. Analysing without proper preparation might lead to area prioritisation not being tackled and misappropriation of municipal resources (Manoharen & Ingrams, 2018).

After preparation follows the analysis phase that focuses on existing and current situations (status quo of the area) (Kroukamp & Cloete, 2018). During this phase, there

will be a collection of supplementary and necessary data needed to revise an IDP. Thereafter, there will be phase set-up meetings and negotiations with provincial departments to monitor projects funded by national/provincial as contemplated in an IDP (Huang & Feeney, 2016). The organised meetings are also used to further understand the dynamics and causes of community problems (basic service status quo). The analysis phase is used to identify areas of high priority and less prioritised areas to allocate basic services, such as water supply and proper sanitation. The phase helps with the collection of knowledge from available sources, resources and any potentials. Furthermore, the potentials are necessary standardisation of information, templates, government sources and information systems (Gaus, 2017). This helps with accommodating as many community members' needs as possible that are listed in a particular IDP.

Phase 1 of the process monitors the implementation of projects and proposals, which are documented within the IDP (Clark-Kazak, 2017). The phase starts by compiling a summary of tasks and projects which emanate from the IDP. As a result, there will be a need to compile an Implementation Agenda with all the documented tasks in the IDP (Gaus, 2017). The tasks will be assigned to appropriate municipal departments for further follow-up. Furthermore, amongst others, addresses various matters such as IDP funding, external projects, internally funded projects, implementation of sectoral strategic projects, shortcomings of previous IDP processes, technical needs, liaisons and consultations (Kroukamp & Cloete, 2018). The phase comprises negotiations with provincial departments to monitor progress with other nationally and provincially funded projects (Clark-Kazak, 2017). The meetings are usually about funding, duties, responsibilities, powers, progress and functions as documented within the IDP. The analysis phase also monitors the situation regarding conducting and appointing sectoral strategic plans (Kroukamp & Cloete, 2018).

The first phase provides local municipalities with the opportunity to understand the issues people face and their causes (Beyers, 2016). From here, local municipalities should prioritise those issues such as lack of access to sufficient clean water and no waste removal management plan. Furthermore, local municipalities should create a clear vision, developmental objective and strategies to identify projects for implementation. The strategic phase involves public debates on the importance and implementation of guideline policies in a local context to decide on which strategies to select (Asha & Makalela, 2020). In this phase, traditional leaders play an important role in prioritising and articulating the problems with suitable solutions (Adonis & Van der Walt, 2017). Traditional leaders are there to represent the people's best interests, that is, advocating development in relevant government meetings. Traditional leaders should be included in public debates since they have the necessary knowledge of service delivery to their respective communities (Beyers, 2016). Within the meetings and public meetings, traditional leaders will be responsible for sharing their experiences with the elected leaders and the municipal officials about the community.

The strategic phase comprises a revision and confirmation of prioritised community needs as mentioned in the previous IDP (Huang & Feeney, 2016). It is helpful to check previous IDP progress, how best did the old strategies work and how best they can be improved. Based on the actions taken and findings, a technical team should revise and confirm the issues from the previous IDP (Manoharen & Ingrams, 2018). Strategies make up a game plan or a mind map a municipality uses to monitor progress from where it was to what it has to be in the future. Monitoring progress helps to redirect resources to where they are most required and where the municipality seeks to achieve their vision and mission. This phase enables local municipalities to understand the community's problems and their causes (Huang & Feeney, 2016). Thus, local municipalities should develop a list of priorities and realistic solutions for the identified challenges. Key Performance Areas (KPA) depict where a municipality has excelled in accomplishing its vision and mission. KPAs are the major areas municipalities must

prioritise. As a result, developmental objectives are formulated as key developmental priorities and are linked with KPAs.

The project phase deals with the formulation of project programmes and proposals that are used to ensure targets, goals and project deliverables are met (Beyers, 2016). Projects should always remain aligned with the vision of a local municipality while using available resources efficiently. In this phase, all projects emanating from the selected strategies and prioritised community needs will be revised with confirmation and added necessary information where necessary (Kurebwa, 2016). The revision of old projects helps to assess progress, place of reference and areas that need special attention. The most important project to prioritise is the infrastructure and it should be listed (Clark-Kazak, 2017). Road infrastructure is a hub to implement any other basic service and makes it easy to transport resources in and out of the area. Traditional leaders help to communicate community members' voices by choosing where a project should be located and where it is most needed. Furthermore, traditional leaders get to nominate beneficiaries where necessary. The project phase includes the development of a monitoring plan (Beyers, 2016). It is the traditional leaders' responsibility to check if all projects are implemented according to plan, and that there is no corruption or wastage of resources. The project phase is important as it includes both operational facets and the capital of the IDP's budget (Huang & Feeney, 2016).

The fourth phase of the process is integration. This phase deals with the consolidation and screening of proposed projects (Manoharen & Ingrams, 2018). It is important to check old projects' successes and failures to learn and avoid repeating the same mistake in new projects. This phase allows municipal officials the opportunity to determine if proposed projects are aligned with the municipality's vision and objectives (Manoharen & Ingrams, 2018). Any other actions done which are not aligned with the municipality's objective would be a waste of resources. To initiate a project, the whole plan of implementation should be monitored and prioritised in this phase (Munzhedzi,



2020). For a project to be successful, the plan should be realistic following the capacity of officials to execute and avail resources. The responsibility lies on the IDP Management Committee, Representative Forum and Technical Committee to ensure that total integration is achieved (Mathebula, 2018). Such achievement is attained in terms of various aspects. Integration can be achieved through the identification of all projects and sectoral operational business plans (Munzhedzi, 2020). The plans must comply with all the local municipality's strategies (Developmental objectives and KPAs). All identified programs and sectoral operational plans must be aligned with the national and provincial sectors' developmental plans (Beyers, 2016). The alignment between the different departments is made so that all the plans and programs can secure funding from the national and provincial governments.

After completing the IDP successfully, it is then submitted to a municipal council for further approval and consideration (Mathebula, 2018). Before submitting the IDP draft to the municipal council, it should be presented to the communities for their involvement and comments. It is incumbent upon the municipal council to ascertain whether the IDP document has identified the listed problems and how to resolve them. The IDP document should not be discriminatory to any member of the community and should be inclusive of all. The municipal council should also check if there was sufficient public and traditional authorities' participation in debates, which resulted in the final document. In this phase, the extent to which the public and traditional authorities participate depends on their understanding of public policies and the IDP (Clark-Kazak, 2017). The ward councillors and ward committees provide an organisational mechanism for decision-making, negotiating, debates and discussions between the community and municipal officials. In all fairness, their participation will be judged on whether they were actively involved in making necessary contributions. In this phase, municipal officials should support the implementation of the IDP and the involvement of all stakeholders, especially those directly affected by it (Mathebula, 2018).

The public and traditional authorities should be allowed access to the drafted IDP and voice out their concerns to avoid the whole process being an endless exercise. Section 28 of the *Municipal Systems Act 32 of 2000* indicates that a municipality should be able to give necessary notice to the public of the process it intends to undertake (Republic of South Africa, 2000). A public participation-driven project is most likely to be welcomed by a community than a top-down approach. Public participation enables the community to voice out their opinions by being involved in decision-making processes and negotiating their development. An IDP should be initially formulated to better the lives of people in the community and involve them in decision-making processes. This process is done within 21 days as required by the Municipal Planning and Performance Management Regulation (MPPMR) (Makalela, 2016). After the compilation process of the IDP is completed, the municipal council will consider and adopt the final document (Munzhedzi, 2020). This compilation process will enable the local municipality to adopt the IDP as approved. After comments, the municipality adopts a final IDP and a copy has to be submitted to the MEC for local government within 10 days (Beyers, 2016).

### 3.3. INSTITUTIONAL FACTORS AFFECTING INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION

An IDP can only be deemed significant when effectively implemented by officials that were able to originally participate in formulating the plan (Munzhedzi, 2020). Municipal officials such as the municipal manager, ward committees, community development workers and councillors play an important role in ensuring public involvement during the implementation of an IDP. However, IDP implementation faces some institutional factors that hinder the satisfaction of basic service delivery provision.

#### **3.3.1. Integrated Development Planning**

Post-1994, there was a transformation in South Africa's local government with the change in power and how municipalities operate (Sebola, 2015). The transformation emphasizes on correcting apartheid ills and development roles; hence, local government was envisaged. The idea of local government encourages cooperation

between municipalities and communities in ensuring that they work together to improve the quality of people's lives (Dlamini & Reddy, 2018). As a result, there is a need to promote cooperation between the local government and the public in finding solutions to the challenges communities face. Furthermore, the *Municipal System Act, 2000 (Act 32 of 2000)* compels municipalities to make their IDPs singular, a strategic development plan, inclusive and easy to align with other surrounding municipalities and spheres of government (Whitney *et al.*, 2015). IDPs are area specific and adhere to environmental issues such as lack of waste removal management, no electricity, and poor sanitation in an area. It is thus advisable to work with other municipalities for information sharing. Different municipalities govern people with various cultural beliefs and practices, thus making the community unique from others (Valeta & Walton, 2008). However, all communities need assistance from the municipality to solve their problems, especially those related to basic services. Hence, information sharing by municipalities can help to guide less developed municipalities on how best to enhance their basic service provision as compared to the successful ones.

An IDP provides strategic direction and operational planning in terms of office for a particular local municipality (Subban & Theron, 2016). Thus, it helps local municipalities to take reasonable actions to ensure that all South Africans have adequate access to services. The use of an IDP should provide basic services such as waste removal management, healthcare, clean water supply, education, food, and social security to people. As a result, Chapter 5 of the Local Government: *Municipal System Act (Act 32 of 2000)*, state that "local municipalities have to develop a developmentally oriented plan in the form of an IDP to achieve Local Government objectives as stated in the Constitution". The betterment of people's lives, especially the poor, depends on the effective implementation of an IDP. Hence, local municipality officials should adhere to every detail mentioned within the IDP and utilise all available resources efficiently to maximise the needed results. The IDP is intended to work as a faster and more appropriate tool to provide a local municipality with a framework for economic, basic service delivery and social development (Souza, Alexandre & Guirardello, 2017).

However, there is a link between an IDP and its expected outcomes, which denotes the relevance of the finances of a municipality, employment generation and basic service provision. The success of that link serves to eradicate the developmental legacy of apartheid and improve the lives of previously marginalised people.

The IDP aims at proposing a short-term implementation plan for a long-term development strategy, which is referred to as Vision 2030 (Morudu, 2017). In this regard, the 2017-2022 IDP was the first cycle after the amalgamation of Umjindi and Mbombela Local Municipalities, which aimed at prioritising the designated five-year period plan (Morudu, 2017). In addition, the described future in the framework for Vision 2030 is clearly defined. The vision is also embedded within the decision-making processes for the newly formulated City of Mbombela. The current IDP aims at ensuring that the produced outcomes will create a principle for future development contributing toward Vision 2030 (Osikhena & Chikadzi, 2014). As a result, community projects will create local employment, build infrastructure and impart skills among people. The best kind of development is the one in that people can sustain themselves and alleviate their poverty.

The need for local municipalities to achieve development and provide people with basic services cannot be overly emphasised (Mathebula, Nkuna & Sebola, 2016). It is the mandate and challenge for a particular local municipality to continuously strive to eradicate poverty in communities. Developmental obligations require local municipalities to enhance their economic and social development to effectively provide communities with basic services such as water, proper sanitation, and waste removal (Madzivhandila & Asha, 2012). However, local municipalities continue to struggle with delivering basic services to communities. According to Makalela (2016), local municipalities lack capacity because of political meddling. As a result, municipal officials are employed through political affiliation rather than experiences, skills qualifications and competency. In addition, there are other reasons that block the successful delivery of basic services

such as maladministration, corruption among public servants and poor public involvement. Public participation remains less prioritised and once strengthened, it can be the missing link to enhance the relationship between the government and developmental beneficiaries. According to Lethoko (2016), public participation is not prioritised because of the lack of trust public servants have in the public. People in communities are disinterested in projects, especially when they do not feel prioritised; hence, they only see the need to vandalise when protesting (Magagula *et al.*, 2019). The use of an IDP can provide a clear strategic management process to create a tool where both the government and the public can cooperate towards development.

### **3.3.2. The Implementation of the IDP in Local Municipalities**

According to Munzhedzi (2020:89), “South African local municipalities have the responsibility to identify people’s needs through platforms such as petitions, community meetings, ward committees and *imbizos*”. These interactions between municipal officials and community members help to provide clear visions and direction in the improvement of the local area. The IDP is prescribed for a five-year period in which it must achieve the identified goals to improve people’s quality of lives. The IDP is an umbrella plan designed for a specific municipality and is directly related to development (Mathebula *et al*, 2016). The IDP process must support consultation by allowing any interested member of the public to be part in the negotiation and decisions towards basic service delivery. To enhance basic service delivery, a municipality should acknowledge the forever changing environment and plan accordingly (Mathebula *et al*, 2016). However, the absence of meaningful public involvement undermines the success of an IDP in a sense that it does not reflect the community’s needs. The implementation of an IDP should prioritise the involvement of the people as they are the beneficiaries of development.

As stipulated in the *White Paper on Local Government, 1998 and section 25 (1) of the Local Government: Municipal System Act (Act 32 of 2000)*, the IDP links, cooperates and integrates municipal plans and strategies. However, there is a challenge to align the municipal plans with the actual IDP implementation when a municipality lacks finance

and human capacity (Dlamini & Reddy, 2018). Serious institutional challenges include the lack of municipal capacity, qualified personnel and poor financial management, which undermine effective IDP implementation. As a result, basic services such as road infrastructure easily collapse due to poor construction and no maintenance and this is due to a lack of municipal capacity. Another challenge IDP implementation faces is the lack of effective collaboration between the different spheres of government caused by red tapes and numerous processes that delay progress (Maemu, 2021). There is a need for the different spheres of government alongside the private sector to partner in committing resources towards municipal projects, plans and programmes. Therefore, it is essential to prioritise integrated government planning for the development and effective implementation of an IDP. Mpabanga (2022), argue that IDP implementation faces a challenge of poor public involvement in development initiatives. It is mainly because the public is not recognised by municipalities as an important stakeholder but just beneficiaries of development (Debeila, 2018). Consequently, the absence of a meaningful participation may result in people's needs and priorities being neglected. There is a need to treat IDP implementation with importance because it provides basic service in communities.

In South Africa, an IDP is regarded to be a very essential planning and management tool for community development (Dlamini & Reddy, 2018). The successful implementation of an IDP helps a local municipality to fulfil its legislative framework requirement such as service delivery. For South African municipalities to be operational, it remains important for them to effectively implement their local government mandates as enshrined in the Constitution of the Republic of South Africa (1996). To accomplish local government mandates, the IDP through the integrated development planning process, has been formulated as a tool towards the enhancement of basic service delivery. The IDP process takes into consideration various levels of needed development within a jurisdiction of the local municipality (Phendu, 2019). For this reason, the IDP can be used to address development obligations where they are mostly needed while saving scarce resources. However, municipalities should not depend on the private sector as their sole provider in addressing issues of service delivery. Local

municipalities need to prioritise capacity-building as a tool to educate municipal officials with necessary skills possessed in private sector.

The South African *Municipal Systems Act (2000)* mandates a planning model (IDP), which guides the developmental activities in local municipalities (Republic of South Africa, 2000). An IDP is regarded as an important tool towards basic service delivery in local municipalities in South Africa. The document helps to regulate the leadership and management of local government, by recognising their developmental responsibilities, accountability and constitutional mandates. The document aims at integrating development and the management of an area's jurisdiction according to its duties and powers (Sebola, 2015). The advantage of an IDP being area specific is that it is able to prioritise and address the community's needs faster. The disadvantage of a jurisdiction is that other municipalities are most likely to receive more attention by the government than others. According to Section 26 of the *Municipal System Act (2000)*, an effective municipal IDP should be able to reflect the municipality's vision, operation strategies, developmental priorities, Local Development Plan (LED), spatial development framework, disaster management plan, financial plan, performance targets and key performance indicators (Shilangu, 2019). Consequently, an IDP provides a community with a clear long-term developmental vision through the municipality, with emphasis on important transformational priorities of the community. Coincidentally, it is important for a municipality to integrate all budgeting, administration and planning activities to ensure IDP success.

### 3.4. INSTITUTIONAL CHALLENGES TOWARDS BASIC SERVICE DELIVERY

Beyers (2016:167), state that "generally the biggest issue facing South African local municipalities, especially in rural areas, is provision of basic service". Despite the end of apartheid, many citizens in South Africa still live under poor conditions, lacking adequate basic services. To correct the imbalances of apartheid, tools such as the IDP are used to provide quality basic services to previously disadvantaged people (Morudu, 2017). However, other South African municipalities, such as Mbombela Local

Municipality, find it challenging to provide basic services to all its constituencies. The subsequent section of the study discusses institutional challenges faced towards basic service delivery.

### **3.4.1. Poor Local Governance**

As a tenet of democracy, good governance has an important place in ensuring IDP implementation and promoting equitable delivery of basic services (Dlamini & Reddy, 2018). Through community participation, people are given an opportunity to contribute to their own development on platforms like public meetings and *imbizos*. Good governance helps to operate community-based projects such as the delivering of free water supply and proper sanitation. However, in Bangladesh, governance systems have been derailed by issues of corruption, making them poor and ineffective (Asadullah & Chakravorty, 2019). Individual gains make it challenging for the municipality to adhere to priorities of the community such as clean water supply, lower property rates and proper sanitation. In addition, corruption and poor service delivery emanate from factors such as poor municipal personnel, lack of training and competence in local municipalities (Dlamini & Reddy, 2018). Poor governance can be managed by improving official accountability, technical skills, and training in local municipalities. Municipalities should hire people on the basis of a merit system instead of a spoiled system, since a merit system is based on qualifications whereas a spoiled system is not. Additionally, Bakre and Dorasamy (2018), assert that local municipalities' officials are ineffective in service delivery because they lack accountability and are corrupt. Developmental plans fail because of the lack of effective implementation, lack of training and workers' incompetence.

Asadullah and Chakravorty (2019), argue that the current developmental roles of local municipalities indicate that the system struggles with delivering basic services to the public. However, this does not necessarily mean local municipalities have completely failed to address basic needs for people; rather, it is an ineffective and slow process. Thebe (2016), opines that the success of a local municipality is the ability to improve basic service delivery in previously disadvantaged communities. Subban and Theron



(2016), point out that the Mbombela Local Municipality has worked to provide road infrastructure development, such as the reconstruction of the N4 route. However, the reality is that many other areas within the Mbombela Local Municipality are still struggling with basic service delivery such as clean water and electricity supply. This means that some areas in rural settings, in particular, are still struggling and strategically not ready to offer their people improved standards. Shaidi and Lucian (2016), proffer that there are enormous and diverse challenges faced by local municipalities, such as the lack of financial support and municipal capacity. Thus, poor municipality performance and a slow pace in basic service delivery such as no housing, poor sanitation and a lack of clean water lead to community dissatisfaction.

The lack of basic service delivery causes high levels of crime in rural areas as people try to make ends meet (De Villiers *et al.*, 2020). During community protests, criminals use the situation to invade private properties to steal and vandalise. Municipalities should try to address issues of widespread nepotism, maladministration and corruption, which undermine their credibility and ability to deliver proper dividends of democracy to their citizens. Local citizens are the centre of development; thus, the low to non-existent levels of public involvement should be discouraged. Lack in municipal transparency, accountability and responsiveness undermines the trust relationship between local municipalities and community members (Thebe, 2016). The relationship between municipal officials and the public needs to be prioritised by making their interaction easier through constant meetings. Within those meetings, people should be allowed to voice their concerns and criticise how the municipality operates.

Local municipalities are facing challenges that are diverse, unique and complex, such as the lack of municipal capabilities and insufficient financial support. The ability of a municipality to address its challenges depends on its unique socio-economic, political and departmental situations (Munzhedzi, 2020). In South Africa, all local municipalities have to provide services and reduce existing backlogs. However, municipalities are different from each other, depending on the population size and location which might be

either rural, urban or metropolitan (Mpabanga, 2022). As a result, municipalities are individually given the liberty to operate with autonomy. The autonomy given to a municipality makes it unique from others. A tool such as the IDP should align scarce resources with municipal objectives in a broader framework for the development of local government. The plan should ensure an effective integration and coordination with other government spheres while promoting public participation.

According to Shaidi and Lucian (2016), a local government should maximise social development, inter-spherical integration, democracy and effective coordination within a development oriented community. Consequently, the community will benefit by having an improved consultative municipal plan, which involves stakeholders such as businesses, Non-Governmental Organisations (NGOs) and the people in the community. Social cohesion will assist the community to use their IDP as an effective instrument to satisfy their local needs. The *Local Government Municipal Systems Act 32 of 2000* prescribes that an IDP should consist of developmental strategies, a spatial developmental framework, operational strategies, a budget plan and KPIs as targets (Republic of South Africa, 2000). These assist in guiding municipalities to know what is expected when developing their IDPs. Every municipality should be able to develop an IDP that is cost-effective and be sustainable with resources while prioritising local people's needs.

### **3.4.2. Community Participation**

Public participation has become a buzzword of post-apartheid government, predominantly in aspects such as local governance, development planning and basic service delivery (Shilangu, 2019). People should always be prioritised in development initiatives that assist in creating employment. People should participate according to their educational level. For instance, illiterate people should not be expected to read internet gazettes. Therefore, there should be community meetings where municipal officials can present the IDP and explain to people in person how innovation will be introduced to them. Sebola (2015), argues that the concept of public participation is

political and passive rather than inclusive, especially among populist leaders in democracy. Therefore, the hype around public participation made the term rather elusive and loose. In other words, the concept of public participation can be understood in various ways which depends on the context and field of study. Mathebula and Sebola (2019), assert that public participation is common among people within the public discourse since the 20<sup>th</sup> century; however, its meaning remains vague. This is because of the lack of partnership between the municipality and the community. The public should not be seen only as “beneficiaries” of development, but as an important stakeholder. The more public participation remains a concept rather than reality, the more it will not add any significance to the community and municipality. As such, there is a widespread consensus among scholars and public administration practitioners that administration and public participation are contested and eclectic disciplines (Dlamini & Reddy, 2018). This is mainly because the concept of public participation has a variety of meanings. On the one hand, the term addresses the relationship between local municipalities and the community, on the other hand, there is a description of the extent to which the community can influence decision-making which affects their lives within municipality. Thus, to date, the concept of public participation is yet to receive a standardised or fixed definition (Shaidi & Lucian, 2016).

The participation of the community is to ensure that their priorities are being met and addressed by the municipality (Phago & Molosi-France, 2018). Public participation is essential, and it is the government’s responsibility to promote the welfare of people. Local municipalities help to create conditions of participation, which allows a community to have an effective role in developing strategies to monitor service provision (Kroukamp & Cloete, 2018). The partnership between local authorities and local people make it possible for the effective provision of basic services and it helps to prioritise resources where they are most needed. The public knows their needs best and know which ones to prioritise because they get to experience such needs first-hand. Furthermore, Singgalen *et al.* (2019), add that in North Halmahera regency between the Philippines and Indonesia, public participation is viewed as citizen power. Citizen power is experienced in services and infrastructure protection, such as roads and community power. In Tanzania, people use cultural practices to build houses from their own

savings, using small contractors without the government's help (Shaidi & Lucian, 2016). Housing provision should be addressed as a basic service in the IDP of a local municipality and by involving local people, which makes it easy for them to prioritise housing as a need.

### **3.4.3. Integrated Development Plan and Public Participation**

Public participation assists people by involving them in a wide-range of administrative decisions activities in local government (Reddy, 2016). These include determining levels of basic services, budget priorities and the positioning of government programmes. Hence, it can be said that public participation is not just community presence, but a proactive engagement in issues of the municipality. Furthermore, effective public participation ensures that basic services and development are directed to the best interests of the community. Public participation is a useful mechanism in the democracy of South Africa, especially in local municipalities which work as a constituent closer to the people. Phago and Molosi-France (2018), add by stating that public participation is the foundation of South African democracy and a mechanism to protect and strengthen the relatively new democracy. It is important for people to be involved in the affairs that directly affect their lives and communities. People must be involved in the formulation of their own municipal IDP process, its decision making and the implementation thereof.

Morudu (2017), state that public participation in the IDP necessitates community engagement in priority identification, decision-making process and the ability to influence decisions in case of opposing ideas. As a result, public participation is regarded as an essential element in development, not only in a democratic dispensation but also to ensure management in local municipalities. Furthermore, public participation is used as a principle of ensuring efficiency that consequently results in improved basic service delivery, especially in previously disadvantaged communities. The forums made to support public participation include, among others, members of the executive committee, namely, traditional authorities, ward committees, district councillors,

community representatives, senior government officials, stakeholder's representatives and municipal members (Mathebula, 2018).

#### **3.4.4. Community Protests**

According to Beyers (2016:168), "municipalities in South Africa face basic service delivery difficulties and this is caused by poor human capital in social development initiatives programs". Poor service delivery is characterised by underdevelopment, which is mostly experienced in less developed countries. It often manifests as an inability of the local municipality to deliver basic services to communities. Examples of poor service delivery are the shortage of water supply, poor sanitation, sewage blockage, poor electricity supply and poor waste removal (Bakre & Dorasamy, 2018). These failures raise an expectation to the South African government and Non-Governmental Organizations (NGOs) to initiate action plans to promote community involvement as a strategy to enhance the quality-of-service delivery. This can be achieved by encouraging local citizens to attend formal participatory structures such as IDP representative forums, council meetings and ward committees. Here, members of the community can have the opportunity to identify their own priorities, criticise development and be involved in future IDP decision-making processes. Since 2004, provinces across South Africa have seen an unprecedented wave of protests by communities concerning service dissatisfaction (Bakre & Dorasamy, 2018). The discontent with basic service delivery drives people to protest as it is seen as an effective way to speak to the government. Hence, to counter service dissatisfaction, community protests will inevitably happen, oftentimes leading to the vandalism of public property such as libraries.

As outlined in the South African Constitution (1996), the Bill of Rights gives people the rights to social security, access to food, clean water, and health care service, amongst other rights. These rights should be provided and conferred to people by the government. However, the difficulties of the government to provide such basic services to its constituencies leads to public revolts such as protests. Mathebula *et al.* (2016),

state that basic service delivery protests are not a South African phenomenon only, but a worldwide practice. This is particularly common in less developed or developing countries such as Zimbabwe and Eswatini (Makhubela (2021). Furthermore, South Africa as compared to the world has a very high rate of basic service protests (Mashiteng, 2017). This is mainly because South Africans are not satisfied with the level of service provision and their government's incompetence towards handling this challenge. Mpehle (2012), notes the challenges facing basic service delivery and protests in a new democratic South Africa. According to Mpehle (2012), in South Africa, local municipalities have a Constitutional responsibility to provide basic services to the citizens of the republic. However, failure to do that has resulted in the citizens violently rebelling against their municipalities.

As constituencies closer to the people, local municipalities are the centre stage where basic service delivery protests happen. There is a common belief among people that simple negotiations rarely yield the desired outcomes (Mpehle, 2012). That being the case, local citizens tend to participate in community protest to make their voices and complaints heard by the local government. Usually, community protests are a product of political meddling. Protests usually manifest themselves in road blockage and public infrastructure damage such as burning schools. The rationale is that the common idea of poverty alleviation is contended for as basic service delivery being a right in the Constitution of South Africa (1996). Manoharen and Ingrams (2018), argue that these are the basic services local municipalities are mandated to deliver to local citizens. However, community members are urged to protest responsibly by desisting from vandalising public property such as schools, road infrastructure and public libraries. In an attempt to solve challenges of poor basic service delivery and subsequent services protests, municipalities in South Africa have resorted to the use of an IDP. According to Kurebwa (2016), the IDP works as an alternative approach with a private basic service provider (Municipal Service partnerships and Public-Private Partnerships) to assist with the enhancement of basic service delivery.

### 3.5. THE EFFICACY OF INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION TOWARDS THE ENHANCEMENT OF BASIC SERVICES AT LOCAL MUNICIPALITIES

Internationally, there are countries such as Chile which shift power to the local government in pursuit of local authority, good governance and democracy (Singgalen *et al.*, 2019). However, Chile still struggles in its governance because the devolution of powers to local municipalities has not enhanced basic services or reduced existing backlogs (Singgalen *et al.*, 2019). Good governance promotes responsible leadership and accountability, which improve effectiveness in local municipalities. Therefore, local municipalities must strive towards implementing their policies and operations through transparency and openness in any planning and implementing basic service delivery projects. In South Africa, IDP implementation and decentralisation of basic service delivery planning in local municipality include addressing public participation, inequality and empowering communities (Zwane, 2020). As a result, local citizens have a greater access to services such as waste removal, sanitation and road infrastructure, predominantly in rural communities.

According to Munzhedzi (2020:89), “local municipalities have a mandate to identify people’s needs and use the IDP to find solutions for them”. These interactions between municipal officials and community members help to provide clear visions and direction in the development of the local area. The IDP is an umbrella plan designed for a specific municipality and is directly related to development (Mathebula *et al.*, 2016). According to Munzhedzi (2020), an IDP contains the municipality’s decision-making process, budgeting plan, land use framework and infrastructure development plan. The IDP should support the consultation of relevant stakeholders by allowing people to be involved in making decisions. To enhance basic service delivery, a municipality should acknowledge the forever changing environment and plan accordingly (Mathebula *et al.*, 2016). However, the absence of meaningful public involvement undermines the success of an IDP in that it does not reflect the community’s needs.

In South Africa, an IDP is essential for planning and management to fulfil developmental obligations in a local government setting (Munzhedzi, 2020). The efficacy of an IDP works towards the assistance of local municipalities in achieving their basic service delivery obligations to the public. For municipalities to be operational and effective, it is essential for them to efficaciously adhere to the development mandates of the local government as stipulated in the Constitution of the Republic of South Africa (1996). Huang and Feeney (2016), argue that to achieve developmental mandates, the integrated development planning process should prioritise basic service delivery the most. This process is for a local municipality to prepare its unique strategic development plan for a prescribed 5 years' period. Therefore, the IDP can be used for integrated development and management for a specific area of jurisdiction in accordance to the municipality's powers and responsibilities.

### 3.6. CHAPTER SUMMARY

This chapter focused on the implementation of an IDP towards enhancing of basic service delivery. The chapter discussed the different uses of various theories through literature to help guide the investigation. The chapter addressed both institutional factors challenging IDP implementation and basic service delivery. In that regard, the two phenomena need to be simultaneously addressed to reach a panacea through which people are catered for by the government. Furthermore, it was found that local municipalities can venture into various alternative approaches towards delivering basic services to communities. Therefore, the chapter foregrounded different conceptual approaches for municipalities such as Mbombela Local Municipalities to select and adopt to their advantage. The next chapter explores legal requirements, various policy prescripts and legislation that govern IDP and basic service delivery in South Africa.



## CHAPTER 4: LEGISLATIVE FRAMEWORK FOR INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION TOWARDS BASIC SERVICE DELIVERY IN SOUTH AFRICA

### 4.1. INTRODUCTION

Post 1994, the South African government has been facing challenges in relation to reconstruction, advancing a new state and improving the quality of life among previously marginalised people. According to Sithole and Mathonsi (2015), this is evident through the continuous gap between the rich and poor, where urban areas get more attention from the government over rural areas. To help address such spatial inequalities and social challenges, the Reconstruction and Development Programme (RDP) was launched (Njenga *et al.*, 2014). RDP was introduced in 1994 to help redress historical imbalances by providing needy citizens with houses, especially those who were previously disadvantaged by segregation laws of the apartheid government. However, RDP did not achieve its mandate to cover other aspects such as waste removal management and providing proper sanitation. According to Dlamini and Reddy (2018), IDPs were introduced to assist the national government to facilitate reconstruction and development through provincial, towards districts and local municipality departments. The introduction of a governmental instrument such as an IDP puts emphasis on community development and prioritisation.

It is important to acknowledge that indigent and historically disadvantaged people do not automatically benefit from democracy. As such, indigent people need to be prioritised and be an integral part of the new democracy system. Whitney *et al.* (2015) advocate the need for a democracy that promises public participation in the reconstruction of South Africa. Early into democracy, the National Department of Provincial Affairs and Local Government (DPLG) spearheaded transformation programmes to respond to indistinguishable social challenges of inequality and poverty being the results of apartheid (Subban & Theron, 2016). The idea was to assist communities that were marginalised and ignored by the apartheid regime government. This was seen through the construction of houses for poor people from the RDP programme. Poverty can

never be totally eradicated, but a dedicated government can work towards alleviating it by providing for its people the basic services necessary to improve their quality of lives. This section highlights various government legislations' roles in development and implementation of IDPs, from a national perspective and ultimately a local perspective.

## 4.2. ADOPTION OF INTEGRATED DEVELOPMENT PLAN AS A PARTICIPATORY APPROACH TO BASIC SERVICE DELIVERY PLANNING

The IDP is an important tool used by local municipalities in South African to achieve a 'Developmental Local Government'. This is done by coordinating and integrating activities of the spheres of government, mainly the national, provincial and local. Intergovernmental relations help to ensure development and IDPs are used to provide municipalities with the opportunity to address socio-economic challenges (Singgalen *et al.*, 2019). Consequently, a municipal planning process that requires an IDP is the basis for all land-use and development plans. Driven by the National Development Plan (NDP), an IDP is made up of a variety of policies and plans at the strategic and implementation phase (Phago & Molosi-France, 2018). IDPs are the centre of plans and an important tool for implementation by municipalities to prioritise their obligations. Reviewing an IDP provides the opportunity to guide municipal decisions, policies, and implementation measures for stakeholders on public and private sectors. The City of Mbombela uses the IDP to formulate strategic objectives by implementing tangible measures (Shaidi & Lucian, 2016). This is done while using the IDP as a communication instrument to cross different municipalities and communities with other relevant institutions.

### 4.2.1. National Policy Frameworks and Strategies

#### *i. National Spatial Development Perspective*

The National Spatial Development Perspective (NSDP) addresses the spatial planning framework that meets governmental objectives such as employment creation, economic development growth and sustainable basic service delivery (Dlamini & Reddy, 2018). The NSDP provides a framework for all South African municipalities to ensure that

people escape challenges such as extreme poverty and unemployment. The framework prioritises the whole nation by encompassing issues experienced at provincial and local levels of government. The NSDP was formulated on the premise that the reconstruction and development of South African communities should prioritise the reconfiguration of apartheid spatial relations (Mathebula & Sebola, 2019). It requires acknowledgement when planning for development for the existing and forever changing spatial patterns of South Africa's economic development, community potential and population settlement (Musitha, 2016).

The entire South African population deserves a government that is dedicated to ensuring economic improvement, job creation, poverty alleviation, effective basic service delivery and fixing historical inequalities. To meet these governmental objectives, all investments and developmental spending should be directed in support. According to Morudu (2017), to achieve objectives in the most equitable and sustainable ways, it is essential that all NSDP principles are used as guidelines by the government for spatial planning. In that regard, the principles of the NSDP are important to the success and development of municipalities' IDPs and the Provincial Growth and Development Strategies. The NSDP objectives and principles aim at ensuring that financial implications in road infrastructure and development projects underpins the government's development agendas and growth (Mathebula *et al.*, 2019). The achievement of such objectives and principles could give an opportunity for an effective mechanism to address spatial plans between the three spheres of government. Furthermore, creating a concrete mechanism that ensures a synergy between different government departments and programmes. The NSDP should not be perceived as a plan but a framework that is used to guide spatial planning among the three government spheres (Mashiteng, 2017).

#### **4.2.2. Planning for Local Government during Apartheid, South Africa**

The South African government did a 20 democracy review and produced a document that summarised the apartheid government's approach to basic service delivery (Kroukamp & Cloete, 2018). As a result, this provided an opportunity to redress

previous imbalances such as segregation brought by the apartheid legacy. The homelands were used by black people if and whenever the workforce was required. In that regard, the homeland systems were used by the apartheid regime to serve the mining industry's labour needs, the farmers and other related white-owned institutions. Restricting the city centres from non-whites retained political dominance in the country for the white minority (Clark-Kazak, 2017). The homelands were mostly dominated by black people and were characterised by disadvantaged environments having low productive capacity that crippled local economies. This led to homelands being highly dependent on the apartheid government for development funding. The apartheid regime kept other areas, especially rural areas unfairly treated and experiencing high levels of poverty (Huang & Feeney, 2016). Non-white areas, popularly known as "homelands" therefore experience challenges such as a lack in resources, corruption and legitimacy in its administration (Molale & Fourie, 2022). In that regard, homelands experienced huge basic services deprivation and backlogs such as a lack of electricity, water, road infrastructure, health care and educational facilities. Clark-Kazak (2017), state that municipal services are often deemed non-existent unlike in other areas where whites reside, such as suburbs in towns. In rural areas, if such services existed, they are often sporadic, irregular and do not basically meet basic human needs (Zwane, 2020).

During the apartheid era, there was a challenge of basic services provision in homelands, leading to risks of water-borne diseases like cholera and diarrhoea (Beyers, 2016). The homelands were populated by poor black people who could not afford services such as health care, compared to the whites. As a result, this caused many non-white people to suffer. Homelands had a dearth of electricity, which forced people to use coal stoves which cause respiratory diseases (Sithole & Mathonsi, 2015). Moreover, the apartheid spatial patterns forced non-whites to travel for long distances using unsafe, unreliable, and expensive transportation to get to their workplaces (Asha & Makalela, 2020). Most local municipalities' revenue in urban South Africa was self-made, through property taxation, business and the provision of basic services to the people of the community (Asadullah & Chakravorty, 2019). However, this phenomenon highly benefited white municipalities which catered for small minorities compared to

large non-white communities. In that regard, black communities could be assisted with any further financial shortfall after developing white neighbourhoods. This led to inequality emanating from a limitation in tax base that forced the public and retailers to focus money and investments on urban areas for profits rather than rural areas (Beyers, 2016). As a result, local municipalities in non-white areas were deprived of any means to alleviate their poverty and to improve their quality of life as compared to white areas. Inequality between areas led to discrimination and segregation, which made others richer while keeping others poor. The apartheid system maintained such inequality by supplying services such as waste removal management and electricity in white areas and non-white areas at an enormous cost (Asha & Makalela, 2020).

A neglect from the municipality forces people to be self-reliant in delivering necessary services such as housing and waste removal. Consequently, local authorities attempt to increase local revenue through service charges to residents and impose rents (Ao & Li, 2020). However, such revenue makes it difficult to provide meaningful basic service delivery since it mostly serve politicised communities. Hence, one can deduce that basic service delivery was a challenge during the apartheid era, predominantly in non-white communities. During the apartheid regime, issues of public participation were non-existent, especially to non-white communities (Munzhedzi, 2020). Non-whites were not prioritised, their dissatisfaction with poor basic service delivery fell on deaf ears. The inevitable result for non-white communities was that a lack in basic service delivery became a “norm” in their lives. Dlamini and Reddy (2018), state that inequality in South African communities is caused by poor governance of the apartheid regime, predominantly in non-white areas. On the opposite side of it, white communities (minority) had little to worry about regarding basic service delivery issues. The apartheid government was in full support of the white community with comparisons to non-white ones. The debate on whether basic service delivery in the democratic South Africa is following a reverse apartheid trend by prioritising quantity over quality is an interesting one (Adonis & Van der Walt, 2017). It is important for relevant development actors to carefully consider the manner at which basic services are delivered in the new South Africa.

#### 4.2.3. Basic Service Delivery Planning in New Democratic Dispensation

In South Africa, democracy brought hope for improvements of basic service delivery and people's quality of life (Mathebula & Sebola, 2019). There are many people in South Africa who were previously marginalised by the apartheid regime and democracy is their own hope for a better future. However, twenty-eight (28) years into democracy, the South African government still faces poverty challenges that should have been addressed post-apartheid (Phendu, 2019). The country faces difficulties such as poor basic service delivery, lack in water supply, unemployment and government officials' incompetence. People anticipated an improvement in basic service delivery that could address persistent apartheid inequalities and poverty. Furthermore, people expected change on issues that directly affected their communities such as delivery of basic services like clean water supply, education and infrastructure. To some extent, people have benefited from democracy, especially some black townships which were bludgeoned by the apartheid regime (Shilangu, 2019). However, other black communities are worse than others, necessitating an argument that democracy does not show improvements to all people as eagerly anticipated. Consequently, community dissatisfaction emanates, leading to basic service delivery protests and public property vandalisation (Mathebula & Sebola, 2019).

During 1997 - 1998, the Department of Public Service and Administration (DPSA) published the White Paper on the Transformation of Public Service Delivery that addressed the 8 principles referred to as "*Batho Pele*" service delivery principles (Republic of South Africa, 1997). *Batho Pele* serves as an approach to encourage public servants to commit towards providing service to communities and improving basic service delivery. The approach offers an opportunity for local citizens to hold public servants accountable for the quality of basic services they are required to deliver. The *Batho Pele* principles are namely Information, Openness and Transparency, Consultation, Courtesy, Access, Redress and Value for Money (Republic of South Africa, 1997). Putting people as the important centre of development helps alleviate poverty in previously marginalised communities by involving them in ward committees and ward meetings. The phrase "*Batho Pele*" is a Sesotho phrase which is directly

interpreted as “People First.” Making people the centre of development is important because they are the ones being directly affected by any initiative founded within their communities. The *Batho Pele* principles were a first initiative of their kind by the government that adhered to basic services and ensure successful delivery to people in communities (Kurebwa, 2016). The *Batho Pele* principles intend to assist local municipalities to regard people in the community as important clients of the public sector. It is critical to consider what the legislation indicates with regards to basic service delivery to achieve developmental success. As a consequence, it assists future policy makers, government officials, local people and other additional interested parties to assess whether the public sector is successful in changing apartheid legacies regarding basic service delivery.

In South Africa, an IDP process was introduced post 1994 as a way to assist local municipalities that were previously marginalised by the apartheid regime (Mathebula & Sebola, 2019). The platform was launched for municipalities to have direct influence in basic service delivery planning. Furthermore, the platform made it possible for municipalities to reform old and formulate new government institutions to identify and prioritise strategic development solutions. The introduction of an integrated planning approach provided an opportunity for municipal, national, provincial representatives and other major key players, to make agreements on long-term development strategies (Khangale, Van Niekerk & Nemakonde, 2020). To achieve realistic and measurable results, the integrated planning approach was given an implementation period of five (5) years by the local municipality. To achieve democracy, South Africa intends to establish an effective mechanism to provide basic services, challenge the dualistic nature of its economic and ensure sustainable economic growth (Asha & Makalela, 2020).

For South African municipalities to improve basic services, the governmental planning process must be specifically defined and effectively addressed. Furthermore, local municipalities must restructure the apartheid spatial plans, transform local municipalities into prioritising a people centred development, ensure democratic, legitimate and transparent planning process in development (Masiya, Davids & Mangai, 2019). Central

to this is an IDP, which incorporates planning tools that inform all planning, management, decision-making and budgeting of municipalities (Wasserman *et al.*, 2018). In essence, an IDP was launched as an instrument to assist local municipalities to fulfil their Constitutional mandates and to guide all development activities by any institution operating within a municipal area.

#### 4.3. PROMOTING INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION AT A PROVINCIAL LEVEL

In terms of the *Municipal Systems Act, 2000 (Act 32 of 2000)*, municipalities must develop a 5-year strategic plan document, which is popularly known as an IDP (Republic of South Africa, 2000). Municipalities use an IDP to conduct a comprehensive analysis of what a community needs and accordingly allocate resources to satisfy those needs. The use of an IDP seeks to integrate municipal plans with efforts from other spheres of government (national and provincial) in addressing developmental needs (Masiya *et al.*, 2019). Mbombela Local Municipality, like any other municipality in the country, continuously faces various challenges of basic service delivery backlogs and funding of resources. In that regard, the ability to provide basic services such as electricity to achieve sustainable and shared economic improvement is dependent on the efficacy of the IDP (Adonis & Van der Walt, 2017).

##### 4.3.1. Provincial Policy Frameworks and Strategies

###### *i. Mpumalanga provincial growth and development strategy*

The Mpumalanga Provincial Growth and Development Strategy (PGDS) helps to address the provincial future development trajectory by defining a clear strategy of the provincial development strategy (Makoti & Odeku, 2018; Makhubela, 2021). A sustainable way of governance enables a province to provide its people with basic services for a long period of time and achieve sustainable development. The most effective way to be sustainable is to teach people to prioritise their needs and work together using available resources such as skilled human capital to secure a better future. PGDS intends to facilitate a developmental, cooperative and coordinated policy



and a strategy framework that addresses poverty eradication and sustainable development. Therefore, the strategy is aimed at helping the poorest villages to improve their standards of living. By prioritising rural areas, social issues such as a lack of basic service delivery can be addressed thus yielding an improved future for previously marginalised people. The strategy's objective is to give effect to the principle of a developmental state that prioritises and supports sustainable development (Makoti & Odeku, 2018). A development that prioritises sustainable development can promote and support local economic growth by facilitating and providing basic services to the community.

For a community to reduce its poverty levels, it is important for local citizens to be skilled, qualified and employable. In that regard, local municipalities will be required to facilitate and promote sustainable economic environment that will be used for business and employment opportunities (Huang & Feeney, 2016). The environment will be facilitated through regulations, provision of public infrastructure such as a community hall to operate ward committees and the councillor's meeting. Environmental sustainability requires protection, monitoring and advocacy from the provincial government with the conservation of natural heritage (Kroukamp & Cloete, 2018). The environment should be utilised without any industrialisation or any development that will cause major risks and impact on the environment. Furthermore, globally, the environment faces risks of global warming, change in climate and shifts in environmental patterns from earthquakes and floods (Kurebwa, 2016).

#### 4.4. PROMOTING BASIC SERVICE DELIVERY WITHIN THE AUSPICE OF INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION

According to Section 24 (1) of the *Municipal Systems Act 32 of 2000*, "the planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in Section 41 of the Constitution" (Republic of South Africa, 2000). Hence, it can be argued that the Municipal Systems Act is a blueprint that can be used to achieve development in

communities. Learning from the achievements and challenges of other local municipalities enables municipal officials to make informed decisions to avoid repetitive mistakes. Therefore, the IDP must be accessible to other municipalities to formulate a strategic plan which will guide and inform all planning within their local municipality. According to the legal framework and regulations of local government, an IDP binds a municipality to execute authority and guide municipal officials to perform their duties effectively (Makhubela, 2021). Therefore, it is imperative that the national and provincial governments work with the local government as part of the IDP process to ensure harmonisation in government initiatives.

#### **4.4.1. Municipal policy frameworks and strategies**

##### *i. Constitution of the Republic of South Africa of 1996*

Local municipalities are constitutionally obligated to strive within their financial and administration capacity to achieve developmental objectives (Dlamini & Reddy, 2018; Masiya *et al.*, 2019). Municipal officials should use available and scarce resources sustainably, prioritise people's needs and improve people's quality of life. Section 151(1) of the Constitution advocates a local government that is democratic and accountable to its communities (Republic of South Africa, 1996). This ensures basic service delivery that is sustainable, and which attains equal socio-economic development among the people. Basic local needs to be met include, but are not limited to, infrastructural development, public health, clean water supply and housing. In addition, the Constitution indicates that for a municipality to be deemed developmental, it should endorse the public's participation in the promotion of a safe and healthy environment for its people (Republic of South Africa, 1996). Local municipalities must be open and transparent enough for their people to criticise, comment and make recommendations on the level of development being offered to them. Municipalities should engage community members on issues of preparation, planning, implementation and reviewing of IDPs with the aim to empower them.

The Constitution provides local municipalities with clear mandates towards the transformation of previously disadvantaged communities (Phendu, 2019; Mathebula & Sebola, 2019) consequently, municipalities should avoid only providing basic services and implementation of regulations in cities whilst neglecting rural areas. The Constitution indicates that a municipality and its officials should be accountable and transparent in delivering basic services to communities (Republic of South Africa, 1996). However, local municipalities fail to make decisions that serve the people's interest, promote public participation and consultations (Makoti & Odeku, 2018). The incompetence of municipal officials is usually attributed to a lack of capacity and skills (Naidoo & Ramphal, 2019). This creates and increases inefficiency in governance, where communities will forever be poor as compared to cities.

*ii. Local Government Transition (Second Amendment) Act 97 of 1996*

As required by the Second Amendment of the *Local Government Transition Act*, each municipality should design an IDP and make it consultative in nature (Eraydin, 2019). Giving a municipality the liberty to design its own IDP makes it unique from other municipalities. Different municipalities are in various communities that practice different things compared to others. On that account, this Act enables different municipalities to be unique from others by using their own IDPs. This Act emphasises establishing, consolidating and sustaining an IDP, which is provided by a legal framework formulated between 1995 and 1999 (Arkorful, Lugu, Hammond & Basiru, 2021). Municipalities should use their financial obligations to discharge their expected responsibilities towards local communities in an efficient and economic manner. Municipalities should account for their actions to the people they serve. According to Bakre and Dorasamy (2018), municipalities' planning and the IDP process must be transparent and consultative in nature. A municipality's structure and administration must prioritise people's basic socio-economic needs and ensure that they are addressed effectively. It is important for a local municipality to monitor, evaluate and review its performance indicators and promote consultation. Furthermore, the nature of public participation should assist in ensuring that all municipal objectives are producing desired outcomes (Arkorful *et al.*, 2021).

iii. *Local Government: Municipal Systems Act, 32 of 2000*

The Act assists in regulating an IDP. As stipulated in Sections 152 and 153 in the Constitution of the Republic of South Africa (1996), the IDP requires municipalities to undertake developmental oriented planning towards serving the community (Mashiteng, 2017). The Act requires a Municipal Council within a prescribed period to develop an inclusive strategic plan to achieve development for a local municipality. Therefore, there is a need for the formulation of an IDP to achieve such municipal requirements and satisfying the needs of the community. Before enacting *the Local Government: Municipal System Act 32 of 2000*, *the Local Government: Municipal Structures Act 117 of 1998* was in place for development (Makalela, 2016). The Act prioritised local needs and placed strategies to achieve municipal services, taking into cognisance provincial and national development plans. Thus, the *Local Government: Municipal Systems Act 32 of 2000* compels municipalities to use IDPs strategically, be inclusive, consultative and promote participation in enhancing development. An IDP needs to encompass a Spatial Development Framework to connect, coordinate, integrate all municipal plans, capacity building, and align available resources (Manoharen & Ingrams, 2018).

According to Section 35 of the *Local Government: Municipal Systems Act 32 of 2000*, the successful implementation of an IDP involves a series of typical and logical steps (Republic of South Africa, 2000). The steps include an evaluation of issues, formulating a vision and resultant objectives and sourcing funding. The process is council-driven in that it requires the full participation of councillors. However, like any other municipality, implementing an IDP is a Constitutional obligation of a municipal manager, technical consultants and municipal officials (Mathebula & Sebola, 2019). The involvement of local people, where they can participate through consultation in Community Based Programs, is encouraged. Municipal functionaries must ensure that the local needs of the community are prioritised as mentioned, and that they are achievable, realistic, worthwhile and measurable. Developmental goals and objectives are achieved through effective supervision, monitoring, evaluation and reviewing of priorities set by the community. An IDP has many projections and that makes it challenging to anticipate contingencies; that being the case, regularly reviewing a plan is key (Dipura &

Soediantono, 2022). There is a need to evaluate and monitor an IDP, using Key Performance Indicators (KPIs) such as revenue growth, profit margin, client retention rate and customer satisfaction to ensure that all responsibilities and duties are executed effectively. An effective implementation of KPIs provides an efficient platform for a local municipality to reassess its own objectives, make changes and adjust priorities (Dipura & Soediantono, 2022).

*iv. White Paper on Local Government, 1998*

The *White Paper on Local Government, (1998)*, aims at improving developmental local government by using an integrated development planning process (Makhubela, 2021). This can be achieved by effectively using the IDP to provide basic services such as road infrastructure and water supply to communities. The White Paper recognises the importance of local citizens and the contribution to development. Thus, the White Paper puts emphasis on working with communities at a grassroots level to find the best ways to satisfy the community's needs (Makoti & Odeku, 2018; Makalela, 2020). The encouragement of public participation ensures integration between the local government and local citizens in pursuing improvement in basic service delivery. This can be achieved by aligning scarce and available resources to the policy sustainably. It helps highlight the need for integration and coordination in local municipalities such public transport and health care service.

The policy indicates the need to establish small to medium enterprises to provide services such as proper sanitation, clean water supply and housing (Makoti & Odeku, 2018). Such services are mainly targeted at previously disadvantaged communities, notably those with disabilities, the poor and women. However, before initiating any developmental projects, municipalities must conduct a situational analysis (Naidoo & Ramphal, 2019). A situational analysis helps to introduce a pragmatic strategy and align all available and scarce resources with the municipality's vision and skills' capacity. This assists with making a realistic plan and expectation, which can be met to achieve development and eradicate poverty. The *White Paper on Local Government, 1998* indicates the need for local municipalities to create employment and provide

communities with services to promote social and human development (Republic of South Africa, 1998). As a result, municipalities must develop effective plans to achieve growth and to redistribute the economy equally. That would encourage human development in previously disadvantaged communities. Through education, training and setting up small to medium enterprises, people can improve job opportunities (Masiya *et al.*, 2019; Arkorful *et al.*, 2021). Consequently, people will have the necessary skills to alleviate poverty and promote sustainable human development in communities. The IDP should create a platform where communities engage and encourage public participation whilst advancing socio-economic, human and material conditions for the communities (Naidoo & Ramphal, 2019). Thus, municipalities are encouraged to prioritise the redistribution of resource and the country's economy to benefit poor and marginalised communities.

#### **4.4.2. Status Quo of Service Delivery in Rural Areas**

A notion of poor service delivery has always been attributed to the lingering effects of apartheid. However, post 1994, many municipalities in South Africa are still facing service delivery backlogs (Khangale *et al.*, 2020). These backlogs are usually caused by corruption amongst officials, dysfunctional ward committees, poor public participation, lack of institutional capacity, and failure to prioritise people's needs (Masiya *et al.*, 2019). Such backlogs leave remote villages without important developmental things like a community hall. Basic service backlogs such as water scarcity undermine the success of municipalities and their ability to provide quality basic service delivery to the community. These issues can be mitigated when municipalities promote public participation, thus providing effective and efficient basic services. People in communities are regarded as the centre of development and should be included in initiatives that affect their lives (Khangale *et al.*, 2020). The cooperation between public participation and basic service delivery is not simplistic, but the combination depends on a proactive and skilled leader with a supportive populace. Having a skilled leader enables local people to acquire necessary skills to make their lives better.

The root cause of protest varies from one municipality to another, town or province to another (Makoti & Odeku, 2018). However, the common notion is that community members want their voices heard and taken seriously. Many service delivery protests in local municipalities increased since 2005 and the situation got worse after 2008 (Clark-Kazak, 2017). The continuous rise in protests by community members in Mpakeni Village is largely associated with poor service delivery (Huang & Feeney, 2016). The village is often being deprived of services such as fresh water supply, proper sanitation and housing. Morudu (2017:3), says “a lack of accountability amongst local government officials and their increased corruption always instigate a variety of protests in communities”. The consensus amongst protesters is that political leaders are corrupt, ignore people’s needs and have little regard for the masses. Other grievances arise due to the idea that politicians do not fulfil their electoral promises.

#### 4.5. INTEGRATED DEVELOPMENT PLANNING LEGAL OVERVIEW

In South Africa, local government transformation brought about drastic changes in the functions and powers of local municipalities (Adonis & Van der Walt, 2017). Such transformation can place emphasis on local municipalities’ developmental responsibilities towards a developmental local government. The idea of a developmental local government encourages municipalities and locals to work together towards finding sustainable ways to improve communities. The cohesion between municipalities and community members helps to bring about development and improve people’s quality of life. Section 23 of the *Local Government Municipal Systems Act No. 32 of 2000* mandates local municipalities to undertake a development-oriented planning in achieving local government objectives (Republic of South Africa, 2000). It is through effective developmental-oriented planning and implementation that effective local governance can be realised.

Asha and Makalela (2020), argue that all municipalities in South Africa, according to the *Local Government Municipal Systems Act No. 32 of 2000*, must undertake an integrated development planning process to produce an IDP. Since an IDP is a legislative

requirement, it has a legal obligation that supersedes all other municipal plans that guide development in municipalities. Municipalities undertake developmental-oriented planning to ensure that municipal obligations are met (Dipura & Soediantono, 2022). Furthermore, achieving municipal objectives results in the fulfilment of the municipalities' developmental responsibilities as mandated by the Constitution. Section 25 of the *Local Government Municipal Systems Act, No. 32 of 2000*, which stipulates that each municipal council should immediately adopt a single, participatory and strategic plan for their municipality (Beyers, 2016). Furthermore, municipalities should review their IDP on an annual basis until the new council comes into power, which is responsible for adopting a new IDP.

A newly elected municipal council may be allowed to adopt the IDP of its predecessor, but it is important to ensure it complies with Section 29 of the *Government Municipal Systems Act, No. 32 of 2000* (Republic of South Africa, 2000). The community's need for basic service delivery must align with the strategic development plan of the surrounding communities governed by that municipality, taking into consideration all the available resources. Consequently, a particular municipality should attempt to align its strategic development plan with other neighbouring municipalities. The integrated development planning process stresses the essence of working together among all relevant stakeholders with the aim of identifying key developmental priorities, creation of a clear vision, values and mission statement (Asha & Makalela, 2020).

The *Municipal Finance Management Act (MFMA) of 2003* exists to provide an effective alignment between IDP and municipal annual budget (Shilangu, 2019). It is a municipality's duty to formulate and review its annual budget and IDP. Reviewing assists in adapting to the continuously changing environment in-terms of technology and innovation. In addition, budget and IDP reviews assist with avoiding past mistakes and gives the municipality an opportunity to work in improved experience. The Act further advocates the formulation of the Service Delivery and Budget Implementation Plan (SDBIP), which works as a detailed plan that guides basic service delivery and how best to implement the annual budget (Sithole & Mathonsi, 2015). The Act should



assist a municipality with monthly revenues, effective performance indicators of expenditure projections, and quarterly basic service delivery targets.

#### 4.6. CHAPTER SUMMARY

This chapter explored the legal requirements, various policy prescripts and legislations used to govern IDP and basic services in South Africa. The chapter looked at the history of local government during and post-apartheid in South Africa in terms of how the government provided services. Mpumalanga Province has other policy frameworks used for planning and implementing various government programmes. However, many of those policies are elusive. The chapter highlighted the fact that basic service delivery continues to be a challenge in South African local municipalities. In Mbombela Local Municipalities, there is minimal progress in terms of service delivery compared to other municipalities.

## **CHAPTER 5: RESEARCH FINDINGS, ANALYSIS AND INTERPRETATIONS OF THE DATA**

### **5.1. INTRODUCTION**

The study was conducted at Mpakeni Village to investigate the effective implementation of IDP towards enhancing basic service delivery in rural areas. The household respondents revealed that a struggle in basic service delivery persists in rural areas, especially in Mpakeni Village. The study adopted a normative research design and used questionnaires and interviews to interact with both the household respondents and key informants, respectively. The study collected quantitative data from 70 household respondents from Mpakeni Village. The study interviewed 5 key informants from the Mbombela Local Municipality. The study adopted the use of a simple random sampling to select the household respondents while the purposive sampling helped with the selection of key informants. This chapter presents the analysis and interpretation of the research's findings through graphs, charts and tables.

### **5.2. ANALYSIS OF QUALITATIVE DATA FROM HOUSEHOLDS**

This section presents the quantitative data which were gathered from household respondents from Mpakeni Village. The data were gathered using a structured questionnaire. The data were collected to cover aspects of basic service delivery from the household respondents' perspectives. The study targeted household members of Mpakeni Village with the view that they were well informed of the issues of basic service delivery in the area.

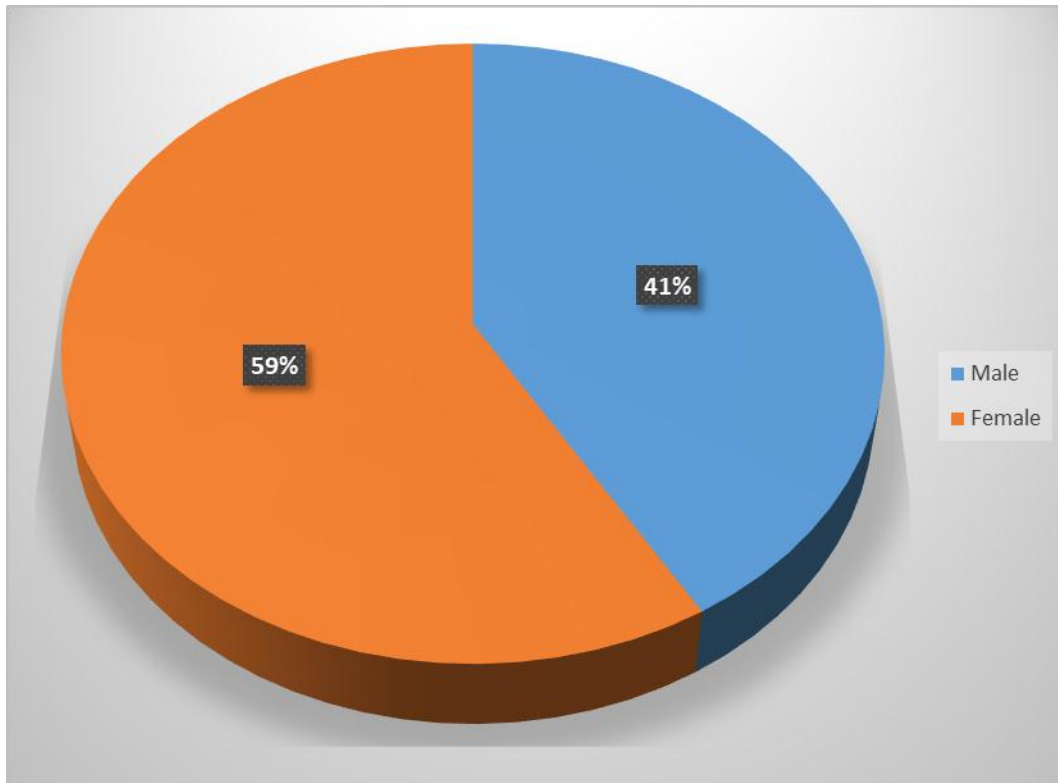
#### **5.2.1. Demographic Profile**

The demographic profile of any research study is essential as it reveals the community's wide-spread description (Molale, 2019). For the purpose of this study, the demographic profile was used to provide a purposive understanding of the location towards acquiring

research findings. The demographic profile solicits data about people's gender, age range, educational level, employment status and the number of household dependants.

#### 5.2.1.1. Gender of the Respondents

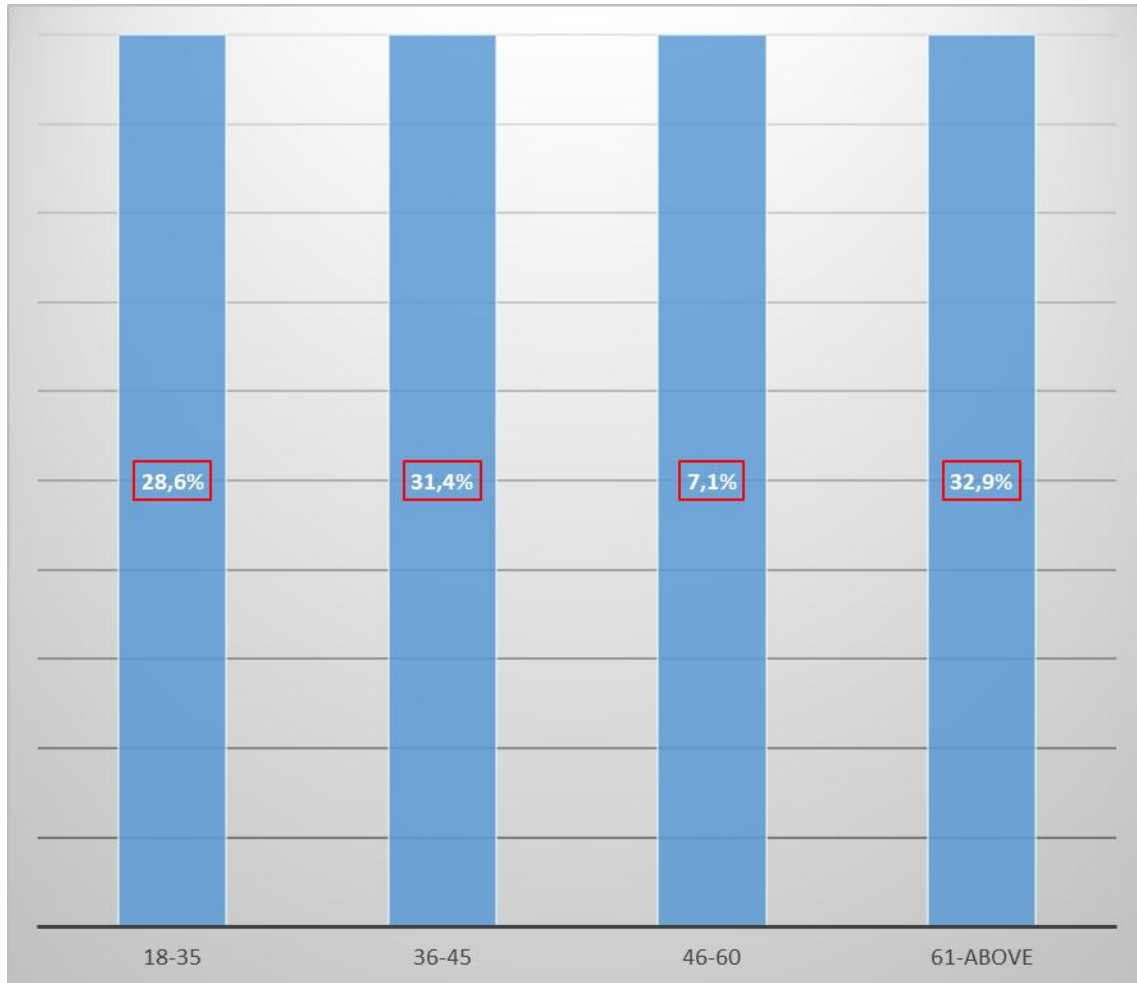
Figure 5.1: Gender



Out of a total sample of 70 respondents from Mpakeni Village, 59% were females while 41% were males. The above figure 5.1 illustrates the gender of the respondents. This implies that the participation of males in the study was lower than that of females. Generally, in less developed countries such as South Africa, there is a history of gender inequality. As a result, there is a premise that women are responsible for household chores while men go and look for employment (Molale, 2019). Hence, it is common to have the household's basic service being organised by the woman of the house.

### 5.2.1.2. Age of the Respondents

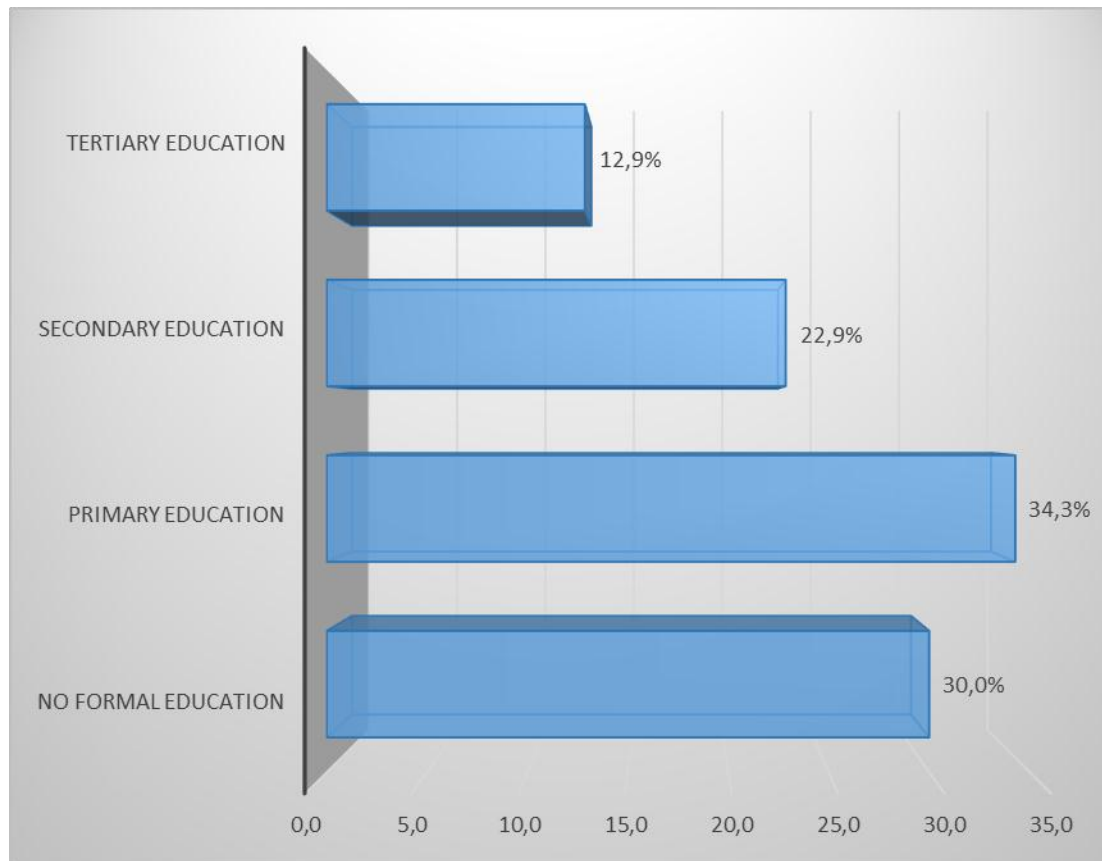
Figure 5.2: Age



The above figure 5.2 illustrates that a majority of the respondents, who are above 61 years of age, comprised 32.9%. Furthermore, the figure shows that 31.4% of the respondents are aged 36-45. The figure also shows that 28.6% of the household respondents are aged 18-45. Lastly, the figure shows that 7.1% of the residents are aged 46-60. Therefore, the illustration above indicates that there are more elderly dependents as compared to young people in the area. While age is not that high in importance when it comes to IDP implementation and basic service delivery, it is however imperative to address as it forms part of research.

### 5.2.1.3. Educational Level of the Respondents

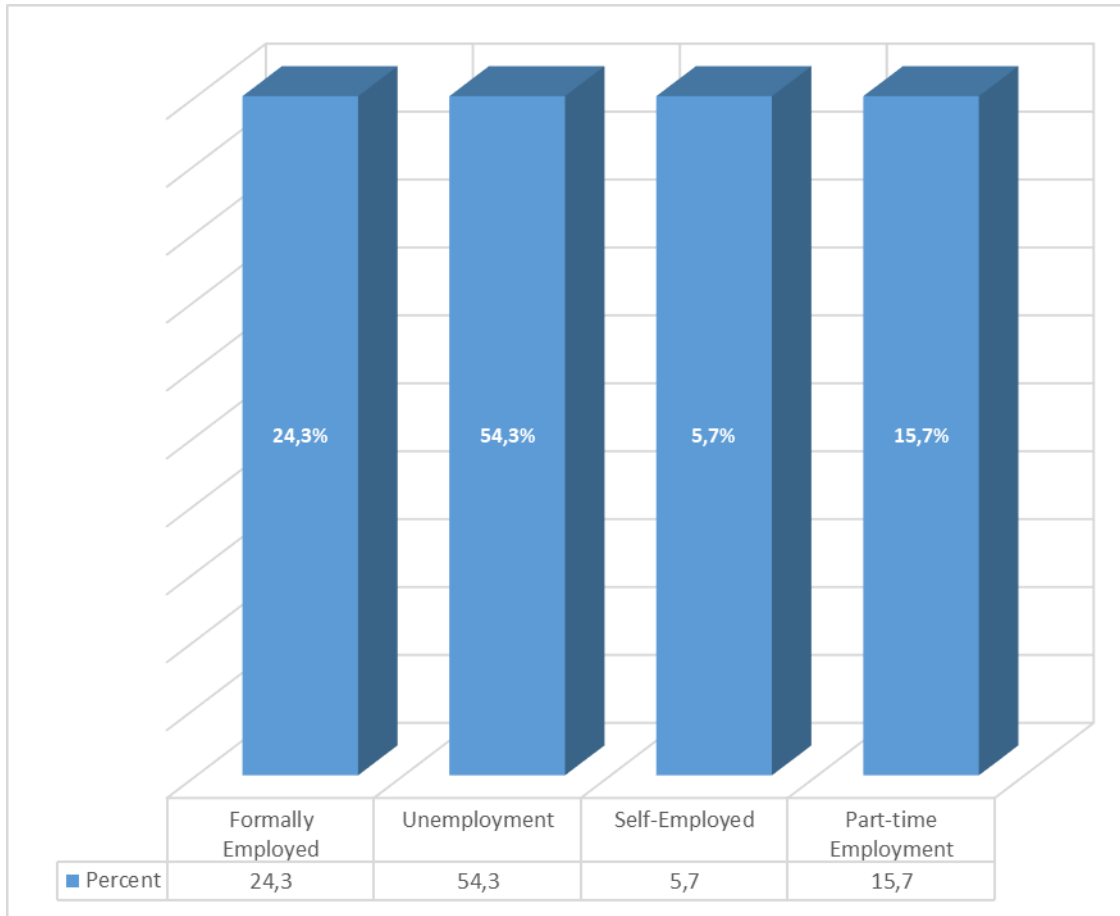
Figure 5.3: Educational Level



The above figure 5.3 indicates that most of the respondents (34.3%) only have primary education. The figure further indicates that 30% of the participants have no formal education. The figure shows that 22.9% of the residents managed to finish secondary. Lastly, the figure indicates that 12.9% of the household respondents have tertiary level education. This shows that many respondents in Mpakeni Village have primary education or below while a minority managed to finish school and acquired tertiary education. The lack of formal education among most people has the potential to yield deleterious effects on their participation in municipal planning. This implies that people in the community find it difficult to participate in IDP processes because of the lack in education. However, a few educated people in the study area can be used as community representatives to attend ward committees and report to the rest of the community.

#### 5.2.1.4. Employment Status of the Respondents

Figure 5.4: Employment Status



The above figure 5.4 illustrates that 24.3% of the surveyed respondents are formally employed. The figure further indicates that respondents that have employment constitute 54.3%. The figure indicates that 15.7% of the respondents have part-time employment. Lastly, figure illustrates that only 5.7% of the respondents are self-employed. This implies that most respondents in the area are unemployed possibly due to low levels of education, as shown in Figure 5.3. In addition, the figure 5.4 implies that the village has a major challenge of unemployment.

### 5.2.1.5. Number of Dependents in the Household of the Respondents

Table 5.1: Number of Dependents in the Household

	Frequency	Percentage (%)
1	10	14.3%
2	22	31.4%
3	16	22.9%
4-above	22	31.4%

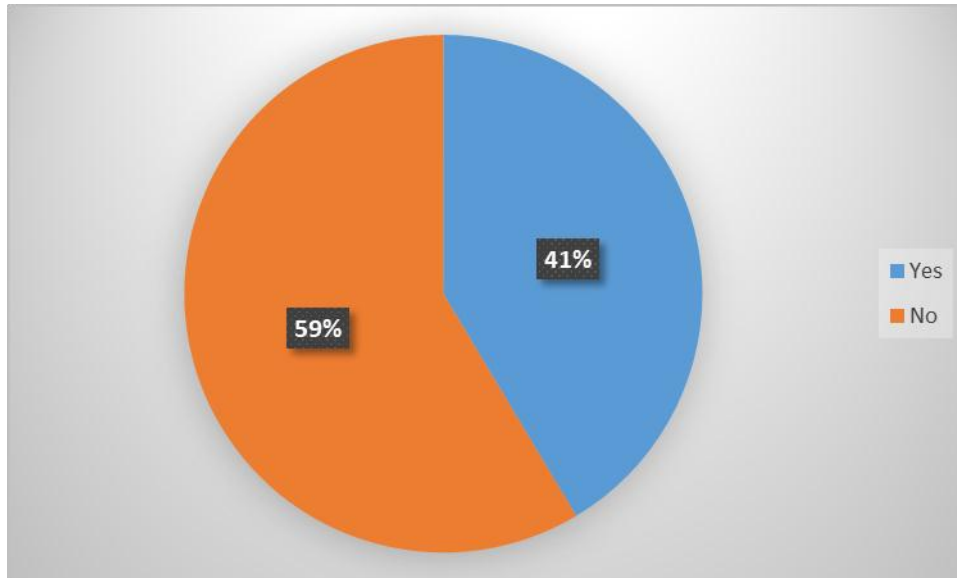
The above table 5.1 indicates that 31.4% of the households have 4 or more dependants. The table also shows that 31.4% have two dependants in their households. The table shows that 22.9% of the respondents have three dependents in their house. Lastly, the table indicates that 14.3% of the household respondents have only one dependant. As a result, the study identified that most households in Mpakeni Village have a high number of dependants. The study identified that there is a high number of people per households compared to the level of basic services delivered by the municipality. Hence, there is a need to have basic services such as clean water supply and housing to cater for these people.

### 5.2.2. Institutional Factors Affecting Integrated Development Plan Implementation

For any project to be successful, there are aspects that need to be catered for to mitigate any potential failures. The implementation of an IDP is not an exception as it depends on institutional factors such as understanding the IDP, relevant capacities needed, IDP hindrances, basic service delivery satisfaction, public participation satisfaction and community protests experiences to be successful. Below is the analysis of what the respondents had to say about the institutional factors affecting IDP implementation.

### 5.2.2.1. Respondents' Understanding of an Integrated Development Plan

Figure 5.5: Understanding of an Integrated Development Plan



It was important to determine whether the respondents understood what the research was about. Therefore, the researcher sought to determine the respondents' understanding of an IDP and what it entails. Figure 5.5 indicates that 59% of the respondents do not understand an IDP while 41% do. This implies that many people in the community have little, or no knowledge of how basic services are delivered to them. Furthermore, this implies that majority of the respondents do not understand what an IDP is about. The 59% of the respondents could not elaborate further because of the lack of understanding of what an IDP is. However, there are few people 41% who demonstrated an understanding of the IDP. Amongst the 41%, the following was stated:

- i. *“An IDP is a strategic plan a municipality use over a period of 5 years to provide for a community.”*
- ii. *“An IDP is a tool used to bring about desirable improvement in the community.”*
- iii. *“An IDP is a plan used by the municipality wherein local citizens work together with municipal officials to identify the best solutions to achieve long-term developmental goals.”*



- iv. *“An IDP is a plan which integrated other municipal plans such as land use and basic service delivery”.*

Hofkirchner (2019) and Van Assche *et al.*, (2019), argue that there is an adequate understanding of an IDP in local government. The humanistic paradigm talks about public participation and working as a collective unit in information sharing and improving the community which can be applied to improve people’s understanding of an IDP. However, looking at what figure 5.5 is indicating, there is still a disconnection in rural areas between the local people and the municipality.

#### 5.2.2.2. Respondents’ Perception on Municipal Capacity for Integrated Development Plan Implementation

Table 5.2: Municipal Capacity on Integrated Development Plan Implementation

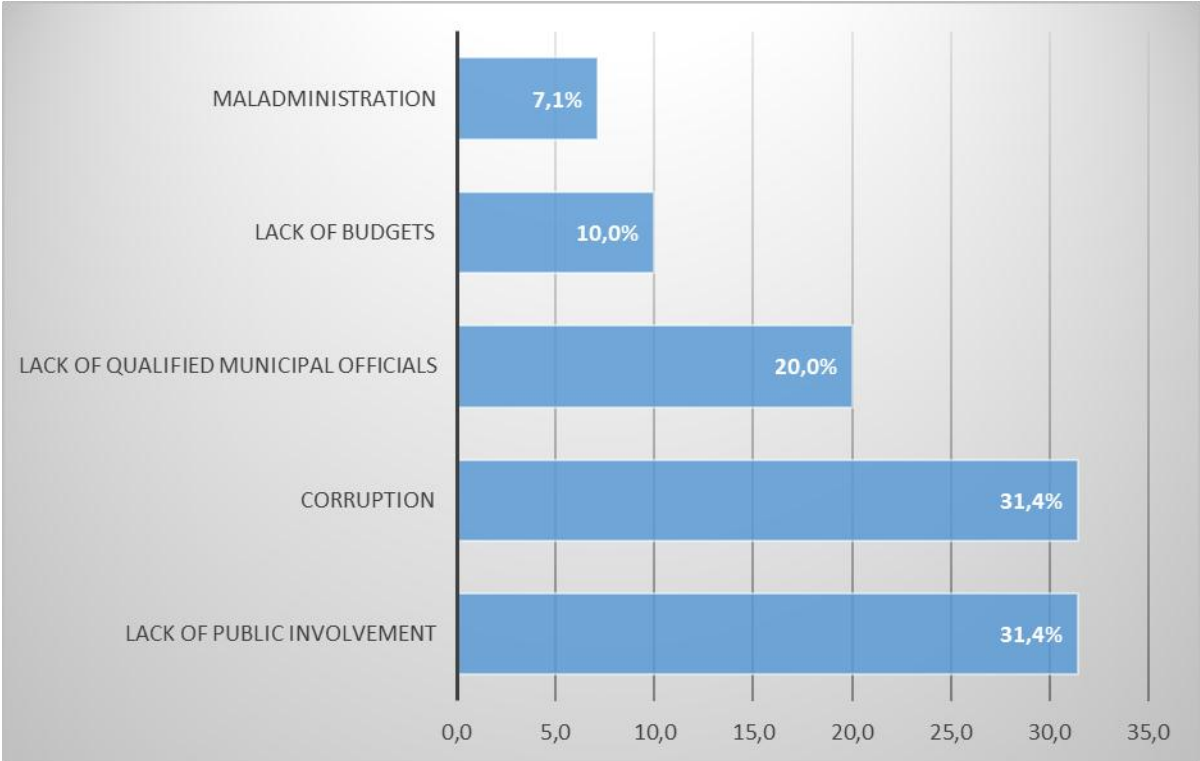
	Frequency	Percentage (%)
Excellent	14	7%
Good	13	9.6%
Fair	15	19.4%
Poor	28	64%
Total	70	100%

The above table 5.2 illustrates that 64% of the respondents perceived the municipal capacity to implement the IDP as poor. However, 7% of the respondents thought that the municipal capacity was excellent. Furthermore, the table stipulate that 9.6% of the respondents thought that the municipal capacity is good enough for IDP implementation. In addition, 19.4% of the respondents viewed the municipal capacity as fair enough. This implies that most respondents perceived the municipality’s capacity for IDP implementation as poor. 64% means that the community saw municipal officials as

not qualified to work in the delivery of basic services in the municipality. Table 5.2 demonstrate many municipal officials who need further training and experience on IDP implementation. Only 16.6% respondents indicated that the municipality had enough capacity for IDP implementation. This implies that these respondents were not satisfied with the level and quality of basic services delivered to them.

5.2.2.3. Factors that Hinders Integrated Development Plan Implementation in the Municipality

Figure 5.6: Factors that Hinder Integrated Development Plan Implementation



The above figure 5.6 indicates that 31.4% of the respondents believed that a lack of public involvement in IDP processes is an IDP hindrance. The figure further shows that 31.4% cited corruption as a problem. The figure shows that 20% of the respondents thought that a lack of qualified municipal officials hinders effective service delivery whereas 10% ascribed poor service delivery to the lack of budget. Lastly, figure 5.6

shows that 7.1% linked poor service delivery to maladministration. This implies that most respondents viewed public involvement and corruption as the major hindrances to the successful implementation of an IDP. Local citizens must be at the centre of development, and their needs must be prioritised. This is because basic service delivery or a lack thereof has a direct influence in their lives. The lack of municipal resource capacity such as qualified human capital hinders development programmes such as benchmarking and research related activities towards basic service delivery. One of the residents indicated that the lack in basic service delivery occurs because the municipality's IDP does not meet local government standards. Therefore, this implies that there is a major lack in the municipality's planning process.

#### 5.2.2.4. Suggestions to improve Integrated Development Plan Implementation in the Municipality

Table 5.3: Suggestions to improve Integrated Development Plan Implementation

	Frequency	Percentage (%)
Good Communication	33	47.1%
Customer Care	23	32.9%
Administrative Leadership	14	20.0%
Total	70	100%

Table 5.3 depicts the various suggestions made by the household respondents to improve IDP implementation by the municipality. The table indicates that 47.1% of respondents advocated good communication between local citizens and the municipality to improve IDP implementation. This means that the municipality must prioritise public participation and make it possible for local citizens to have a realistic involvement in IDP processes. This also means that the municipality must communicate and explain clearly how the public can participate in IDP implementation.

The table shows that 32.9% of the respondents perceive customer care as a very important factor in the improvement of IDP implementation. This means that municipal officials must treat local citizens with dignity and respect, especially during consultations. Lastly, the table shows that 20% of the respondents suggested the use of an effective administration leadership. This implies that there should be accountability, openness and transparency, especially among municipal officials responsible for IDP implementation.

### 5.2.3. Institutional Challenges towards Basic Service Delivery

Basic service delivery is an essential component towards alleviating poverty in the community. Therefore, it is the local municipality's responsibility to make basic service delivery a reality. However, there are many factors, which can make such an attempt a difficult endeavour to achieve. In the ensuing sections, the researcher analyses and interprets the responses from the household members of Mpakeni Village based on institutional challenges against basic service delivery.

#### 5.2.3.1. The Value Added to basic service delivery from Integrated Development Plan

Table 5.4: Value Added to basic service delivery from Integrated Development Plan

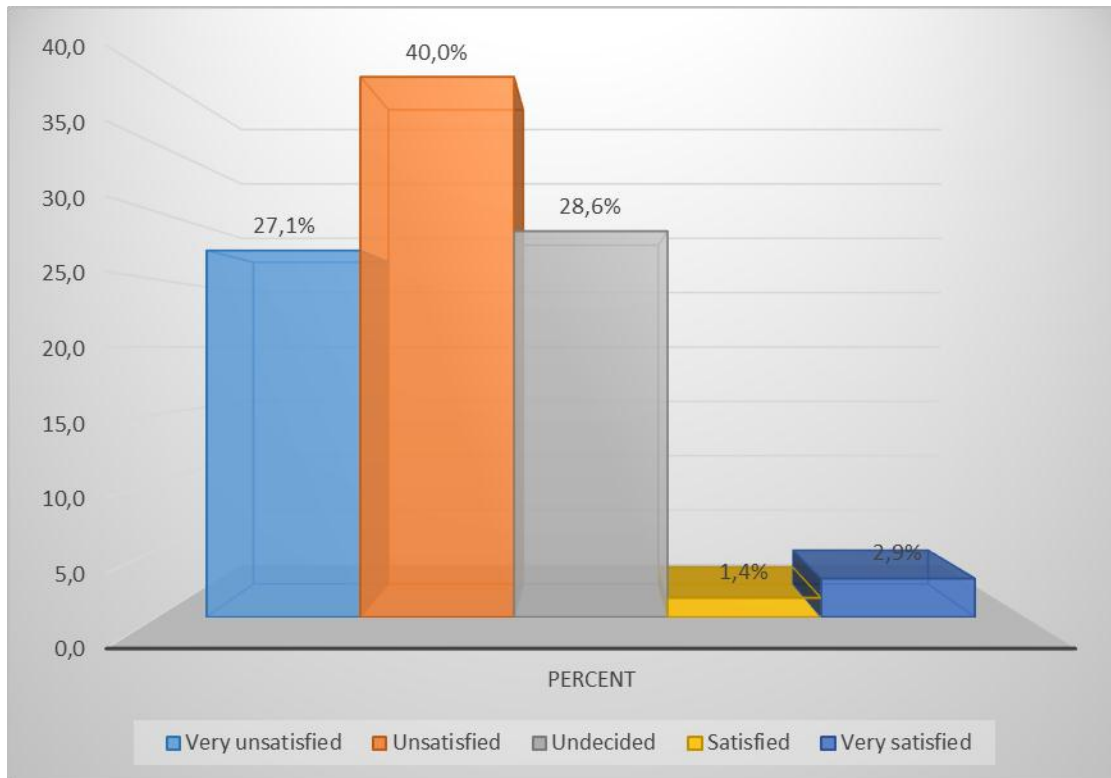
	Frequency	Percentage
Very unsatisfied	19	27.1%
Unsatisfied	32	45.7%
Undecided	13	18.6%
Satisfied	3	4.3%
Very satisfied	3	4.3%

Total	70	100%
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The above table 5.4 illustrates that 27.1% of the respondents were very unsatisfied while 45.7% of the respondents were unsatisfied. The table further shows 4.3% were satisfied and 4.3% were very satisfied. The table indicates that 18.6% of the surveyed respondents indicated that they were undecided. This implies that most respondents were unsatisfied with the lack of value added to basic services from IDP implementation. A sum of 72.8% of the respondents were unsatisfied, which means that many people in the community do not see any value added to basic services. This can start community protests as many people in the area share the same dissatisfaction. In addition, this means that the municipality neglects the area when it comes to basic service delivery. However, 8.6% of the respondents indicated that they were satisfied. The table shows a high level of inequality in basic service delivery in the community. The table shows that 18.6% of the respondents remain undecided, which means that there is a group in society which does not see any changes in the way basic services are being delivered.

### 5.2.3.2. Public Participation in the Municipality

Figure 7: Public Participation



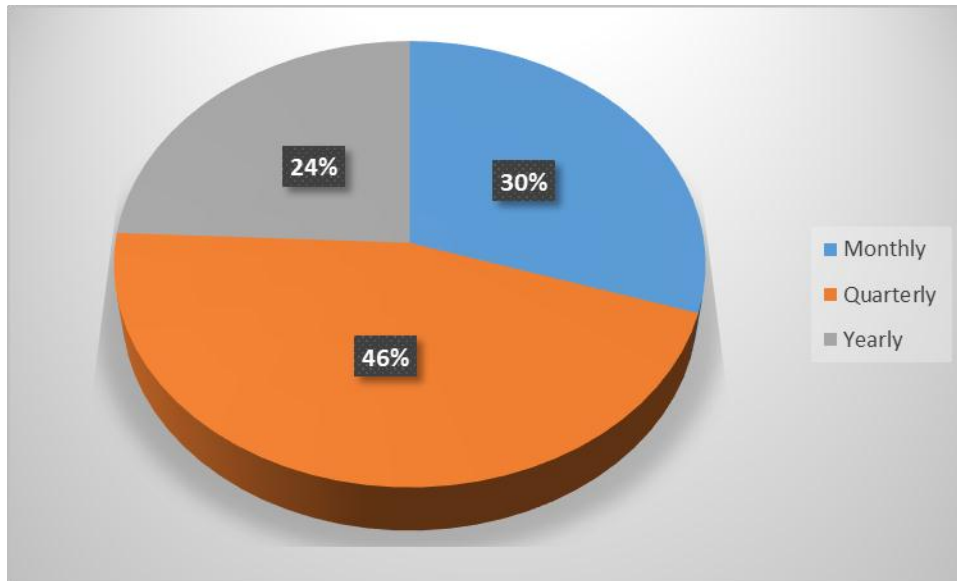
The above figure 5.7 illustrates that 27.1% of the respondents were very unsatisfied with the level of public participation in the municipality. The figure further indicates that 40% of the respondents are unsatisfied. The figure shows that 1.4% are satisfied while 2.9% are very satisfied. Lastly, the figure indicate that 28.6% of the surveyed respondents remained undecided. This implies that many people in the village do not necessarily feel involved in their own development. This observation implies that the IDP process has limited public participation of the community in basic service delivery. The figure illustrates that 1.4% of the residents alluded to the idea of public involvement being effective in the community. The figure shows that 2.9% of the residents indicated that they are very satisfied as we can only infer that by agreeing fully on public participation this means that they were allowed to contribute to the decision-making processes and negotiations about basic service delivery in the community.

Public participation is close to non-existence, especially in delivering basic services to communities (Shilangu, 2019). Prioritising people in development initiatives helps to improve social learning where the public acquires necessary skills to become self-sustained. Furthermore, public participation can yield employment opportunities and

help alleviate poverty in the community. This can be attained by employing locals for road contracts, maintenance and service distribution.

### 5.2.3.3. Community Protests in the Municipality

Figure 5.8: Community Protests



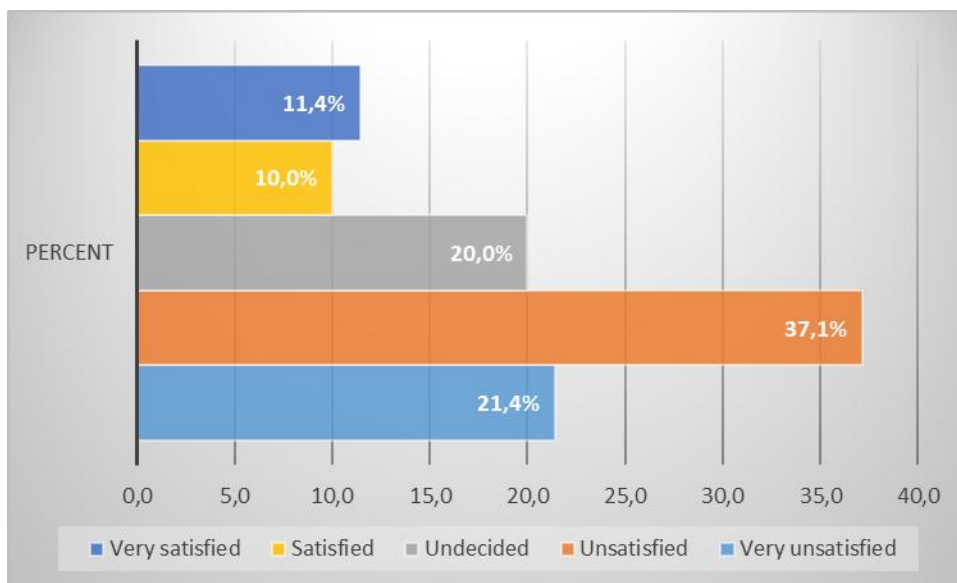
The above figure 5.8 indicates that 30% of the community protests are a result of poor basic service delivery. The figure further indicates that 46% of community protests are experienced on a quarterly basis. Lastly, the figure shows that 24% of community protests are experienced yearly on account of poor basic service delivery. This implies that the village experiences many community protests on a quarterly basis than on a monthly or yearly basis. The community protests are usually caused by a lack of basic service delivery such as housing, frequent water supply and waste management in the community. Protests are usually a reactive response by local citizens expressing their dissatisfaction with the municipality (Lethoko, 2016). In the process, people resort to vandalising community property to attract the attention of the government.

#### 5.2.4. The Efficacy of Integrated Development Plan Implementation towards the Enhancement of Basic Services at Local Municipalities

To fulfil developmental objectives, such as providing people with clean water and proper sanitation, it is important to prioritise the use of an IDP (Munzhedzi, 2020). The effective implementation of an IDP can assist a municipality to achieve its basic service delivery obligations to communities. In the subsequent section, the researcher analysed and interpreted data on the effective implementation of an IDP towards the enhancement of basic services at Mbombela Local Municipalities.

##### 5.2.4.1. Municipality Performance towards Basic Service Delivery

Figure 5.9: Municipality Performance towards Basic Service Delivery



The above figure 5.9 indicates that 37.1% of the surveyed respondents are unsatisfied with the basic service delivery by the municipality. The figure 5.9 further indicates that 21.4% of the respondents are very unsatisfied. The figure 5.9 shows that 11.4% of the respondents were very satisfied with the services delivered to them. The figure 5.9 indicated that 11.4% of the respondents are very satisfied. Lastly, the figure 5.9 shows that 10% of the respondents are satisfied. In addition, 20% of the surveyed residents



were undecided on whether the municipality's basic service delivery was satisfactory or not. The researcher recognised that most people in the village were dissatisfied with the municipality's basic service delivery. Most respondents indicated that it takes a long time and after many complaints for a developmental plan to be implemented in their area. The respondents also mentioned that the village still uses community *Jojo* tanks as their primary sources of water supply. According to Dlamini and Reddy (2018), as a tenet of democracy, good governance is very essential in ensuring that the IDP process provides people with fair basic services such as water supply. The study identified that many respondents declared that they were "undecided", which was confusing because there were clear signs of inefficient basic service delivery in the village.

#### 5.2.4.2. An Illustration of Water Supply in Mpakeni Village

Figure 5.10: An Illustration of Water Supply

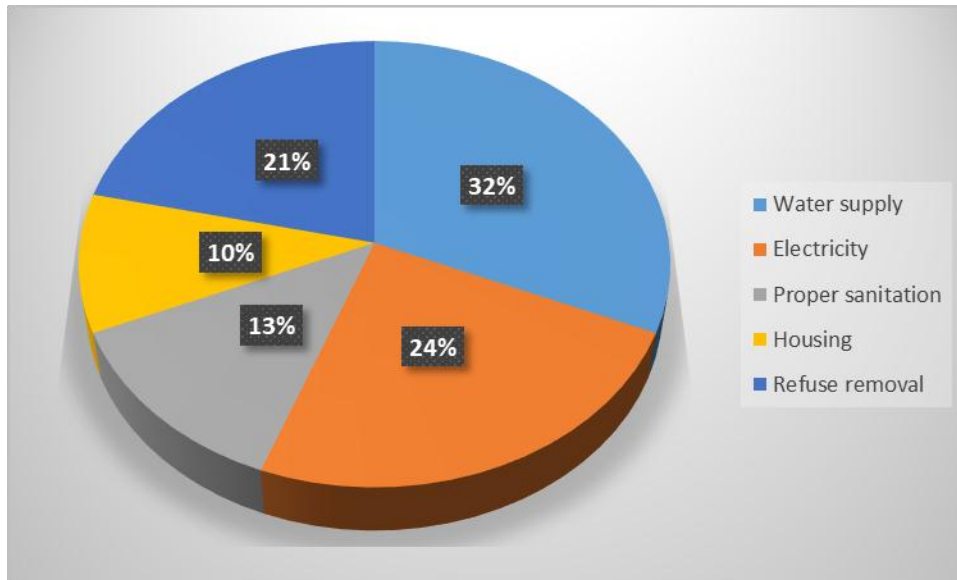


Source: LR Thabethe 2022, Mpakeni Village

The above figure 5.10 illustrates the methods of water supply that are used in Mpakeni Village. Most respondents indicated that there was poor access to water in the village. This was seen through the infrequent water provision. The respondents added that the village has a few *Jojo* tanks, which means people have to share limited sources of water. There are only 4 *Jojo* tanks in the village, and they only get refilled after every two days. Some of the water taps are broken, which leads to people queuing for long to fetch water from a single tap. The village uses four 5250 litres vertical *Jojo* water tanks, which are not enough to cater for the whole community. Furthermore, the tanks are expected to last the community for a period of two days.

#### 5.2.4.3. Most Prioritised Basic Service by Respondents

Figure 5.11: Most Prioritised Basic Service



The figure 5.11 indicates that 32% of the respondents prioritise water supply. The figure further indicates that 24% of the respondents choose electricity. The figure shows that 13% of the respondents prioritise proper sanitation. The figure shows that 10% of the respondents indicated that housing was their most prioritised basic service. Lastly, figure illustrates that 21% of the respondents indicated that refuse removal was a basic service which needed immediate attention in the community. This implies that most respondents prioritise water supply because many houses in Mpakeni do not have in-house water taps. People must wait in long queues and water is only available in the morning for a couple of hours and after every two days. As a result, it causes frustration, according to one respondent at times, water can run out while the queue is still long. The next mostly prioritised basic service was electricity. Mpakeni Village suffers the effects of loadshedding like most parts of South Africa. One respondent indicated that power cuts often happen even when there is no scheduled loadshedding. In addition, the respondents indicated that Eskom officials hardly come when called to fix electricity problems. Proper sanitation was cited by 13% of the respondents, giving the impression that it is less prioritised.

10% of the respondents indicated that there is a need for housing because there were still people who stay in clay houses, which often get damaged during extreme weathers.

The study identified that waste removal is also a huge challenge because the municipality hardly comes to collect waste. 21% of the respondents indicated the need to prioritise waste removal because the lack thereof leads people to burn the waste. Therefore, the environment gets harmed from the mixture of chemicals burned and that can also cause fires due to unattended waste burning. The respondents indicated that due to high levels of unemployment, the residents of Mpakeni Village cannot afford to pay for waste removal management. Therefore, local citizens resort to burning waste, which also makes the area to smell and become unhygienic due to constant smoke and littering.

#### 5.2.4.4. An Illustration of a Waste Dump near Households in Mpakeni Village

Figure 5.12: An Illustration of a Waste Dump near Households



Source: LR Thabethe 2022, Mpakeni Village

The above figure 5.12 illustrates a dumping site near houses where people reside. The situation above suggests a non-collection of waste by the local municipality. As a result, the community resorts to disposing the waste in one area and burn it in bulk. The

situation above exposes lives to risk including diseases caused by burning the waste and living in unhygienic conditions.

### 5.3. PRESENTATION OF FINDINGS FROM KEY INFORMANTS (QUALITATIVE)

The section presents the qualitative data which were collected from key informants at the Mbombela Local Municipality. The section describes aspects of IDP and how it helps with basic service delivery. The findings were collected from municipal officials through a structured interview. The municipal officials were selected based on their experience in planning and IDP implementation.

#### 5.3.1. Integrated Development Plan Implementation Findings

##### 5.3.1.1. Integrated Development Plan Importance in Mbombela Local Municipality

A structured interview was used to interact with municipal officials based on their experience and knowledge of IDP implementation and basic service delivery. Basic service delivery is confined to a local municipality's IDP, which works as a five-year strategic plan (Mathebula & Sebola, 2019). Hence, basic services such as water supply, electricity, road infrastructure and waste removal management are dependent on the effective implementation of an IDP. The study aimed at understanding the importance of an IDP at Mbombela Local Municipality. The municipal officials responded as follows:

Municipal Official 1 said:

*“The municipality uses the IDP as a framework to guide its budgeting and planning over a set legislative period”. The IDP official added that: “The IDP is important to the municipality because it provides support sustainable development to communities. This is achieved through balancing and integrating factors which influence development such as social, economic and ecological aspects”.*

Municipal Official 2 said:

*“The IDP is an essential driving force in making municipal decisions action plans and strategies which are performance, inclusive and responsive driven. As a result, the IDP is important because it provides the municipality a framework for main strategic planning to guide all development under Mbombela Local Municipality”.*

The IDP official added that:

*“The IDP is important, but its processes and implementation should not compromise any institutional capacities needed to coordinate actions across other spheres of government, other municipalities, departments and sectors”.*

Municipal Official 3 (Local Economic Development [LED] manager) indicated the following:

*“The use of an IDP is important for the current and future development planning in South African municipalities. IDPs are also a forward progress for LED as they function as a mechanism to assist in developing necessary capacity and the integration of various government departments in ensuring an effective LED process”.*

The LED manager added that:

*“If a municipality does not engage in a LED process, their IDP can be used to develop a LED strategy. An effective LED strategy gives the municipality an opportunity to further understand how best to formulate an IDP as a result creating economic opportunities in the community”.*

The Municipal Official 1 said:

*“IDP prioritise basic service delivery by aligning its budget with those of national and provincial government, such as, inter alia, economic development, employment creation, effectiveness in basic service delivery, alleviating poverty and improving infrastructure”.* The IDP official added that: *“The alignment enables the municipality to monitor municipal performance of strategies of projects. An evaluation must be conducted which will address the project’s objectives, implementation process and mid-term performance. This illustrates the potential the municipality has in improving basic service delivery in the interest of the local citizens”.*

Despite a clear need for development and devolution of power from the national government to the local government, government officials still face challenges in adequately addressing communities' needs. There is a consensus that Mbombela Local Municipality must improve strategically to achieve its policy mandates. There is a need for the municipality to improve its existing capabilities; identify and harness potential skills and productive opportunities within the external environment. From the municipal officials' responses, it cannot be guaranteed that the IDP process serve a true reflection of the communities' needs. The uncertainty is mainly due to inadequate levels of public participation in the IDP process towards basic service delivery. The researcher noted that IDP is an important tool used in the municipality, therefore, there is a need for improvements in its implementation to accelerate basic service delivery.

#### 5.3.1.2. Factors Needed for a Successful Integrated Development Plan Implementation

In order to have a successful IDP implementation, a municipality must address its unique political and socio-economic challenges (Munzhedzi, 2020; Mpabanga, 2022). In addition, challenges often faced by municipalities include a lack of qualified employees with the required skills and experience to use an IDP to enhance basic services. As a result, many local municipalities continue to struggle in providing communities with basic services and reduce existing backlogs (Thebe, 2016). However, there are many factors which a municipality can focus on to successfully implement its IDP to enhance the delivery of basic services in rural areas. From the survey, the municipal officials of Mbombela Local Municipality mentioned the factors of a successful IDP implementation thus:

Municipal Official 1 said:

*“It is essential to understand communities' cultures, histories, challenges and successes in order to effectively deliver basic services and development to them. This further helps in integrating, transforming and ensuring effectiveness in the municipal efforts to implement its IDP in attempt to alleviate poverty. To maximise municipal performance, an Integrated Management System is used to measure the municipality's challenges, successes, and history. This helps to promote effective teamwork, establish an*



*organizational vision, encourage participation and augment capabilities. As a result, all these attempts are made to improve the municipalities overall performance. These attempts seek to ensure that all employees are focus on the same direction”.*

Municipal IDP Official 2 expressed the need for financial back up:

*“The implementation of any project is highly dependent on capital capabilities. Therefore, there is a need for investment from national and provincial government”.*

*Such investment should not only be of monetary value but also a provision of workshops and training for municipal officials. There is a need for resources within the municipality which are essential for the operation of the municipality such as vehicles and necessary clothing gears”.*

Municipal IDP Official 2 stressed the importance of the *Batho Pele* principles, especially Openness and Transparency:

*“Development is for the people thus, also be by the people. Putting people as the sole beneficiaries of development is very important. Therefore, people should also be given the liberty to criticise their own government and in this instant ‘IDP processes.*

*Continuously, the IDP has its own challenges such as public participation being non-existent”.* The IDP official added that: *“IDP process is normally criticised for technocratic and management tendencies which demobilises the public by being overly state-led and prescriptive. It has been criticised for having political control which result into it seen as a bureaucratic process”.*

Municipal IDP Official 1 echoed the second official’s sentiment by stating the following:

*“The IDP has been viewed more as being profit orientated, marketisation other than just promoting democracy and help alleviate poverty for the poor. However, the municipality has taken all identified criticism into consideration. In attempt to avoid institutional participation local government introduced IDP summits and Izimbizos to promote public involvement and basic service delivery. This is done to ensure an even redistribution of economy, alleviate poverty and establish growth in the attempt to provide basic services to people”.*



The study discovered that the failure by municipal officials to acknowledge and understand communities' different cultures and practices can weaken the relationship between people and the municipality. The lack of relationship between the two undermines public involvement, which is not good for development. The municipal officials indicated that there are tools put in place, such as the PMS, which can be used to measure the municipality's challenges and to promote effective teamwork. One municipal official also alluded to the lack of trained personnel within the municipality. Many workers are politically positioned with no prior experience and qualifications for working with the public. Therefore, there is a need to employ skilled personnel and create workshops to educate the existing officials. The official also stressed out the lack of finances to buy necessary resources to carry out projects within the municipality. The officials advocated financial help and investment from the national and provincial spheres of the government to have resources. All the things mentioned by the municipal official have a major influence towards the success of the municipality's IDP and need to be addressed.

#### 5.3.1.3. Factors Hindering the Success of Integrated Development Plan Implementation

A local municipality is deemed operational by the level at which it can effectively implement its IDP in delivering basic services to communities (Munzhedzi, 2020). Therefore, it is the responsibility of municipal officials working together with councillors, local citizens and the ward committees to ensure the successful implementation of an IDP. However, IDP implementation faces some institutional factors that hinder the provision of basic service delivery in a satisfactory manner. The following responses are from the municipal officials indicating factors that hinder the satisfaction of basic service delivery in the municipality:

Municipal Official 3 (Local Economic Development (LED) manager), indicated the following:

*“Many municipalities around Mpumalanga go through serious legal requirement challenges whenever they formulate their IDPs. Majority of municipalities claim to suffer*

*from challenges of mismanagement of funds, no skilled personnel and a lack of sufficient funds to implement the IDP”.*

The LED official added that:

*“Currently, the South African municipalities have sophisticated and comprehensive IDPs. Despite having a slow forward movement such as service shortfalls, many municipalities use the IDP to produce positive outcomes. The municipality has launched a process whereby it can effectively engage with LED”.*

Municipal Official 3 (Local Economic Development (LED) manager), responded as follows:

*“While the use of an IDP add value to the municipality, it also has little economic benefit to the municipality. The IDP is ‘difficult’ to implement because the municipality lack in finance, human capacity and training to effectively implement its projects”.*

Municipal IDP Official 1 indicated the following:

*“Many critics from the public have emerged that the municipality lacks necessary capacity in delivering basic services such as electricity and water. The municipality’s IDP has been deemed to be a mere ‘wish list’ which is formulated only to satisfy its constitutional mandate rather than serving the people.*

The official continued to indicate why such critics are made: *“at times the municipality fails to accept ownership of its IDP. The IDP guide pack stipulates that the municipal manager is the leader throughout the IDP process. However, people have speculated that the manager do not recognize the IDP as a major tool for development in the province”.*

Municipal IDP Official 2 echoed the sentiment of Municipal IDP Official 1 by indicating the following:

*“This situation means that there is a major lack of commitment in the IDP process between different spheres of government and the municipality. However, there is no evidence against such claims there just seems to be a lack in cooperation when*

*formulating IDP and the understanding of its importance in helping people improve their standards of living”.*

Municipal IDP Official 2 stressed the lack of planning at local and district levels:

*“The cooperation between local government and district level (Ehlanzeni) is essential if IDP will function as a planning practice. However, district government neglects the IDP of municipality which makes up its constituency. This always has a potential to engender a major conflict of interest between Mbombela Local Municipality and Ehlanzeni District Municipality”.*

The official also added that:

*“One of the key challenges affecting IDP process is the inability of the municipality to involve the public. This can be caused by the genuine disinterest from the public to participate or them not knowing how to”.*

The study found that there is mismanagement of funds and lack in skilled personnel which leads to insufficient implementation of the IDP. The officials indicated that the IDP is formulated to satisfy its constitutional mandate but people still lack basic services. The study found that the challenge with IDP implementation is influenced by the lack in finance, human capital and training of municipal servants. Consequentially, the lack in constant training from officials, which makes it difficult for them to understand the IDP process and how best to implement it. The study identified that there is a lack of commitment in the IDP process between different spheres of government and the municipality. Therefore, the quest to provide the community with basic services becomes a challenge. In addition, there is an inability of the municipality to involve the public in IDP formulation and implementation. As a result, people are unable to hold public servants account because of the lack of participation

5.3.1.4. Municipal Budget Being Enough to Effectively Implement the Integrated Development Plan

There is an overarching challenge of finances in South African local municipalities. This is often due to the mismanagement of funds and a lack of investment in local government (Mashiteng, 2017). The researcher raised a question to check if the budget given to the Mbombela Local Municipality was enough to effectively implement an IDP. The Municipal Financial Manager said:

Municipal Official 4 said:

*“Mbombela Local Municipality is expected to comply with the objective of ensuring a sound and accountable financial governance. Therefore, there is a full payment rate which is used to sustain the municipality for a period of time. As a result, this help enables the municipality to supply good levels of basic services such as clean water supply to the necessary indigent households”.*

Municipal Official 4 added:

*“The municipality aims at prudently monitoring municipal expenditure and all the finances around IDP implementation. With the help of a computerized financial management system, the municipality can ensure that all income and expenditures are vigorously monitored”.* The official added that: *“the municipality does its best to utilize the money they receive from national and provincial government’s budget and investments. However, it is never enough in a forever expending community”.*

The municipal financial manager indicated that the municipality does its best to provide communities around Mbombela with basic services. However, the money the municipality received from the national and provincial governments to implement its IDP was insufficient. This is because the communities are always increasing in population resulting in a high demand for service delivery. Besides the local population, there are foreign nationals who also add to the demand for service delivery but are not catered for in the budget, as such they add more stress on the already stretched budget impacting negatively on services delivery in the area.

### **5.3.2. Basic Service Delivery Findings**

#### **5.3.2.1. Local People Involvement in Municipal Service Delivery Programmes**

According to Morudu (2017), public participation necessitates community engagement being viewed as a priority in identifying people's needs and the power to influence decisions. The public knows which basic services are most needed in their community, thus, proper consultation will assist a municipality to direct its energy towards such needs. Public participation is, therefore, an essential element in development and basic service delivery in rural areas. Responses of the municipal officials indicating local people's involvement in municipal service delivery programmes in the municipality were as follows:

Municipal IDP Official 2 indicated the following:

*“Public participation is of fundamental importance to the success of IDP towards providing basic services to communities”.*

Municipal IDP Official 2 further said:

*“The municipality uses local people's involvement as a strategy to identify and prioritize local needs and issues. This is done through newsletters, electronic media, printed media and community meetings to improve communication between the municipality and local citizens”.*

Municipal IDP Official 1 echoed Municipal IDP Official 2's sentiments as follows:

*“The above-mentioned platforms assist the municipality to communicate with people and that improves people's involvement. People are encouraged to voice out their concerns and suggest ways the IDP can be best implemented to enhance the basic services they receive”.*

As far as the people involvement is concerned the following were the findings:

People's opinions seem to be very important towards implementing the municipality's IDP. People provide the municipality with direct information of what is needed for the community to be developed. The municipal officials indicated various ways in which people can communicate their needs with the municipality. The officials even alluded to the idea of having “face to face community meetings” for a more interactive experience.

### 5.3.2.2. The Municipality Achieving Its Basic Service Delivery Targets

There is a general consensus in government that the main responsibility of a local municipality is meeting local citizens' basic human needs to improve their standards of living (Khangale *et al.*, 2020). However, many communities in South Africa face backlogs regarding the provision of essential basic services such as electricity, water supply and waste removal. The municipality uses its IDP for five years before formulating another one. Within that five-year period, there are goals and objectives a municipality must meet to ensure progress. The following responses were from the municipal officials of Mbombela Local Municipality on achieving of basic service delivery targets:

Municipal IDP Official 1 said:

*“There are many basic services the municipality has paid attention to; others are more achievable compared to others. The following services are the prevailing one among the most prioritised from the public”.*

Municipal IDP Official 1 mentioned the use of electricity and discouraged illegal usage as follows:

*“The municipality always tries to ensure that majority of the houses within the municipal area are electrified. This is seen through the introduction of low-income houses to avoid challenges of electrifications backlogs”* the IDP official also stressed that: *“some other areas do not have electricity this is because people occupy area illegally. The municipality also has a challenge with maintenance caused by a lack of financial support and trained personnel to keep the electricity operational”.*

Municipal IDP Official 1 expressed the good support the municipality receives from the Provincial Department of Transport:

*“Through the Rural Transport Forums, the municipality can have a working relationship with provincial Department of Transport. This helps the municipality to be able to upgrade and build new roads.*

Municipal IDP Official 2 indicated the need to prioritise the delivery of free basic services to needy people:

*“The municipality has contracts with Eskom to provide subsidy electricity in some selected indigent areas. The municipality also attempt to provide clean water to the indigent areas even though it can access every other two days unlike unsubsidised areas. The municipality has been meaning to establish new projects to provide alternative sources of electricity to deal with issues of shortages, load shedding and power outages”.*

Municipal IDP Official 1 echoed the need to move away from burning waste to a more environmentally friendly manner:

*“People are encouraged to stop burning their waste rather give it to the municipality to dispose of it on their behalf. Currently, the municipality has established a waste disposal site which can be used, and it is far away from people for health purposes. The municipality has established a Waste Management Plan which can be used to achieve its clean and healthy objectives. However, the municipality cannot afford a free waste remove program, thus people can only be subsidized to this service”.*

Municipal IDP Official 1 advocated the need to have easy access to important services such as water for people:

*“Water should be at least 200m from the collection point. This is made irrespective of whether there is a reticulation system, borehole or a hand pump is used. There is a need to make sure people do not use contaminated water which can result into health issues and even death. People are encouraged to use the water provided by the municipality and with time there will be projects to put individual household’s taps for easy water access”.*

Municipal IDP Official 2 expressed the need for teachers in schools around the municipality:

*“The municipality experience an unequal distribution of early childhood development centres, primary and secondary schools. There is a shortage of qualified teachers, and some areas are in deep rural settings which can affect people’s quality of education. There is an issue of uneven distribution of schools which cause a challenge for students leaving far from campus grounds. Therefore, it leads to students walking a long distance to attend school. This impact student negatively as they get to school exhausted which can compromise their concentration”.*

The IDP official also added that: *“The municipality seek to improve the listed challenges by engaging with national and provincial government to hire more qualified teachers and build another school to improve the quality of education”.*

Municipal IDP Official 1 advocated the need for a sport and recreational centre to help uplift the youth:

*“The uneven distribution of facilities such as sports and recreational centres advantages people in urban areas and neglect those in rural ones. This put a negative impact on the public especially youth development. A lack of such a centre might contribute directly to an increased crime rate and HIV incidence as people do not have other constructive things to do. Therefore, the municipality’s IDP forum which includes Sport and Recreation and Department of Education seek to address this challenge. This will be done through the construction of new sport and recreational centres in areas without and maintaining those existing in other communities”.*

The consensus on the municipality achieving its basic service delivery targets was that some had been achieved while others still needed further attention. The municipality provides people with basic services such as electricity but faces challenges of illegal connections. The municipal officials indicated that the municipality receives help from different spheres of government. Some of the municipal achievements sounded unachieved, as the officials mentioned them as future targets. The municipal officials indicated the need to subsidise services such as waste management. There was also acknowledgement of the uneven distribution of resources between urban areas and in rural areas. The Officials stated that there is a need to address the disparity between



rural areas and urban areas in the provision of basic services. The study found that rural local municipalities such as Mbombela Local Municipality are not strategically ready to provide enhanced standards of basic services to its people. This is seen through the inability to confront enormous constraints and challenges such as electricity access, waste management and disparities in education. The study found that there are high levels of poverty, unemployment in Mpakeni Village compared to the urban areas. As a result, more basic services are provided to urban areas than rural areas. In addition, there is a growing demand of basic services such as supply of clean water but due to the consistent increasing population basic service delivery backlogs manifest at a grassroots level.

#### 5.3.2.3. Potential Municipality Basic Delivery Backlogs

With the ongoing challenge of load shedding in South Africa, there are rural areas which still suffer more than other locations (Souza *et al.*, 2017). This is due to the illegal use of electricity. Therefore, electricity backlogs are bound to happen in areas with high levels of crime such as electricity cables theft. Communities have other overarching basic service backlogs, which the municipality finds difficult to solve, such as waste removal and frequent supply of water in rural areas. The responses of the municipal officials indicating potential basic service delivery backlogs in the municipality:

Municipal IDP Official 1 said:

*“There are many waste removal management backlogs which needs to be addressed so that the communities can experience any impact in basic service being delivered.”*

Municipal IDP Official 2 indicated the following:

*“The Mbombela Local Municipality has developed a landfill site in Tekwane, which was expected to be operational in 2009. However, this is still not the case. As a result, it leads people to use their own waste management systems like burning their own waste”.*

Municipal IDP Official 2 said:

*“In the Integrated Waste Management Plan, there has been attempts to fix such backlogs to ensure compliance and remove waste for places like Pienaar, Mpakeni and Liphisi”.*

Municipal IDP Official 1 proffered:

*“The other backlog Mbombela Local Municipality is facing is that of housing. The demand of houses in rural areas is forever increasing. From the provincial survey done by the Department of Housing conducted in 2021 it has identified that there is a backlog of 113,000 houses in the province”.*

Waste management does not exist in many of the respondents' households. The municipality needs to prioritise such a basic service to maintain a clean, healthy and hygienic environment. According to the municipal officials, people in communities with poor waste management resort to burning their waste. This harms the environment as it emits chemicals into the air. There should be a landfill site for every single area to avoid backlogs. Housing is a very important basic service; people should not wait for a long time to receive RDP houses. The application for such a basic service should be made simple for all eligible candidates. This can be done by deploying municipal officials to the ground to interview people and see how the poor live. Municipal officials can assist poor and uneducated candidates to apply for housing.

#### 5.3.2.3. Causes of Basic Service Delivery Backlogs in the Municipality

In South Africa, most municipalities find it difficult to satisfy communities' needs because of a lack of municipal capacity to implement the IDP (Molale & Fourie, 2022). Among other causes of service backlogs are overpopulation, mismanagement of funds, corruption, and political meddling. The study sought to check with the municipal officials the causes of basic service delivery backlogs in the Mbombela Local Municipality. The municipal officials responded as follows:

Municipal IDP Official 2 said:

*“A top-down method in leading communities has the potential to result in disinterest. This can block projects and programs made by the municipality aiming at implementing the IDP. Therefore, the lack of genuine consensus between the municipality and communities can prevent achieving local goals”.*

Municipal IDP Official 1 said:

*“Delivering basic services needs municipal officials to operate on a system of openness, transparency and promote public participation. A lack of these can result in a frustration which has the potential to fuel up a service delivery protest by the members of the community”.*

Municipal IDP Official 2 added:

*“Another fact that cause insufficient supply of basic service delivery is the poor levels of public participation in IDP processes, budgeting, monitoring and its evaluation. There are high levels of political and administrative conflict of interests between the municipality and local leadership. Lastly. There is a weak ability of the municipality to cope with its socio-economic and political institutional challenges”.*

According to Mpabanga (2022), the current debate on development objectives and role of local municipalities is to show that delivery services to communities is a serious challenge. However, this objective does not necessarily mean that all local municipalities are totally incapable of providing basic services to communities. According to the officials of Mbombela Local Municipality, there is an attempt to improve the delivery of essential services such as infrastructure, waste management and potable water to the areas under their jurisdiction.

### **5.3.3. Integrated Development Plan Implementation towards Enhancing Basic Service Delivery Findings**

#### **5.3.3.1. Municipality Promoting Public Participation**

Local citizens are the sole beneficiaries of development and basic service delivery. Therefore, it is important for people to be allowed to participate in issues that directly affect their lives. Encouraging public participation is a useful mechanism to strengthen democracy, especially in local municipalities where people are closer to the government (Phago and Molosi-France, 2018). It is important for local citizens to participate in the formulation of an IDP through decision-making and implementation. Local citizens need to attend all council meetings and ward committees to have a representation that will identify their needs and priorities in the community. The following are responses of municipal officials indicating the promotion of public participation in the municipality:

Municipal IDP Official 1 indicated the following:

*“Since 2000, the local government landscape has seen a major change especially on issues pertaining public participation. As highlighted in the White Paper on Local Government 1998, public participation seeks to promote local democracy. This is done by allowing all stakeholder to form part of decision making towards addressing basic service issues”.*

Municipal IDP Official 2 said:

*“IDP implementation seeks to take public participation forward. This is done through acknowledging what the Municipal Systems Act 32 of 2000 mandated, that all local municipalities need to promote an inclusive environment for citizens to partake in local issues. This includes formulation and implementing an IDP”.*

Municipal IDP Official 2 further indicated the importance of public participation:

*“Public participation assists the municipality to identify people’s needs. It serves an open room for the interaction of various stakeholders such as developmental agencies, Non-Governmental Organizations (NGOs) and the private sectors. Lastly, it enhances municipal accountability, transparency in IDP implementation and developmental projects at a lower grassroots level”.*

The study identified that public participation is acknowledged in the municipality. It assists in improving communication between municipal officials and the public. The municipal officials indicated that promoting public participation is a mandate from the *Local Government: Municipal Systems Act 32 of 2000*. The officials also stressed the importance of the municipality having a productive relation with other stakeholders such as the private sector to improve basic service delivery.

#### 5.3.3.2. Communities' Satisfaction with the Municipality Basic Service Delivery

A municipality must provide basic services based on what the community identifies as a priority to them. Communities differ depending on what they need most (Morudu, 2017). However, some basic services do not necessarily satisfy the community's needs, especially because of frequent backlogs and load reductions. A question to check communities' satisfaction with the basic services delivered through the municipality was raised to the municipal officials. The following responses are from the municipality officials, indicating the communities' satisfaction with the municipality basic service delivery:

Municipal IDP Official 2 said:

*“The municipality does not offer some services completely free, such as waste removal management, water and electricity supply”.*

Municipal IDP Official 1 averred:

*“Some services are accessible on scheduled days; this is because majority of the households do not pay tariffs. Therefore, people demand more than what the municipality can realistically supply. In Mpakeni Village, water comes after every two days and for 4 hours in the early morning”.*

Municipal IDP Official 2 said:

*“Basic service delivery challenges can influence the escalation of a community protest or social conflict. With the high demand of services makes it difficult for the municipality*

*to provide with efficiency. Therefore, that can make people to feel dissatisfied with the level of service delivery thus resorting to community protests”.*

The increasing population of foreign nationals puts pressure on the municipality’s ability to supply more services. This forces the municipality to change distribution methods so that the limited resources cater for everyone. Therefore, indigent areas such as Mpakeni Village get some services on a scheduled plan, such as accessing water at a specific time and day. This results in poor access to basic services and the community’s dissatisfaction.

#### 5.3.3.3. Integrated Development Plan Implementation Improving Basic Service Delivery

Local municipalities are proved to be unreliable when it comes to basic service delivery and that serves as a great inconvenience to the lives of local citizens (Subban & Theron, 2016). As a result, it is essential that local municipality manage to effectively implement its IDP to best benefit locals. According to Lethoko (2016), an IDP serves as a strategic direction for municipalities to allocate its resources, such as finances to where they are best needed to improve basic service delivery. The municipal officials responded to IDP implementation towards improving basic service delivery as follows:

Municipal IDP Official 2 said:

*“An IDP helps link basic service delivery with development planning. This is done through the identification of people’s needs during community meetings. Often, in other local municipalities there is a lack of cognizance with people’s needs in terms of socio-economic development”.*

Municipal IDP Official 1 indicated the following:

*“For the IDP process to be effective in improving basic service delivery there needs to be a clear and supported meaningful participation by the local people. As a result, this will show a true reflection of local people’s needs and priorities”.*

Municipal IDP Official 1 said:

*“There is a need for the municipality to have a well-organized interdepartmental co-operation and an effective integration towards local development planning. As a result, this will be contributed towards not improving basic services Mbombela Local Municipality”.*

Municipal Official 2: IDP official indicated the following:

*“The municipality must vigorously improve its institutional weakness in terms of a lack in appropriate IDP and basic service delivery experience. In addition, capacity building programs must be initiated in order to improve the financial management towards IDP implementation and provision of basic services”.*

The municipal officials echo the need to promote public participation in development planning. People are the centre of development; therefore, they should be prioritised as such. Thus, interaction between the municipality and the public through community meetings can help direct resources to the most needed places. People know their area and its challenge. This will assist in the allocation of the most needed services such as waste removal and water supply to the community.

#### 5.4. CHAPTER SUMMARY

This chapter provided an analysis and interpretation of the data collected from the research respondents using structured questionnaires and interviews. The chapter commenced by presenting the demographic profiles of the respondents and thereafter, illustrated the research findings in sets of percentages and frequencies using charts and graphs. Different opinions were captured from various household members and the key informants (municipal officials). The data collected were based on the effective implementation of IDP towards basic service delivery enhancement. The study found that Mbombela Local Municipality struggles to deliver basic services, especially to rural areas such as Mpakeni Village. In addition, the study identified that poor service delivery is directly linked with the increase in population. The study also found that the

household members have high levels of dissatisfaction with the municipality's service delivery and often express their concerns through protests. It was identified that amongst the many reasons of IDP failures are municipal maladministration, corruption and the lack of public participation. The findings revealed that other services such as waste removal are close to non-existent in the village under study. Throughout the analysis and interpretation of the research findings, it was stated that effective planning can enhance the delivery of basic services. The following chapter presents the recommendations, summary and conclusions of the study.



## **CHAPTER 6: SUMMARY, CONCLUSION AND RECOMMENDATIONS OF THE STUDY**

### **6.1. INTRODUCTION**

This chapter aims at concluding the study and providing recommendations, showing how the research study unfolded. The chapter also provides a summary of the chapters and key research findings. The recommendations were formulated from the research findings and presented in hopes that they can enhance basic service delivery. Every project has its challenges prior to its successful completion therefore, this chapter also elucidates the study's limitations.

### **6.3. SUMMARY OF KEY FINDINGS**

The aim of this study was to investigate the efficacy of IDP implementation towards the enhancement of basic service delivery. The objectives of the study were presented in Chapter 1. Hereunder is an overview of the objectives of the study:

#### **Objective (1): To Examine the Institutional Factors Affecting Integrated Development Plan Implementation**

- i. The study found that the institutional factors challenges affecting IDP implementation are the IDP process itself and the manner in which the IDP is being implemented by local municipalities. The study found that during IDP formulation there is insufficient amount of public participation. The study also found that many municipal officials lack capacity and experience to implement the IDP. Therefore, these institutional factors pose a threat towards the effective implementation of an IDP in the municipality. As a result, the ineffectiveness of the IDP affects the enhancement of basic service delivery in rural areas.
- ii. Results from the structured questionnaire and interview indicated that most respondents did not understand what an IDP process is. As a result, this

hindered people from participating in the developments that affect their lives. There is a need for local municipalities to educate people about the IDP process. The more people are involved in their own development, the more they get opportunities to have influence in matters that affect their lives. This includes IDP implementation and basic service delivery.

- iii. Results from the structured questionnaire and interview revealed that there is a need to improve municipal capacity. This can be done through training the available municipal officials responsible for the IDP process and basic service delivery. Municipal officials responsible for the IDP should be appointed based on merit, experience and necessary capabilities. It is essential to prioritise identifying the poor's needs through fair consultation and promote public participation to find effective ways to implement the IDP and enhance basic service delivery. As a result, providing people with the necessary services will improve their standards of living while alleviating abject poverty.

**Objective (2): To Explore the Institutional Challenges towards Basic Service Delivery**

- i. The study found that poor local governance, community participation, community protests and public participation are the institutional challenges local municipalities continue to face. These institutional challenges are the ones that hinders IDP implementation in enhancing basic services. Therefore, it causes a deleterious effect especially in rural areas.
- ii. Results from the structured questionnaire and interview indicated that there was a new major problem and dissatisfaction with the level of basic services people received. Respondents stated that the services rendered to them were not of quality compared to urban areas. Furthermore, household respondents indicated that this is due to the poor implementation of the municipality's IDP, which prioritises other areas and neglects others. This is mainly due to political meddling and having incompetent officials responsible for delivering basic services to poor people.

- iii. Results from the structured questionnaire and interview revealed that people did not necessarily get involved in their own development. The study found that most respondents either did not know what an IDP is or did not understand its process. Therefore, it was very difficult for them to participate in a process that was not fully explained. It is the local municipality's responsibility to make the IDP understandable to people. This will help people to know how best they can be involved in matters that affect their lives.
- iv. Results from the structured questionnaire and interview indicated that the public is at times reluctant to participate in any development meeting. People do not attend community meetings where they can be involved in decision making processes. Local people do not usually take any initiative to know about issues that concern their development. This can be done through consultation, attending and participating in meetings.
- v. Results from the structured questionnaire and interview revealed that community protests are usually done to express dissatisfaction to the government. Most of the time, they are politically driven and motivated and lead to environmental damage and vandalism. However, more often than not, the goal is to get the local municipality's attention.

**Objective (3): To Assess the Effectiveness of Integrated Development Plan Implementation towards the Enhancement of Basic Services at Local Municipalities**

- i. Results from the structured questionnaire and interview revealed that, to achieve improved basic service delivery, the use of an IDP needs to be prioritised. Therefore, it is important to employ trained and experienced municipal officials to implement the IDP. The public must be involved from formulation of the IDP to its implementation.
- ii. Results from the structured questionnaire and interview revealed that through the IDP process, the Mbombela Local Municipality is aiming at creating landfills in all areas under its jurisdiction to solve the issue of poor waste removal.

## 6.4. CONCLUSION

This research study provided a theoretical and legislative conceptualisation of IDP implementation towards enhancing basic service delivery. Furthermore, it described the IDP's purpose, history, and defined terms and processes associated with the IDP. It highlighted the successes and challenges IDPs generally experience in South African municipalities. The research study attempted to also provide new insights on what can be done to achieve effective IDP implementation and the enhancement of basic service delivery. The research study advocated that the IDP process should prioritise basic service delivery by aligning with the budgets of provincial and national governments, such as *inter alia*; economic development. As a result, the IDP process can provide for employment creation and efficient basic service delivery, thus alleviating poverty. The research study tried to demonstrate the potential that South African local municipalities have towards enhancing basic service delivery by using the IDP to benefit communities.

The study concludes that despite a clear devolution of powers from the national to the local government, municipalities still struggle with implementing their IDPs. Therefore, the failures of an IDP inevitably hinder the successful delivery of basic services such as infrastructure, housing, education and sanitation in the community. A municipality needs to improve its existing capacities, identify talent and utilise the available opportunities within their environment. However, it cannot be guaranteed that an IDP process will be a true reflection of defined priorities of the public, but an effective implementation of the IDP can bring improvements. This uncertainty is caused by the prevailing dissatisfaction with levels of public participation in IDP processes for local development and basic service delivery. Therefore, there is a serious need to improve public participation to effectively deliver basic services to the needy. Furthermore, it is important for local authorities to prioritise public participation in IDP processes to maintain the existence of a civic virtue in the eyes of the public.

The found that most local authorities do not have the necessary experience and understanding of IDP implementation. Insufficient knowledge and experience of IDP

threaten the success of its implementation and weaken basic service delivery. Basic service delivery backlogs will continue to exist in municipalities unless there is an effective implementation of an IDP. The research findings revealed that South African municipalities fail to properly implement their IDPs because of challenges such as lack of finances and municipal capacity. Therefore, the research study concludes that there is a need to employ qualified people, equip and train the available ones with necessary skills on IDP implementation and basic service delivery. Furthermore, there is a need to invest on IDP processes, including valuations and practices of transparency and accountability from the responsible officials. Also, public participation should be prioritised in every IDP process, that is, from formulation, decision making to implementation. All these attempts should be made with the view of enhancing basic service delivery, especially in places like Mpakeni Village.

## 6.5. RECOMMENDATIONS

- i. Mbombela Local Municipality should form an IDP representative forum, which will be responsible for encouraging public participation. The main responsibilities of the forum will be to give all stakeholders the opportunity to voice out their needs, create a structure of negotiations and fair decision making.
- ii. Mbombela Local Municipality should regularly monitor Service Delivery and Budget Implementation Plan (SDBIP) on a monthly basis and promote accountability and transparency regarding all the funds used.
- iii. Simplifying reports from the national and provincial governments can help change the burdens and complexities that strain municipalities in their efforts of service delivery.
- iv. Recruitment of qualified and experienced employees in IDP processes and basic service delivery can assist to reduce issues of insufficient capacities in municipalities. Training through frequent workshops can help already employed officials to perform better.

- v. The IDP documents should be always made available to the public. They should be displayed on the municipal websites and any other convenient place for easy access.
- vi. There should be heavy fines imposed on illegal electricity connections. This will help to avoid or minimise backlogs. However, indigent household subsidy should be improved.
- vii. Proper sanitation services can be improved by building quality toilets per house. These toilets should be made of quality materials, monitored regularly; thus, moving away from dilapidated toilets.
- viii. Waste removal should be done on a weekly basis to discourage burning of waste. The municipality should promote the use of plastic bags and dustbins for the municipality to transport the waste easily.
- ix. Municipal officials should be open and transparent to public scrutiny and criticism, especially when it comes to IDP implementation.
- x. Mbombela Local Municipality should adopt a forward planning principle to avoid any delays which eventually turn into service backlogs due to the long Supply Chain Management processes. Planning for IDP should be made months prior to any project implementation.
- xi. Municipal finances should be strictly managed by qualified accountants who can be fully subjected to public accountability. The municipality should apply a punitive accountability structure rather than a corrective one. The structure should punish any found financial misconduct and corruption against IDP progress.
- xii. The municipality should explicitly separate the roles and functions of politically affiliated office bearers and municipal administrators.
- xiii. The researcher recommend there should be many other studies conducted on the effective implementation of an IDP towards enhancing basic services. This help broaden the awareness and need in other local municipalities in South Africa, especially in rural areas.

## 6.6. RESEARCH LIMITATIONS AND SUGGESTIONS FOR FURTHER STUDIES

There are several challenges the researcher encountered during this study. Firstly, the researcher had to divide time between working as an employee for the Department of Agriculture, Rural Development, Land and Environmental Affairs and being a student writing this study. During data collection, there were household respondents who were reluctant to participate in the study. Many household respondents did not know what an IDP is; therefore, the researcher had to explain to everyone and that consumed time. Due to the size of the area, the researcher had a challenge of time and budget during data collection. The researcher found it difficult to schedule meetings with officials from Mbombela Local Municipality. The scheduled meetings were postpone several time which made the process of data collection long to complete. Continuously, the research found it difficult to cover the sample size due limited time and large geographic scope of Mpakeni Village. Therefore, the researcher suggests that further studies should be conducted in other South African municipalities to help enhance basic service delivery all over the country. In this way, many local municipalities around South Africa can best implement their IDPs to help improve basic service delivery and alleviate poverty.

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## APPENDIX A: Questionnaire Survey for Mpakeni Village Residents



The questionnaires serve as a survey to households for the research study on, **“The Efficacy of Integrated Development Plan Implementation towards the Enhancement of Basic Service Delivery: A Case of Mpakeni Village, Mbombela Local Municipality, South Africa”**. The research study is registered to the Bachelor of Development (Planning & Management), Master’s Degree at the University of Limpopo.

Participation of the respondents will be voluntarily. The study will not cause any physical, emotional or any kind of harm. The respondent’s personal details will not be required to ensure anonymity. The study will respect respondent’s privacy by enquiring permission before time.

---

### **Participant’s Consent**

I hereby give consent to participate in this study on the basis I remain anonymous and my details will not be linked with the information I provide for the research. I maintain the advantage of withdrawing from participation on the research should I feel uncomfortable.

**Signature**

**Date**

---

## SECTION A: Demographic Profile

Mark your answer with X in the appropriate option.

1. Gender

1 Male	2. Female

2. Age range

1. 18-35	2. 36-45	3. 46-60	4. 61 and above

3. Educational level

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. Part-time employment

5. Number of dependents in the household

1.	2.	3.	4. and above

**SECTION B: Institutional Factors Affecting IDP Implementation**

**Mark your answer with X in the appropriate option.**

6. Do you understand what an IDP is? Yes, or No

Elaborate your answer:

.....

.....

7. How would you rate your municipality capacity (skills and experience) to effectively implement the IDP?

1. Excellent	2. Good	3. Fair	4. Poor
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8. What factors do you think are hindering IDP implementation?

1. Lack of Public involvement	2. Corruption	3. Lack of qualified municipal officials	4. Lack of budgets	5. Maladministration

9. Can you make any suggestions to improve the IDP implementation?

.....

.....

**SECTION C: Institutional Challenges towards Basic Service Delivery**

**Mark your answer with X in the appropriate option.**

10. Rate the value added to basic service delivery from the IDP. With 1 being Very unsatisfied and 5 being very satisfied.

1. Very unsatisfied	2. Unsatisfied	3. Undecided	4. Satisfied	5. Very Satisfied

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11. Rate the level of satisfaction you have with public participation in the Municipality. With 1 being Very unsatisfied and 5 being very satisfied.

1. Very unsatisfied	2. Unsatisfied	3. Undecided	4. Satisfied	5. Very Satisfied

12. How often does the community experience protests because of poor service delivery?

1. Monthly	2. Quarterly	3. Yearly

**SECTION D: The Efficacy of IDP Implementation towards the Enhancement of Basic Services at Local Municipalities**

13. Rate how effective municipality performance towards basic service delivery is. With 1 being Very unsatisfied and 5 being very satisfied.

1. Very	2. Unsatisfied	3. Undecided	4. Satisfied	5. Very

unsatisfied				Satisfied

14. Which basic service would you want prioritized by the Local Municipality?

1. Water supply	2. Electricity	3. Proper sanitation	4. Housing	5. Refuse removal

Mention if there is any other basic service

.....

.....

**SECTION E: Recommendations**

15. What can be done to improve the implementation of the IDP?

.....

.....

.....

16. How will the community benefit from the implementation of the IDP?

.....

.....

.....

## APPENDIX B: Translated Questionnaire



Lemibuto ihlose kucwaninga indlela yekuphila emindenini tukwe **“Luhlelo lekutfufukisa tinsita temphakatsi endzaweni yase Mpakeni lengaphasi kwamasipala welidolobha lase Mbombela”**. Lelucwaningo lubhalisiwe enyuvesi yase Limpopo ngaphasi kweticu tekutfufuka (neluhlelo kanye ne kuphatsa).

Kungenelela kwebahlali kutoba ngekutikhetsela. Lolucwaningo ngeke lubandlulule ngekwemtimba, ngekwemoya, noma ngabe ngitiphi tindlela letinye. Lolucwaningo ngeke lufune mininingwane yebahlali kucinisekisa imfihlo. Lolucwaningo lithlonipha emalungelo ebahlali ngekucela imvumo ngesikhatsi.

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### **Imvumo yekutsatsa lichaza.**

Ngibanika imvumo yokubandzakanya nalelucwaningo nekutsi libito kanye netimfanelo tami tigciniwe tingashiwo kulelicwaningo. Futsi ngiyayigcina imvumo yokusita kulelicwaningo uma ngingakaphatseki kahle.

**Isignature**

**Lusuku**

---



**SIGABA A: Iphrofayili Yebantfzu**  
**Khombisa impendvulo yakho nga-X ekhatsi kwelibhokisi**

1. Bulili

1. Indvodza	2.Mfati

2. Minyaka

1. 18-35	2. 36-45	3. 46-60	4. 61 Kuyetulu

3. Lizinga Lemfundvo

1. Kungafundzi	2. Imfundvo yemabanga laphasi	3. Imfundvo yemabanga lasetulu	4. Inyuvesi

4. Temsebenti

1. Kucashwa lokusemtsetfweni	2. Kungasebenti	3. Kutisebenta	4. Kusebenta kwesikhashana

5. Bangakhi bantfu labancikile

1.	2.	3.	4. Kuyetulu

**SIGABA B: Tintfo Letitsikameta Kwentiwa Kweluhlelo Lokuthuthukisa Tinsita Temphakatsi (IDP) Endzaweni Yase Mpakeni, Lengaphasi Kwamasipala Welidolobha Lase Mbombela.**

**Khombisa impendvulo yakho nga-X ekhatsi kwelibhokisi**

6. Uyavisisa kutsi yini i-IDP? Yebo noma Cha

Sekela inkhulumo yakho

.....

.....

7. Ngembono wakho, masipala walana unalo lukhono, netinsita, nelwati lolufanele kucwaninga i-IDP?

1. Kuhle Kakhulu	2. Kuhle	3. Kuyatama	4. Kuyahluleka

8. Ngitiphi tindvo lochabanga kutsi titsikameta kwentiwa kahle kwe-IDP?

1. Kuswela lubambiswano emphakatsini	2. Bukhonyovu	3. Kuswelakala kwebaholi labafundzi	4. Kuswelakala kwemali	5. Kungasebenti kahle kwelihhovisi lamasipala

9. Ngutiphi tindlela wena locabanga kutsi i-IDP ingaphucutwa ngayo

.....

.....

**SIGABA C: Tintfo Letitsikameta Kutfolakala Kwetinsita Tenhlalakahle**  
**Khombisa impendvulo yakho nga-X ekhatsi kwelibhokisi**

10. Linganisa lizinga lekunetiseka ngekutfolakala kwetinsita tenhlalakahle emphakatsini.  
1 Kunganetiseki kakhulu bese 5 kunetiseka kakhulu.

1. Kunganetiseki kakhulu	2. Kunganetiseki	3. Kungatsatsi sinqumo	4. kunetiseka	5. kunetiseka kakhulu

11. Linganisa lizinga lekunetiseka ngekubanzakanya kwebantfu bemphakatsi. 1  
Kunganetiseki kakhulu bese 5 kunetiseka kakhulu.

1. Kunganetiseki kakhulu	2. Kunganetiseki	3. Kungatsatsi sincumo	4. kunetiseka	5. kunetiseka kakhulu

12. Kuvame kangakanani kutsi umphakatsi ubhikishe ngenca ye kutsi tinsita atifolakali kahle?

1. Ngenyanga	2. Ngetigamu	3. Ngemyaka
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**SIGABA D: Indlela lelula yokusebenta ekutfufukeni kwetinsita tenhlalakahle kubo masipala wenzabuko.**

**Khombisa impendvulo yakho nga-X ekhatsi kwelibhokisi**

13. Linganisa lizinga lekunetiseka ngekutfolakala kwetinsita tenhlalakahle tempakatsi. Nga 1 kube kunganetiseki kakhulu, 5 kunetiseka kakhulubeing.

1. Kunganetiseki kakhulu	2. Kunganetiseki	3. Kungatsatsi sinqcumo	4. Kunetiseka	5. Kunetiseka kakhula

14. Ngitiphi tinsita lofuna masipala ngatsi angatitsatsela etulu?

1. Kutfolakala kwemanti	2. Igezi	3. Kuhlanteka kenzawo	4. kutfolakala kwetindlo	5. Kutsatfwa kwetinsila

Shano nakukhona lokunye lokutinsita

.....  
 .....

**SIGABA E: Tiluleko**

15. Yini lokungentiwa kute kutfufuke indlela yokusebenta kweluhlelo lwekutfufukisa tinsita tempakatsi (IDP)?

.....  
.....  
.....

16. Mphakatsi uyohlomula njani kuleluhlelo lekutfufukisa tinsita temphakatsi (IDP)?

.....  
.....

**Siyabonga kusita kulelicwaningo**

## **APPENDIX C: Interview for Key Informants**

Research project title: **The Efficacy of Integrated Development Plan Implementation towards the Enhancement of Basic Service Delivery: A Case of Mpakeni Village, Mbombela Local Municipality, South Africa.**

The data obtained in this interview will be solely used for academic purposes and participation is voluntary. The interview is structured based on the following questions:

1. What is the importance of the Integrated Development Plan for the Mbombela Local Municipality?
2. What do you think are factors needed for a successful IDP implementation?
3. What do you think are the factors hindering the success of IDP implementation?
4. Do you think the municipal budget is enough to effectively implement the IDP?
5. To what extent does the municipality promote public participation?
6. To what extent are the local people involved in municipal service delivery programs?
7. How often do the municipality achieve its service delivery targets?
8. Is the municipality facing any potential service delivery backlogs?
9. If so, what are the causes of service delivery backlogs in the municipality?
10. As a municipality, do you think the communities are satisfied with your municipal service delivery?
11. Do you think IDP implementation in your municipality improve service delivery?

## APPENDIX D: Turfloop Research Ethics Committee Clearance Certificate



**University of Limpopo**  
Department of Research Administration and Development  
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**TURFLOOP RESEARCH ETHICS COMMITTEE**  
**ETHICS CLEARANCE CERTIFICATE**

**MEETING:** 29 March 2022

**PROJECT NUMBER:** TREC/43/2021: PG

**PROJECT:**

**Title:** The Efficacy Of Integrated Development Plan Implementation Towards The Enhancement Of Basic Service Delivery: A Case Of Mpakeni Village, Mbombela Local Municipality, South Africa

**Researcher:** LR Thabethe

**Supervisor:** Dr MN Khwela

**Co-Supervisor/s:** Mr NJ Mokoale

**School:** Economics and Management

**Degree:** Master of Development Studies in Planning and Management

**PROF P MASOKO**  
**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) This Ethics Clearance Certificate will be valid for one (1) year, as from the abovementioned date. Application for annual renewal (or annual review) need to be received by TREC one month before lapse of this period.
- ii) Should any departure be contemplated from the research procedure as approved, the researcher(s) must re-submit the protocol to the committee, together with the Application for Amendment form.
- iii) PLEASE QUOTE THE PROTOCOL NUMBER IN ALL ENQUIRIES.

## APPENDIX E: Language Editing Certificate

### UNIVERSITY OF LIMPOPO

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05 December 2022

#### TO WHOM IT MAY CONCERN

This letter serves to certify that I have edited a research dissertation titled: **THE EFFICACY OF INTEGRATED DEVELOPMENT PLAN IMPLEMENTATION TOWARDS THE ENHANCEMENT OF BASIC SERVICE DELIVERY: A CASE OF MPAKENI VILLAGE, MBOMBELA LOCAL MUNICIPALITY, SOUTH AFRICA** by Lifa Rodney **Thabethe**. I am an Associate Member of the Professional Editors' Guild in South Africa.

I trust you will find the editing quality in order.

Best regards

*Sebola, M*

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DR. MOFFAT SEBOLA