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MUNICIPAL CAPACITY BUILDING AND THE IMPLEMENTATION OF IDP

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A RESEARCH REPORT SUBMITTED TO THE FACULTY OF ENGINEERING AND THE BUILT ENVIRONMENT, UNIVERSITY OF THE WITWATERSRAND, IN PARTIAL FULLFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF SCIENCE IN DEVELOPMENT PLANNING

JOHANNESBURG, 2002
DECLARATION

I declare that this research report is my own unaided work. It is being submitted for the degree of Master of Science in Development Planning in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

Signature

11 day of October year 2002
ABSTRACT

During the apartheid government, black local municipalities were deprived of the most fundamental capacities to carry out meaningful developments in their areas. After the disbursement of the apartheid government, the new system of local government in South Africa adopted the Integrated Development Planning as one of the approaches that could help reverse the apartheid legacies. However, local government capacity to implement IDP reflected serious predicament.

Most of the black municipalities are characterised with inadequate capacity to implement IDP. This inadequate capacity is mostly rooted into the old apartheid government. Municipal capacity, on which the focus is, is categorised into: inadequate financial systems; inappropriate institutional and administration capacity; inadequate political support systems; and insufficient human resource capacity.

This discourse explores municipal capacity in relation to the implementation of the IDP. Mopani district municipality as the intended case study is explored in order to pinpoint the most prevalent capacity problems. In conclusion, the discourse puts forward recommendations, planning approaches and the roles of planners in an attempt to resolve the capacity problems and enhance the municipal capacity to implements IDP.
DEDICATION
This work is dedicated to my family who has given me an unmeasurable support throughout the two long years of this course. My love to you.

To my late brother Floyd, who strongly had a passion for my success.
To my late little sister, Veronica who left us at a very tender age of life still loving her.
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<td>BLA</td>
<td>Black Local Authority</td>
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<td>BRBDP</td>
<td>Bicol River Basin Development of the Philippines</td>
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<td>CBO's</td>
<td>Community Based Organisation</td>
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<td>DBSA</td>
<td>Development Bank of Southern Africa</td>
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<td>DFA</td>
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<td>Gear</td>
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<td>GTZ</td>
<td>German Agency for Technical Cooperation</td>
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<td>IDP</td>
<td>Integrated Development Planning</td>
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<td>Local Government Transitional Act</td>
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<td>MRU</td>
<td>Management Resource Unit</td>
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<td>MSA</td>
<td>Municipal Structures Act</td>
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<tr>
<td>NASPAA</td>
<td>National Association of School of Public Africa and Administration</td>
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<td>NGO's</td>
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RDP    Reconstruction and Development Program
RSC    Regional Services Council
SADC   Southern Africa Development Council
SADCC  Southern Africa Development Coordination Council
SAIRR  South African Race Relations
SALGA  South African Local Government Association
SAP    Structural Adjustment Program
UNDP   United Nations Development Program
USAID  United States Agency for International Development
CHAPTER ONE

GENERAL BACKGROUND OF THE STUDY

"Capacity development is a process of adaptation to change and of internal reaffirmation that gives an organization both resources to deal with challenges as they arise"... (Deborah, 2000: 34).

1.0 INTRODUCTION

According to (Currigon, 1998) the South African local government was fragmented until the 1990s and geared directly and indirectly towards political separation and control. Too little power was devolved to the Black Local Authority (BLA) while the rest was deconsecrated into the hands of the Minister of Cooperation and Development and major development were deemed unnecessary in black areas. Black traditional municipalities were most hamstrung by the economic policy of exclusion\(^1\), which left them with inadequate capacity to meet massive service backlogs. It was for this reason that the new system of non-racial, non-sexist and democratic local government was considered necessary and to have its capacity empowered for sustainable delivery of services to the local communities.

The year 1994 was a cutting edge with the democratic government devolving power to the local spheres of government that was long deprived of resources that could enable them to undertake development that would benefit the local communities. Devolution of power to local government with little experience was a challenge to them. The South African Constitution of 1996 exerted some more responsibility to the local government by mandating them to be developmental and further that each municipal council should draw its own Integrated Development Plans and use their own resources for developmental purpose.

It was the Local Government Transitional second amendment Act 1996 that coined the Integrated Development Planning (IDP) into the South African context as a centripetal

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\(^1\) This was an apartheid policy that barred industries and major development in black local municipalities during the apartheid era.

Municipal Capacity Building and the Implementation of IDP
tool that would be employed to integrate all that was disintegrated by the old system and carry out the regionalist\(^2\) policies of an outgoing Reconstruction and Development Program RDP (Harrison, 2001). Successful implementation of IDP process requires well-capacitated local government structures that would be able to integrate the efforts and initiatives of all stakeholders and effectively utilize the local resources for local community development. Capacity development according to Deborah (2000: 4) is an essential element for the sustainable development that would center in people.

Teething capacity problem encountered by the local government proves to be stemming largely from the lack of continuity\(^3\), experience and misconception about the role and functioning of local government. Such problems are reflected in financial, human resources, institutional and political capacity necessary to carry out the IDP process as intended for the development of a particular local government, as it should. The municipal capacity problems could summarily be justified as follows:

- In the phase of high unemployment and limited tax base the local government is expected to raise about 90% of their revenue from local sources in order to fund their functions including IDP and LED projects (Currignon 1998);
- IDP management staff of some local government seems to be inadequate and insufficient (Heymans, 1995);
- Local government do not have access to equal resources and institutional support to strengthen their initiatives;
- Lack of community interaction without party politics in local government issues of common interest (Currignon, 1998)

\(^2\) Regionalist policy refers to the policies and plans that are prepared within a region in consultation with the citizens (Harrison, 1998)

\(^3\) Continuity of operations and functions of the old government into the new democratic government

Municipal Capacity Building and the Implementation of IDP
1.1 PROBLEM STATEMENT

Since the formation of the new democratic government in South Africa in 1995 and 1996 local government municipalities especially rural municipalities have been unable to address the infrastructure backlogs they inherited from the apartheid government or to significantly reduce poverty (Pycroft, 2000). Developmental local government as mandated by the legislation seeks to address development and infrastructure backlog in poor areas through the Integrated Development Planning. Successful implementation of IDP is dependable on the availability of adequate capacity. It has been revealed that the transitional local authorities were long involved in the preparation of the IDP but most of them went just as far as preparing the Land Development Objectives (LDOs). The problem was attributed to the lack of adequate capacity to manage the process (Department of Provincial and Local Government, 2000). The most basic resources required for the successful implementation of the IDP include: sound revenue base; access to capital markets; skilled personnel; good institutional and political support of which according to the Department of Planning and Local Government (DPLG) report they reflect a serious gap (Department of Provincial and Local Government, 2000). Associated with these capacity characteristics are the following problems:

1.1.1. Inadequate institutional capacity

During the apartheid era very limited local government was established in bantustans and rural areas while the administrative activities rested upon the hands of the local authorities until municipal demarcation 2000 (White Paper on local government, 1998). The new system of local government coupled with the developmental mandate exerted more pressures on the newly established system of local government, which had no adequate institutional support. Bernstein and Mccarth (1994) pointed out that the democratic system of local government came about more as a result of political compromise to reverse the political legacies rather than financial or technical imperatives.

The demands for the democratisation of local government posed a burden to some local municipalities, especially those that were never existed before. It crippled local
government municipalities to functioning effectively especially under the democratically government that emphasis on sustainable development and within which integrated development forms an integral part. The initial phase of the integrated development planning was unsuccessful and one of the problems associated with the failure was the lack of adequate institutional capacity within the local government (Department of Provincial and Local Government, 2000).

1.1.2 Inadequate Political System
Some areas during the old government had no local government structures to administer their affairs. The government gave the traditional leaders power over land allocation and development matters in areas with communal owned land (White Paper on local government, 1998). To some areas especially in the former homelands the concept of local government was new. The functions of local government were until municipal demarcation of 2000 performed by the traditional leaders who were even extracting levies from their subjects. The new local government system brought about the conflict between the traditional leaders claiming levies from their subjects and the need of rural local government to gain access to resources.

1.1.3 Inadequate financial resources and administration capacity
An analysis of the financial viability of rural municipality revealed that financial stress is one of the other reasons that constrained rural municipalities to achieve developmental mandate (Pycroft, 1998). The Project Viability report indicates that approximately two-thirds of all councils in South Africa are financially highly stressed, with approximately one-third financially non-viable (Pycroft, 2000:80). Municipal financial capacity is one of the most basic requirements for the implementation of the IDP strategies, projects and programs that would address the prioritized needs and to maintain the existing infrastructures and economic activities within the municipalities.

During the apartheid era industries and major tax base were barred into most of black municipalities, which still reflect a serious predicament. This is reflected by inequality of financial base between the rural and urban municipalities hence the ability and potential

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4 Project viability refers to the government’s system for monitoring municipal financial viability
to implement IDP differ between the two and their priorities also differ although some fall within one municipal area as mentioned. Coupled with high rate of unemployment, consumer’s reluctance to pay their rates or service charges undermines municipal financial capacity to deliver some more services. Currigon (1998) indicated that by 1998 the total outstanding debt of the local government stood at some R8.89bn, which could hamper the municipal ability to acquire loans to fund the IDP projects. It is also indicated that the integrated grant providing by the national government to the local government is fragmented and unpredictable hence hampers good planning and budgeting.

1.1.4. Insufficient human resources and skills

Some of the capacity constraints as encountered by most rural municipalities are associated with their administration. Municipalities according to Pycroft (2000: 89) reported problems related to poorly trained, unmotivated personnel, shortage of key skills, over-staffing in junior management, clerical and manual grades. Human resource capacity plays a crucial role in every step of the IDP. Heymans (1994) pointed out that there is a critical shortage of trained black local government personnel and that most municipalities especially in less developed areas are most unlikely to attract strong local government personnel and have little financial base to support staff complements. Because of the lack of the necessary human resource capacity and skill some municipalities even went to an extent of using consultancy firms during the transition phase which actually undermined the participatory planning approach as required by the constitution (Department Provincial and Local Government, 2000).

The local government human resources is also characterized by a mismatch of skills between the current human resources and those required to meet challenges of IDP. Although the Local Government Training Act 1985 did establish the National Coordinated Training Board, its objectives were to instill to the local government officials the national norms and values of the apartheid system (Heymans, 1994). Local officials were never exposed to the challenges of a bottom up kind of planning approach and principles of good governance of a democratic country with people-centered planning, hence the implementation of IDP could appear to be quiet challenging to them.
Responses to the Green Paper on New employment Policy for a New Public service also indicated that the national departments and provincial administrations were dissatisfied with human resource management in public service. They indicated that human resource planning is weak, personnel management practices are discriminatory and that performance management is also underdeveloped. For an example some 79% employees in public service are black of which only 38% of staff at director level and above are black (White Paper on Human Resource Management in the Public Service date). (Pycroft, 2000: 89) added that some municipalities were even reported to have neither an effective disciplinary procedure nor performance management system.

In view of these problems the research would attempt to explore the question of: whether South African local government possess adequate capacity to implement the Integrated Development Planning and as to what actually needs to be done to enhance municipal capacity?

1.2 PURPOSE OF RESEARCH

In view of the problems discussed above the municipal’s current and potential ability to manage the IDP process are evaluated and measured in relation to the required capacity.

The main aim of the research is to explore both the internal and external environment of the local government with a view of establishing scope of their capacity in relation to the implementation and handling the current and potential challenges of the IDP.

Municipal capacity will be looked at in terms of both short and long-term perspective. Short-term perspective would be the assessment of the municipal capability to draw up the full consultative and comprehensive integrated development plans as embodied in the literature as required by the legislation constitution and within the stipulated period of nine month. By long-term perspective the local government municipalities would be assessed of its ability to carry out the process of IDP and monitor its progress on a
continuos basis to realize the set long-term goals of betterment of the communities within five years and beyond. Below are the objectives of the research:

- to explore relevant theories and literature in order to realize how they influenced the establishment of the IDP in South Africa.
- to explore the international experience on the integrated planning and capacity building to learn from the world and realize how international perspective influenced the national transformation within the local government system.
- to explore local government’s financial tax base, revenue collection systems, funding mechanisms, institutional financial support and the municipal’s accessibility to capital markets;
- to compile the basic requirements of the capacity necessary to implement IDP;
- to explore the availability of sufficient IDP management staff and their capacity to carryout the IDP process and to manage the new local government administration against the requirements of the IDP and the principle of good governance.
- to conduct a survey and critical analysis at Mopani District Municipality and two of the four local municipalities as a case study.

In order to achieve this a specific research methodology that could lead the researcher is developed and followed accordingly.

1.3 LITERATURE REVIEW OF IDP AND CAPACITY BUILDING

1.3.1 Theoretical and international influences of the IDP

According to Edmonds (1987) the systems theory came around 1940 and acknowledges the fact the social system is characterised of many interrelated and interdependent sub-systems of which it is inevitable to integrate them. It is also argued that success or failure in any system may result in failure of the other smaller or larger system in the social system. Physical systems and economic systems form an integral part of the social systems of which their integration is inevitable. Rambanapasi (1998: 86) indicates that integrated planning is the integration of physical planning and economic planning where
physical and spatial planning is the technological or implementation side of economic planning to improve quality of life.

Integrated planning was imported from Europe to developing countries through colonialism. In South Africa integrated planning could not be implemented instead. When regional planning was introduced in South African during 1960s, the motive was politically inspired. The idea was to enhance the policy of separation and control and to control influx of African into what used to be called white areas. The fact that such areas continued to drain the rural areas of the skills and resources actually deprived rural areas of the capacity to develop their local areas. While developments were mostly concentrated in white areas, African local municipalities especially in rural areas were incapacitated and deprived of revenue base. Jamal and Weeks (1993) indicate that the concept of rural-urban bias dominated the period of late 1960s until 1970s where the rural development projects were carried on in some of the countries in the Southern Africa. The local government played a crucial role at a local level.

In South Africa regional planning was coupled with rural development to curb influx, but lacked the participatory element. Rational planning model of 1960s was also coupled with the practical concern of citizens’ involvement in planning process and the democratisation of planning. The demand for the democratisation of planning was actually started at the United States of America and by the concerned Planning Advisory Group for community involvement in planning in the United Kingdom. Implementation theory criticised the rational planning theory for lacking public participation. The influence of public protests that took Place at the USA and United Kingdom was evidenced in South Africa during the mid 1980s when civics and communities protested against the way human settlement was spatially and economically distorted.

The collaborative planning theory that came around 1990s at the United Kingdom influenced the emergence of the plan-led system in 1991 to counteract Thatcher’s Market-led system and its laissez fair approach of 1980. The plan-led system was also supported by the Militant Environmental Movement, which actually criticised the Thatcherite idea.
of Market-led system. Amongst the other achievements the issue of environmental awareness also gained momentum and the concept of sustainable development that calls for integrated approach towards environmental management became popular. Christian cited in the South African conference report of 2000 views integration of the community into the processes of planning if sustainable development is to be achieved a must. Although integrated environmental planning was long introduced by the old South African government it lacked public participation model. The system was mostly influenced by the collaborative planning theory to an extent that the new government of South Africa committed itself to the Habitat Agenda in 1996. That was round about the same time when the notion of the IDP was initially introduced within the South African local government in order to be developmental.

1.3.2 Theoretical and international influences of municipal capacity building

Political, social and economic empowerment is viewed as the most crucial element to enable the poor to take part in the development of their respective economy especially where power has been devolved to the lower level. Although decentralization of power in South Africa took place as long as 1960s with the establishment of the self-governing states, little meaningful capacity development for black local authorities was achieved (Mhlawule, 1994). International influence during 1980s includes the one in India when the government introduced Integrated Infrastructure Development program (IUIDP) with the main aim of building the capacity of the provinces, local government and local communities. Germany also empowered its local authorities to prepare their own local plans. Again during 1992 India devolved power to its different stakeholders. The results of the research done at Sub-Sahara Africa resulted in the establishment of the African Capacity Initiatives (ACBI) in February 1991 sponsored by USAID to build the capacity and development management in Africa (Akouko, 1994). In the new democratic government of South Africa GTZ and the USAID joined hands in the building of the capacity of the newly formed local government and municipalities.
1.3.3 Legislation and policy documents behind the IDP in the post apartheid South Africa

The most fundamental legislative and policy documents that asserted that the South African local government should be developmental and that they have to adopt IDP as a tool for that matter include: The South African constitution of 1996; Local Government Transition second amendment Act 1996; Development Facilitation Act 1995; the white paper on local government 1998; Municipal Demarcation Act 1998; Municipal Systems Bill; and IDP manual guides. The legislation defines powers and functions devolved to them from the provincial and national government. It is within this legislation where the IDP is defined and mandated to the local government. The white paper on local government also asserts that municipalities should develop performance management as an evaluation tool that would ensure that plans are being implemented, that they are having the desired development impact, and that resources are being used efficiently.

1.3.4. Performance management system

Performance management systems have been drawn from the international experiences such as United Kingdom, United States of America, Canada, Australia and New Zealand. It was endorsed in the 1996 constitution to equip councilors, IDP management staff, and stakeholders. It further measures and reviews performance of organizations in terms of indicators and targets for efficiency, effectiveness and impact. It is therefore the responsibility of each municipal area to develop its performance management systems (PMS) and key performance indicators (KPI).

1.4. RESEARCH METHODOLOGY

The methodology encompasses the process to be followed in collecting, analyzing and interpreting data. The intention of this research is not to duplicate any research work done before but to assess the existence of some shortfalls and gaps that might hamper or delay the drawing up and or the implementation of the IDP as mandated by the constitution.

Planning theories are explored to establish how they influenced decentralization of power and the shift of planning from top-down to bottom-up planning that eventually resulted in
the emergence of IDP in South Africa local government. The African model of sustainable development's social integration and empowerment strategies is also explored. The idea is to establish how they influenced local government capacity development in South Africa in order to be able to effectively participate in the developmental mandate and IDP strategies after the decentralization of power.

The South African legislation are also be explored to determine what is required of the local government and other stakeholders in the process of IDP and the parameters within which they should operate. Exploring performance management systems and performance indicators, as evaluation tools would help us to determine necessary requirements to develop and implement them and monitor their progress.

Additional data was obtained through personal interviews with experienced or knowledgeable consultant or IDP managers about the required municipal financial, human resource, institutional and political capacity necessary for the successful implementation of the IDP strategy. By conducting research survey in one of the South African municipal council one would be able to establish whether they possess the capacity to implement IDP and the extent to which the municipal capacity deviate from the required capacity. The selected case study is Mopani District municipality in Limpopo Province.

1.4.1. About the case study
Mopani District municipality in Limpopo province (see map below) was established in the terms of Municipal Demarcation Act 1998. It was deemed suitable to research because of its newly state of development and the fact that it would be representative to the other municipalities of its nature. The district has got four local municipalities: Greater Tzaneen local municipality; Greater Letaba local municipality; Greater Giyani local municipality and Ba-Phalaborwa local Municipality. The case study will help us to determine the state of the municipal political, institutional, financial and human resource capacity in relation to the implementation of IDP in order to reach a conclusion.
1.4.2 Research Procedure

Procedure presents the process that was followed in collecting data within the District Municipality mentioned above.

**Interview:** The researcher was the primary instrument of research. Research questions were developed to discover from the IDP management staff and other stakeholders outside the local government about what they know and their opinions concerning the implementation of IDP in their region. Their understanding and knowledge were tested by both close and open-ended kind of questions.

Fifteen formative questionnaires were administered within the Mopani District municipality. The questionnaires were developed in such a way that specific questions would help to answer the general question, which together met the purpose of the research.

**Sample:** The study is based on in-depth interview with the district council, local municipal managers, IDP management staff and ward councilors. Interviewees were selected based on the nature of the required data and the objectives to be achieved hence questionnaires also differ according to the respondents and data needed. Below are specific target groups that were interviewed:

- *Municipal managers and IDP management staff at district and local municipal level.* The objective is to assess the district’s human resource capacity to draw and carryout IDP process and to monitor its progress. Research questions were developed to assess the municipal funding mechanisms in order to establish its financial capacity.

- *Community representatives (ward councilors).* The objective was to establish whether the ward councilors and their constituencies know and comply with their roles and responsibilities in the process of the implementation of IDP and whether they possess the capacity to accomplish that. Six questionnaires were administered in two of the local governments.

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Since the research questions are qualitative the results were analyzed and interpreted qualitatively in relation to the set objectives and research question.

1.5 OUTLINE OF THE DISCOURSE
The discourse is organized into six chapters. Chapter one of this research work, entitled general background of the study, explores the critical problems within the local government municipalities and those that triggered this research. It is within this chapter where the purpose and objectives of the study are discussed. The chapter further outlines research methodology.

Chapter two presents discussion about how the systems theory, collaborative planning theories together with the other theories and international experiences have evolved through stages and ages as from the mid 20\textsuperscript{th} century to influence the establishment of the integrated planning towards the end of the 20\textsuperscript{th} century.

Chapter three reviews the literature around the origin of local government within the context of South African. It will further discuss how the old system of government originated the municipal capacity problem that was later inherited by the new democratic government

The local government in transition between the year 1994 and 2000 to fit to IDP into the local government institution as it emerged is further discussed in the fourth chapter. The chapter further discusses various basic components of Integrated Development Planning and Performance Management System. The basic capacity requirements for the implementation of the IDP and PMS are also outlined in this chapter.

Chapter five is about the case study, where the IDP of the Mopani District Municipality is presented and research findings set out.
Chapter six forms a critical part of the discourse. It applies the planning theories in the formulation of the planning proposals and recommendations. This chapter also concludes the discourse by summing up the entire discussion as well as the findings, observations, planning proposals and recommendations.

1.6 CONCLUSION
This chapter serves as a base of the whole research work. It has lay down the parameters within which the discourse should follow and outlined the general background of the whole exercise. It has mapped out a direction for the subsequent chapters of the discourse. In order to achieve the pre-determined goal and objectives this chapter should serve as a reference for the other chapters.
CHAPTER TWO

THEORETICAL REVIEW AND THE INTERNATIONAL EXPERIENCES OF THE IDP

"Planning theory affects practice: One implication is for planners to integrate communicative and strategic rationality in ways that fit particular situation" (Alexander, 2001, 311).

2.0 BACKGROUND OF THE CHAPTER

Integrated development planning can be defined as a process through which municipality prepares a strategic development plan for a five-year period. Integrated development plan (IDP) is a product of the integrated development planning process. IDP is a principal strategic planning instrument, which gives and informs all planning, budgeting, management and decision-making in a municipality (IDP guide 0, 2000: 6).

The aim of this chapter is to explore how planning paradigms have evolved through stages to eventually give birth to the integrated development planning. This chapter further explores international experiences around the notion of the integrated planning.

Integrated development planning was only introduced in South Africa during the 1996 by the Local Government Transitional second amendment Act (LGTA) 1996. Although the concept of integrated development planning is home brewed but the notion of integrated planning has diverse origins. Integrated planning has been imported to South Africa from many international experiences and drawn of various planning theories that have revolved over stages until the emergence of people-centered planning that enabled the development of a fully fledged home brewed integrated development planning process in South Africa. However the first attempt of the IDP was not successful, one of the problems associated with the failure of the first round is linked to the lack of adequate capacity of the municipality to implement the newly established process (Department of Provincial Local Government, 2000).
2.1 THEORETICAL FRAMEWORK

2.1.1 Systems theory during the colonial period in South Africa

Just like most of the developing countries South Africa is complex in form with associated complex problems such as deliberated spatial and structural fragmentation of the colonial governments with a non-integration of different social systems and policies. In order to integrate all the value systems, integrated development planning has been drawn on various theories of which the system theory is prevalent. The systems theory that has come around the 1940s sees the society as characterized by interrelated and interdependent sub-systems, within a social system (Heylighen, 1992). Success or failure in one system of the society may present failure in the larger or smaller systems to which the system is connected. Rambanapasi (1988) attested that efficient planning requires an integrated approach to the welfare of the country and its various regions.

Edmond (1987) argues that the political and economic systems between a highly developed and less developed periphery is intentionally separated in the colonial country, and the elite control flow of goods between the core and the periphery through power. While the less developed become the suppliers of resources to the core and enrich them, they remain poorer. Trade between the core and the periphery is not based on trust and reciprocity, for that reason the core continuously drains the capacity of the less developed. It is in this view that it was regarded necessary to ameliorate the situation once the colonial domination has been overpowered to curb unequal distribution of wealth and resources and boast the capacity of those marginalised less developed areas. Integrated planning came as a solution to integrate all that was disintegrated by the colonial and the apartheid government. Integrated development planning is much influenced by the systems theory contention that integration of the social institutions is crucial for the fulfillment of the social needs within a particular society.

2.1.2 Integrated economic and physical planning

Integrated Development Planning came in as an acknowledgement of the required integration between the different sub-systems, which are continuously interdependent on one another for the fulfillment of the common end. Planners in the oppressive situation
did not take into account the influence of physical distance on human behavior and their planning was space less and ignored spatial distributions of socio-economic activities. The situation led to the call for the integration of economic and physical planning that seeks to integrate the physical and social sides of planning in order to improve quality on human life. According to Rambanapasi (1988: 93) integrated planning is the integration of physical spatial planning and economic planning where physical spatial planning is the technological or implementation side of economic planning.

Rambanapasi (1988) asserted that integrated planning reflects basic features of the Marxist theory, where Soviet economic planning became essentially an integrated system of economic social and physical planning and latter adopted in the western European and developing countries. It later exported to developing countries through colonialism. Integration of the physical and economic planning is inevitable but the degree of integration differs according to the level of the country's political economy. In South Africa for instance the pure principles of IDP could not be practiced during the apartheid era due to the apartheid policy of separation and control, for that same reason regional planning was introduced as a way to relieve the prime cities of the burden of urbanization.

2.1.3 Integrated regional planning.
Regional planning came in as a solution to ameliorate rural poverty and to curb Black influx into urban areas by developing industries and small scale-manufacturing firms in rural areas. In many of the developing countries it is generally believed that investment is actually concentrated in one of the metropolitan prime cities, which continuously draws resources and skills form the rural area. Jamal and Weeks (1993) argued that due to urban based development and resource as overwhelmingly allocated to urban areas poor population benefit too little. Urban bias also manifests itself through the unequal redistribution of resources, income and wealth. In the developing countries urban bias hypothesis came under severe attack. Glasson (1974) criticized the urban hypothesis and advocated for the substitution of Urban-rural social dichotomy while emphasizing on
measures of urban and rural welfare such as access to social services infrastructure and incomes.

The problem of congestion in the prime cities resulted in an aspect of regional planning. According to Glasson (1974) regional planning was originated in Britain during the late 19th century and its original motivations were largely social, stressing the health hazards of living in congestion smoky, noisy and dirty cities. In South Africa regional planning only appeared during the 1960s and was politically motivated although there was a bit of integration between the national and local community to a certain extent. The notion of integrated planning within the regional planning is also evidenced in the context of integrating towns and rural hinterland to increase access of the rural poor to basic services and facilities. But still in South Africa rural-town integration was to a certain, restricted where blacks were not allowed to settle within a radius of 20 KM around the towns. A relevant practice of integrated regional planning from Philippines can be summarized below.

Bicol River Basin Development of the Philippines (BRBDP) experienced the problem of the prime city from the rural areas to maintain its own growth. It was realised that solution would have to be investment in such a way as to create an integrated national spatial system capable of raising income in rural areas. The project was undertaken by the United State Agency for International Development (USAID) in order to strengthen functions, which are complementary to rural development. The report proposed a general framework for articulation and integration of the settlement system and the linkages between urban and rural areas. The final report recommended that Bicol River Basin urban function in rural development project should consider development minimum packages of investment for each type of settlement in order to promote functional specialization to meet unfulfilled needs into a more cohesive economic and spatial system. To achieve this BRBDP should also provide access to town-based facilities. It was realized that without a well-dispersed integration and easily accessible network of market centers in rural hinterlands it would be unlikely that farmers could increase production (Rondinelli, 1979).
Regional planning is characterized by massive social economical support of the rural areas from the national government. Regional development planning in Indonesia mobilized regional resources to curb unequal distribution of the result of economic growth and top local knowledge to initiate development from within and enhance local power to plan and make implementation decisions (Manfred, 1988).

2.1.4 Integrated Rural Development

The rise of systems analysis perspective during the 1960s contributed to the new view of the rural development process from broader perspective. It involves the interaction of numerous activities to be carefully channeled if objectives for inducing growth are to be achieved. The South African strategy of regional planning as discussed above did not achieve much of poverty eradication especially in rural black areas since the idea was not to deal with poverty but to control urban influx. While the regional planning has less to offer to the rural poor the period was characterized by the introduction of the notion of integrated-rural development as initiated in 1966 in India as a response to Indian famine by integrating rural development activities in specific geographic areas (Cohen, 1987). With integrated-rural development cooperative systems were encouraged and local areas through studies and priorities developed in order to remove development constraints and to meet local needs. Integration was promoted and sought to coordinate activities of government with those of local institutions and leaders, which was not the case in regional planning in South Africa.

According to Jamal and Weeks (1993) the concept of rural-urban inequality or urban bias played a major role in the conceptualization of African development. During the 1960s rural development projects were carried on in Ethiopia in 1968, in Lilongwe and Malawi and in Kenya in 1970 where the local government played a crucial role at the local level. It was realized that integration of the potential users is most crucial for the success of the project. Cohen (1987) evoked that integration is project objectives that includes access to resources increased production income distribution; consumption, popular participation or broad based social integration.
The perspective of urban-rural linkages that calls for spatial planning is based on the relationship between urban centers and the countryside as it is recognized as key aspect to economic development. Friedmann (1987) sees spatial framework as planning process that effectively links local projects for rural-development to a long-term national strategy for balanced urban and regional development. Spatial planning is designed to benefit primarily the small and low income farmer and population living in hinterlands and a method of operation that seeks to involve local people in planning and implementation of program that benefit primarily themselves. The concept of integrated-rural development has positively influenced the establishment of the integrated development planning in South Africa.

Integrated development planning has emerged as a way of dealing with the problem of rural poverty and national policies and seeks to integrate both the public and private sector. It is also a recognition that urban center cannot be planned in isolation from the hinterland hence physical, economic and social reasons it must be seen and planned in its regional context. In Indonesia the New order government persuaded national development policies that initially aimed at using regional resources to achieve national development, which implies that integrated planning is a way of engaging various regions in the national economic development.

In South Africa the old government's regional policy of Regional Industrial Development Program (RIDP) was developed to channel private and public sector investment towards the homelands as long as 1960s (Harrison, 1998). Regional planning was established to allow development to occur at the hinterlands but lacked participatory element in South Africa. Growing concern for rural poverty marked the period of the early 1970s since there had been some agreement in the literature that integrated-rural development should emphasize and promote popular participation and to be long-term in implementation (Cohen, 1987).
2.1.5 Public participation

Citizen participation in planning and implementation plays a crucial role in the ensuring of equity in the distribution of the country's wealth and resources. However participation without the distribution of power or capacity to act is as good as bad. Depending on the political environment and the country's level of democracy participation may occur in different levels and takes different forms. Below is the model of the ladder of citizen participation in which Arnstein (1995) describes the eight levels of citizen participation. Each level on the ladder corresponds with the capacity that the citizens have in determining the end product.

Sometimes in a situation where citizen participation is a requirement in principle the powerholders might use the power they have to manipulate the powerless and achieve the intended end product. The two bottom rungs on the ladder, which are manipulation and therapy, lack genuine citizen participation in planning. The aim of the powerholders is solely to educate the participants while the powerless has no legitimate power and just serve to provide evidence that the public has been involved in the process. In the therapy the public is extensively involved but not to capacitate them or eradicate issues that created incapacity rather to cure them. Powerholders still withhold the capacity and uses it to manipulate the powerless. In the third rung of the ladder called informing, the powerholders is able to provide information to the powerless but still the information is confined to one way and discourages citizen comments. It is only in the fourth level of consultation where citizen begin to take part although their input is still restricted, but still only serves the interests to the powerholders.

In the fifth rung the previously marginalised communities begin to have influence and better able to advice the powerholders while the powerholders retain the power to decide. Power only begins to be distributed through negotiations between the citizens and the powerholders, in the sixth rung called partnership. Partnerships can only become effective when both the two parties have equal resources in order to provide mutual assistance to one another.
In a highly democratic country such as South Africa the two highest rungs on the ladder of participation are prevalent. The seventh rung presents an environment where the citizens have achieved decision-making authority in planning and development of their own area. This is where there is genuine public participation in decision-making process. In the last rung of the ladder is Citizen Control, where the community has ownership on some program or institutions.

Friedmann (1997) argued that in citizenship where power has come to be shared, it was taken by the community and not given by the state. The period 1960s was coupled with
the emergence of a practical concern with the citizens' involvement in planning process. This played a crucial role in the demand for the integration of the general public in the whole process of planning. Such a demand for the democratization of planning first took place in the USA and coupled by the planning Advisory Group on the community involvement in planning in the United Kingdom. After the protest, more attention started to be on the facilitation of the integration of the general public in the process of planning (Muller, 1992). Kozlowski in (Muller 1992) presented the first example of participatory methodology on which the general public was integrated at the higher rung of the ladder of citizen participation. According to the model, the general public was involved in the process at four key points. These points are at the stage of goal formulation, selection of alternatives, the choice of the preferred alternative and function of the plan.

Implementation theory criticizes the rational planning for ignoring public involvement in the implementation phase, as shown in figure 2.2 below on the grounds that the problem is no longer to make decision more rational but rather how to improve quality of action while maintaining the notion of rationality. Top-down implementation was applied in South Africa and severely criticized as it separates implementation from policy in favor of bottom-up implementation, which Allmendinger and Huw (1998: 2) view it as political rather than management problem. The emphasis here is on the involvement of the public in the whole process of decision-making and planning and to make the process more communicative. George (1981) stressed that implementation should serve as a linkage between organization and dependants at the local level. Faludi (1973) added that if plans are made without consideration of the effects of implementation then one is likely to make plans that could not be implemented.
Although such kind of planning could not be implemented in South Africa during the 1980s but they had a very great influence. The situation is also evidenced during the 1984 uprising when civics and community bodies started to organize and systematically protest against the way human settlement was spatially and economically distorted with the popular slogan of "One City One Tax Base" (white paper on local government, 1998). During the late 1980s the government tried to calm the political tension by established the Regional Service Council (RSC's) and Joint Service Board (JSB's) that provided for the
joint provision of bulk services between all different races of the country. The community forums collectively pushed for the establishment of the national forums that actually negotiated for the transformation of the local government system (white paper, 1998).

2.1.6 The plan-led system
The period 1991 is marked by the introduction of the plan-led system, which was intended to counter the Margaret Thatcher's Market-led approach and its laissez faire approach of 1980. The plan-led system challenged central policy guidance and criticized central control in local matters for long delays in preparations of plans. Planning under the new right has been accused of overlooking the significant of localities and the community campaigns throughout 1980s pushed for the consideration of experiences, views and needs of local residents. The protests influenced integration of public participation during 1980s. That actually led to a dilution in the Thatcherite approach. Later cooperation attempted a softer more conciliatory approach to local consultation by designing closer links with a range of community and local organizations. Healey (1988) stressed for the importance of integrating planning systems with local circumstances on the premise that every locality is a unique configuration of economic activities, division of labor cultural traditions, political alignments, spatial arrangement and physical forms. Amongst the campaigners, which were against Thatcher idea of market-led approach, was the militant environmental movement, which was more concern about the Thatcherite idea of reduction of the opportunity for local democratic control over land development (Taylor, 1994). After the protest the issue of environmental awareness gained momentum and the concept of sustainable development became a catchword. Sustainable development as popularized by the Brundtland commission of 1987 also requires integrated approach towards environmental management.

2.1.7. Sustainable development
By the early 1990's a whole new theory of planning came to be articulated around the idea of planning as a process of communication and negotiation (Taylor, 1994). That was the time when democratization of local government gained momentum. The transfer of public sector responsibility to local governments called for the community and local
government to define and promote their interests with private institutions. Non-Governmental Organizations also play a crucial role in the integration of the government and the civil society. Globalization of economy put the municipalities into a dilemma of being responsive to local stakeholders or to external institutions. In order to come out of the dilemma and still remain sustainable, the shift from the short-term revenue enhancement tactics to local wealth creation strategy and to eliminate practices that course deterioration of sources of internal wealth was importance. To achieve sustainable development integration of community with the entire planning process and between the rich and poor was regarded as a must. The paradigm of sustainable urban development, as stated in the Conference Report of 2000, calls for negotiated solutions simultaneously for planning and action (RSA conference report. 2000, 14). The Report has drawn this argument on Senegal situation where there is a clear participatory approach and where the community becomes planners, planners become moderators, and government approving locally negotiated solutions and local communities executing the plan.

2.1.8 Collaborative planning

Around the same time when sustainable development gained momentum, collaborative planning theory also became popular. Integrated planning was also expedited by the emergence of collaborative planning that has emerged out of the public concern for involvement in planning and decision making process. Collaborative planning has grown in recent years in the United Kingdom and provided dominant approach to the planning process. It actually came into being as a response to Anti-planning Neo-Liberalism and seeks to integrate institutionalism or structuralism and communicative action into dynamic practice of action (Allmendinger and Huw, 1998). Integrated development planning is more influenced by the argument of collaborative planning theory that dominated the previous decade until recent.

Structuralism theory argues that the state should act as a mediating body between the various interests. It emphasizes on the diversity of stakes which people have in their locality and takes into account cultural differences. Communicative planning theory focuses on the integration of efforts and consensus building practices and the opening up of routes for shared power in governance (Taylor, 1994). This theory draws attention to a
need for the recognition of cultural differences to be introduced into the conception of public policy making and process of local environmental planning. It aims at making use of the public knowledge and integrates their efforts for the improvement and betterment of their own lives. This could be based on the fact as argued by George (1981) in his work of community-based development that people cannot become fully developed until they undertake their own development planning and that to do so they need to do it through dialogue among peers. Collaborative planning approach played a crucial influential role towards the establishment of shared or integrated planning in South Africa in that it emphasized on relational webs of networks and recognizes that people operate across a multiplicity of networks. Collaborative planning recognizes that governance is far wider than government by formal institutions and is dependant on a wider range of informal processes of governance that can create linkages between networks (Healey, 1988). It emphasizes on a spatial planning system, which gives a common framework for people to operate over wide areas. This actually opens out space for interaction between differing cultural communities and is thus multicultural. The approach recognizes the importance of creating links of the level of neighborhood, towns and cities to improve relation capacity in places.

2.1.9 Integrated environmental management
Environmental management as one of the crucial dimensions of sustainability calls for integrated efforts with current management practices. The notion of integrated environmental management had a very great influence towards the introduction of the integrated development planning. Although the process of Integrated Environmental Management (IEM) is not new in South Africa since the Department of Environmental Affairs and Tourism (DEAT) published a series of booklets about IEM outlining it as long as 1986 but the process lacked the public participatory concern. The process was only intended on the encouragement of the integration of environmental issues into all phases of the project life cycle. It was only in 1996 that South Africa committed itself to the Habitat Agenda 2, which was on sustainable human settlement. The most pressing issues on which the focus is, in Habitat Agenda and Local Agenda 21 (LA21) and in which South Africa now forms part since 1996 include: excessive use of resources; lack
of social and technical infrastructure; social integration and many others. Habitat Agenda and LA21 played an obvious role towards the formation of the IDP.

The principles LA21 of 1992 include issues of decentralization, emphasis on strong government support to local democracy, integration of informal sectors to the mainstream of planning activities. The principles of good governance and IDP as embodied in the South African policy and legislation shares more or less similar principles with LA21. It is in this view that Chrispian of DEAT South Africa (cited in the RSA Conference Report, 2000), argues that if the South African IDP is properly drafted, taking into account the principles of National Environmental Management Act (NEMA) is a Local Agenda 21

2.1.10 Conclusion

In the light of the foregoing it could be observed that integrated planning is inevitable in any government system that has an intention of development at heart. This informs us that the old government only managed to pursue fragmented planning because social development was ignored. That is reflected in the way certain municipalities were being deliberately incapacitated to pursue and support separate development at the expense of African communities. Although regional planning as it was used as a tool for separate development it had some positive rewards and marked the beginning of development of the peripheries. The intention was political motivated to relieve urban areas as they were meant for the white communities but at the same time it laid grounds for the integrated rural development and to deal with rural poverty through the Regional Industrial Development Program.

It was the kind of political system that actually prevented the integrated planning in South Africa. Political instability of 1980s challenged among other things the lack of participation in planning and capacity development of the black local authorities. Coupled with the international influence instability during 80s it played a very crucial role in the call for the integrated planning in South Africa. One of the most prevalent arguments that has significantly criticized the laissez faire approach and generate massive
influence even in South Africa could be the plan-led system, which actually called for the consideration of the experiences and views of the local residents.

In the face of the entire chapter one could argue that integrated development planning reflects a matured state of development strategy that has long been in a process of growth. Although inevitable, in South Africa the environment for the development of the integrated planning strategy was not conducive. Whatever element of integrated planning that was being done was interrupted by the local political systems. Among other examples is the Integrated Environmental Management that was long in existence as long as 1986 but lacked integrated requirements of integrated development planning. With emphasis on the social integration, international influence and the principles of good governance integrated development planning came into being.
CHAPTER THREE

THEORETICAL REVIEW AND INTERNATIONAL EXPERIENCE OF LOCAL GOVERNMENT MUNICIPALITY AND CAPACITY BUILDING

"Successful local government development is the foundation on which the country's prospects for stability and a sustained democracy will rest" (Barnstein and McCarthy, 1994. 81)

3.0 BACKGROUND

Almost every country whether democratic or non-democratic, developed or developing country divides power and responsibilities between the central government and local government. However the duties and responsibilities of different levels or tiers differ from country to country. The preceding chapter has discussed the conceptual framework with regard to the devolution and decentralization of power to local government and to bring about an integrated environment for the management of matters of common interest. However there are numerous advantages in keeping government close to the people but only if the local government institution are genuinely capacitated to be able to do visible local development instead of serving as the state agent. Kendall (1991: 41) argued that local government by definition should have the power to raise money and enjoy some degree of autonomy, otherwise they are not government but merely administration arms of the central states. By this the local government is viewed as a local institutions to which power has been developed and that must have the rightful capacity to raise taxes, to draw up budgets, to decide how grants received from other government institutions should be spent and to make adequate decisions concerning all aspects of everyday people's life.

In view of the above raised challenges of the local state, diverse international perspective and theories of local government and politics are explored to provide most developed understanding debate of local politics and government. The focus on localism, public choice, dual state and social relation views are mainly on the structuring of the local government or local state. With regard to the capacity development of local government,
international perspective coupled with decentralization planning system, African Model for sustainable development is explored. Performance management perspective forms an integral part to have municipal performance on par therefore it is critically explored.

3.1 LOCAL GOVERNMENT: LITERATURE REVIEW

3.1.1 The roots of local government
The rise of local government is associated with the process of industrialization, which gathered momentum in Britain from the middle eighteenth century Stoker (1991). Industrialization brought about the movement of massive people from rural to urban areas, which eventually resulted in the several problems of overcrowding, law and order and illness. Stoker (1991) argued that in order to deal with such urbanisation the government realised the necessity of creating ad hoc single bodies but latter considered it inadequate in terms of administration and control over the full range of civic affairs. As a response to these pressures, during the middle nineteenth century elected municipalities were created and given a range of powers and property. This is viewed as the beginning of our modern system of local government.

In South Africa advocate J.A de Mist drew the first town council in the early nineteenth century between the first and second British occupation at the Cape. The British controlled South Africa government since the second occupation in the early nineteenth century until the Union of South Africa in 1910 (Craythorne, 1990).

3.1.2 The role of local government during the early twentieth century in South Africa
The principle of local self-government had been created intentionally. When the union of South Africa was formed in 1910 each of the four provinces had its system of municipality already in place. The local government had no constitutional safeguards the union regarded local government as the agents of the state and when segregation was put in place during the mid 20th century they were expected to implement apartheid at the local level (Craythorne, 1980). Hence it was deem it irrelevant to develop the capacities of municipalities. The Union of South Africa provided a council that would be
responsible for municipalities and other local authorities where each provincial council passed a series of ordinances to regulate the system of municipal government and administration in its province (Cloete, 1993). During the early 20th century new responsibility was placed in the hands of local authorities. This includes town planning responsibility, building of low cost housing and the provision of a range of welfare services. Local government was also responsible for the provision of public utilities such as electricity, water and telephone systems. Very few municipalities were established in black areas.

3.1.3 Post-war development of local government
Internationally the period between 1955-1975 witnessed the broadening of scope of local activities in response to pressures for a range of new public services. The period is characterized by modernization as a dominant theme in the development of local government. Modernized local government covered larger areas and local authorities were generally bigger (Stoker, 1991). There was an evidence of a growing politicization of decision making in London and local politics came to life. Local government expanded and its structure and management got modernized in South Africa.

International perspective that has taken place after the Second World War did not have much of the influence during the period 1955-1975. The new republic of South Africa was established in 1961 and brought no change to the system of municipal government and administration existing in four provinces and self-governing states. Uprising within the local government only started during the 1970s by the civic organizations.

3.1.4 The new right and the public choice theory
The development of local government internationally between the periods 1975-85 is tied in with crisis caused by the 1973 economic slump. Internationally local government capacity was deprived. Local government during the time was sought to be declining owing to the new right and public choice theory that argued that public bureaucracies and representations of democracy are seriously flawed of imperfect (Stoker 1991). Thatcher's new right argued vigorously for cuts of public expenditure and local government was
selected as a particular target (Taylor 1994). It was criticized of being luxurious, wasteful and irresponsible. The theory holds the point that those holding official positions turn to pursue their own interests and goals. The key weapon to deal with the local government was to reduce the contribution of central government grants towards local authority expenditure. The influence of the new right only came to be evidenced in South Africa during the late 1980s and 1990s when the state privatized most of its assets. The theory advocated on two institutional reforms viz. contracting-out of the provision of services where it argues that it is cost effective and inefficient for such services to be provided by the local government. It also calls for the fragmentation of existing bureaucracies and says the form of streamlined system had significantly large authorities hence need to be fragmented, because of difficulty in management. The theory argued that what is required is a large number of smaller local authorities (Allmendinger and Huw, 1998). The Thatcher ideology and public choice theory was counter acted by the militant movement protests, which brought about a change and influenced the demand for democratization of local government.

3.1.5 Localist view: democratisation of local government during 1990s

The period 1990s is marked with the talk of democracy and public planning and public citizen taking part in local government activities. The local view theory argues on the merits of local democracy and recognizes the need for local authorities to change and move beyond a formal perspective. Stoker (1991) argued in favor of local government in opposition to the system of centralization that local government is grounded in the believe that there is value in the spread of power and the involvement of many decision makers in many different localities.

The local view hold the point that needs, wishes and concerns vary from locality to locality, so locality should allow those differences to be accommodated. It further says that local government provides scope for learning where local authority can learn from each other's experiences and pioneering in response to complex challenges of our time and that, such capacity for innovative and learning is crucial (George, 1981). It is also in this theory where it is vigorously argued that, local government is local which creates
accessibility and responsiveness because councilors and officers live close to the decision they have to make to the people whose lives they affect (Stoker, 1991). It emphasis that local government is the best institution that can best match local needs, views and support for public services. It therefore calls for the major reform of local government and proposes for the enactment of the specification of roles of central and local government and a shift to local authorities with sufficient capacity undertake development in their respective areas.

The agenda of the Localism view moves even beyond institutional and structural reforms to an argument for the new style of management within local government. This calls for commitment to openness, learning and innovation within the key task of ensuring that local government is open and responsive in order to meet the public needs as customers and citizen and to meet the challenges of socio-economic challenges. It was through this influence that during the early 1990's in South Africa, the national debate about the future took place in the Local Government Negotiating Forum. The Localism theory shares common understanding with the dual state and social state views and somehow serves as complementary to one another.

3.1.6 The dual state thesis: the role of state

The dual state's influence is much evidenced within the Gear strategy where the government only interfere in making major decisions and create conducive environment for investment while privatizing most of its assets. The dual state view advocates that the state should provide support to the private sector firms to improve profitability, by providing raw materials and services and basic physical infrastructure. It also calls for the social investment policymaking and to allow the state to make crucial decisions but in close consultation with the public representation, professional association trade union (Stoker, 1991).

The thesis argued that the bodies of representation should have access to the state because its cooperation is crucial and the access to the state should be open and democratic. On
the basis of this theory local government is associated with provision for the needs and concern with the quality of life.

Having the power decentralized to the different tiers of the government is not enough. George (1981: 290) in his work of community-based development planning approach contends that people may have all their physical needs satisfied but if it is done to them by others they will remain undeveloped and that lack of adequate capacity to carryout activities is frastrative. While the national government provides basic physical infrastructure, local government need to be capacitated in order to be able to do meaningful development and attract investment within their areas of jurisdiction.

3.2 CAPACITY BUILDING: LITERATURE REVIEW

Economic, political and social empowerment of the Africa's poor is viewed as the most crucial element to enable them to fully participate in the productive activities of their respective national economy. Lual (1998) argued in the Africa model of sustainable development that empowering the poor communities provides them with the opportunity to take active part in the political process at the local level. Having devolved functions from the central government to the other spheres of government posses challenges to their capacity to carry out the new responsibilities. George (1981) in his work of the community-based development planning approach contends that formulation of ends without control over the means can lead to frustration and that it is foolish to advocate planning by local communities where those communities do not have power to act. Power in this case refers to competence, independence, strength, ability, autonomy, and self-determination to deal with one's own environment out of one's own energy and resources rather than on the basis of dependence.

3.2.1 Decentralisation planning system approach

Decentralisation of government function has re-emerged in the decade as a major organizational strategy to achieve national development of unacceptable results of centralized government (Hopkins, et al, 1985). According to Mullen (1985) decentralisation means the transfer of planning decision making or administration
authority from the central government to its field organizations, local administrative units, parastatal organizations, local government or NGO's. In South Africa decentralisation has occurred as long as 1960s with the formation of the self-governing states. In order to help the self-governing states sustain their governments the central government developed their capacity through decentralisation of investment to the former homelands.

Pure decentralization planning system involves introducing and disseminating innovative action planning strategies to help the community participate in them and involving non-government agents and enhancing public private partnerships (Manfred, 1998). In South Africa the system was contaminated by the political practices of the time. Institutions' capacities were not built to organize and manage social planning process and to ensure coordination between central and local government agencies involved in development instead to strengthen the apartheid policy of separation and control hence many African areas remain incapacitated to carry out their own development. The old government did undertake some initiatives of training programs to build the capacities of the civil servants workers but only to support the apartheid system. Heymans (1994) attested that the Local Government Training Act 1985 established the National Coordinated Training Board but its main objectives was to instill to the local government officials the national norms and values of the apartheid system hence Black local Authorities remain incapacitated.

George (1981: 299) argued that development should not be understood to mean poverty reduction but rather alleviation of powerlessness. The local municipalities need sound revenue base and capacity to make any sound development in their areas. It was for this reason that the uprising during the late 1980s had emerged. With the decline of the apartheid government during the 1990s a new system of local government was negotiated. The new democratic government of South Africa is characterised by the new functions devolved to the local government from the central government especially newly established municipalities. This posse more challenges to the capacities of the local government. The availability of human, financial and institutional resource capacities are key determinant of the outcome of decentralisation programs (Hopkins, 1985).
practical example of decentralisation could be explored and learned from the decentralisation system in employed in Indonesia as outlined below.

After the Indonesian central government has granted regional autonomy to its twenty-six districts it realized the necessity to strengthen regional institutional capacity to relieve the central government from regional financial dependence and enable regional institutions to organize and manage social planning process. The government introduced the Integrated Urban Infrastructure Development Program (IUIDP) during the year 1980 with the objective of increasing the role of the province, local government, private sectors and community. In order to build the capacity of the decision makers IUIDP made use of supervised fieldworkers to supplement classroom teaching and build upon more policy-orientated seminars (Manfred, 1988). Although the IUIDP did not achieve much of its goals a lot can be learnt from the problems that contributed to its poor performance: the central government relies on devolving authority to its provincial branch offices rather than local government and integration and good performance became difficult to attain; Training was also limited to particular sectors such as public works and there was no linkages between sectors hence interdepartmental collaboration was a problem.

Again in India a constitutional amendment in 1992 provides for the substantial devolution of functions. In Germany all local authorities are empowered to develop and prepare their own plans although they need to be consistent with the plans of other spheres.

For the effective operation and democratization of the new system of local government and operation of the IDP, capacity development would play an integral part. According to Mhlaule (1994) capacity building consideration also influences the government efforts to increase grassroots participation through strengthened local government organization. After the study conducted by the World Bank in Sub-Sahara Africa it was reported that development depends on the capacity to initiate, sustain and accommodate change. The problems identified in this research resulted in the establishment of African Capacity Building Initiatives (ACBI) in February 1991 with the main sponsors being the World Bank, United Nations Development Programme and USAID. The main aim of the ACBI
is to build and strengthen local capacity and development management in Sub-Saharan Africa (Akouko, 1994). Similar to this the USAID joined hands with the DPLG in the democratic South Africa to build the capacity of the new local government municipalities in order to facilitate change. A nation wide training program for municipal managers, councilors, technical officers, and planning professionals was put in place before the second round of the IDP process to ensure capacity building into the powerless community members. The Municipal Structure Act 1998 also allows the municipal area if it lacks necessary capacity, skills or experience to establish a clear strategy to build or acquire the necessary capacity through developing skills of existing staff, hiring new staff with necessary skills and/or experience, and outsourcing to consultants, or NGO's. The Gear strategy as initiated by the government in 1996 implies that the local government should enhance private sector involvement in development through investment (Rauch, 1999).

3.2.2 Performance management system

It is always necessary to measure and monitor performances in order to assess whether targets are being met and broader development objectives achieved. In 1985 the National Association of School of Public Affairs and Administration (NASPAA) developed Management Resource Unit as requested by the USAID for the SADCC regional training council. The intervention was designed to support the council and the management unit as it developed a capacity to provide assistance to regional and national management training institution in both the public and the private sector. MRU was an organizational assessment model based on professional collaboration of Africa and United States professionals (Mhlaule, 1994).

South Africa also realized the importance of performance management systems in the public sector for service delivery monitoring for the national and provincial Departments. The white paper on local government of 1998 developed within the constitutional framework identifies IDP and performance management as basic tools for realizing developmental local government. The performance management framework draws on international experiences of countries such as United States of America, United
Kingdom, Canada, New Zealand, and Australia and checked against the local realities to develop a truly South African Performance management system for local government (Introduction to Performance Management, 2001). The Municipal Systems Act 2000 emphasised and places responsibility on council to adopt the performance management system (Municipal Systems Act, 2000).

3.3 Conclusion
From the early development of the local government and municipal institutions, such institutions were not meant to be capacitated but rather to function as agents of the apartheid government. For this reason they remain incapacitated especially the black local municipalities. Even in the second world war period when the scope of the local activities was broadening up the issue of capacity within the black local municipalities remain under stressed because of the political system. Regional planning in South Africa around 1960s did not do anything to better the black local municipalities because development was only concentrated around what use to be called white areas, which actually exacerbated poverty in African municipalities.

Local government capacity during the 1980s was mostly influenced by the international trends especially the Structural Adjustment Program's (SAP) calling for the cutting of the local government expenditure, which confronted by uprising during 1980s in South Africa by uprising. Changes that have taken part within the local government came as a demand by the citizens for power. But the question of capacity within the local municipalities remained at large. It could be realised that incapacitation of local municipalities was deliberated in South Africa and used as a tool to defend apartheid. The same political system made it impossible for the international capacity building mechanism and initiatives such as ACBI to assist locally and resisted the international influence through the use of force. International capacity building initiatives only became apparent in the new democratic era where the gap was by then massive. Planning was mostly determined by the central government and the role of planners was hence to implement what planned above.
CHAPTER FOUR

IDP PROCESS AND THE REQUIRED CAPACITY

"To achieve developmental outcomes require significant changes in the way local government works. Integrated development planning assists municipalities to become more developmental" (Pycraft, C. 1988: 27).

Integrated development planning was initiated to empower municipalities to be strategic thinkers and innovative in utilization of resources disposal to them for their own benefit and development. The municipal systems Act, 2000 lays down the process and principles according to which municipalities should operate in developing and implementing their Integrated development Plans. Although the principle of integrated development planning asserts that municipalities should develop their integrated development plans in line with their budget or capacities to handle them it does not automatically over-rule the question of whether municipalities do have the capacity to implement integrated development planning. Municipal Systems Act 2000, Development Facilitation Act 1995 and other legislation together with the white paper on local government 1998 put down general principles of the process within which the general basic capacity requirements could be deduced apart from the municipal individual integrated development plans.

This Chapter gives a brief background of local government in order to situate the Integrated Development Planning within the South African system of local government and to show how it has emerged. The chapter further explores the process and basic principles of integrated development and the performance management systems in order to deduce the required capacity for their development and implementations.

4.1 BACKGROUND: LOCAL GOVERNMENT IN TRANSITION
Political instability that dominated the mid 1980s led to the decline of the old system of local government with the boycotts that severely affected even the white municipalities
and made negotiations inevitable. Through such negotiations between the local government and the local negotiating forums emerged the national reform process that began in 1990. As a result, Local Government Transitional Act was initiated in 1993 (Swilling et al, 97). Hymans (1994) evoked that in terms of this Act the transition at local level took place in phases:

Firstly, was the pre-interim phase that commenced with the promulgation of the Local Government Transitional Act and ends with the first municipal elections. Secondly, was the interim phase follows immediately after the first municipal elections and runs for three to five years. The interim system of local government comprised a number of different municipal institutions:

- Metropolitan councils with metropolitan local councils
- District councils that serve the areas of high population size
- Transitional local council in both urban and rural towns
- Rural councils, which comprised of three forms in rural areas.

During the interim phase it was realized that the transition process and delivery on new municipal mandates could not be achieved within that existing institutional framework hence new local government system was inevitable. Municipalities that were amalgamated in 1995 from 1260 to 843 local authorities again had to be reduced to 284 municipalities in the municipal re-demarcation 2000, six metropolitan municipalities, 47 district municipalities and 231 local municipalities (Municipal Demarcation Act, 1998). It was realized that the transitional arrangement was inadequate in addressing many of the service delivery in governance and managing diverse problems. This led to the third and final phase of transition. The final phase was later amended and began when a new local government system was established (white paper on local government, 1998).

4.2 LOCAL GOVERNMENT PROBLEMS BEYOND TRANSITION
It was acknowledged that the local government still faced with additional challenges that actually led to the call for the developmental local government. Among other problems the white paper on local government (1998) and Municipal Demarcation Act (1998) outlines the following challenges:

Municipal Capacity Building and the Implementation of IDP
- Unequal distribution of service delivery in rural areas between municipalities that have real powers, capacity and resources.
- Unequal distribution of sources of revenue between formerly white areas and Africans.
- Many councils were simply not financially viable and turn to have a high backlogs in infrastructure.
- Lack of democratic and accountable local government since many parts of the country were served only by district councils.
- Broad need of creating municipal institution that recognizes the linkages between urban and rural settlement and between the suppliers of services and end users or consumers.
- Great spatial separation and disparities between towns and township and urban sprawl, which actually costs on the service provision and travelling to and from working areas.
- Need to build good relationship between the local government and the local communities, which they serve, and their ability to attract investment and make good relationship with capital markets.

In order to deal with the challenges outlined above the government has sought of developing and democratizing the local government and mandated it to be developmental.

4.3 LOCAL GOVERNMENT MANDATE
The South African constitution (1996) defines the role of the government in democratic country and mandated that they should be developmental. The white paper on local government (1998: 17) defines developmental local government as the local government that is committed to working with citizen and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

The National and the provincial government are obliged to ensure that local government are committed and capacitated to be able to fulfill their mandate. Local government as the selected government department was faced with a challenge of integrating and
coordinating government departments, non-governmental organizations and citizens' efforts to work towards a common goal. The mandate requires that municipalities must represent the interests of the community and to involve the local communities in planning process together with other stakeholders. This challenged the local government to be strategic, innovative and active as policy makers and thinkers and to serve as institutions of local democracy. To help them achieve this the national government put in place the integrated development planning as legislated in 1996.

4.4 THE INTRODUCTION OF INTEGRATED DEVELOPMENT PLANNING
The first integrated policy framework of the new democratic government was Reconstruction Development Program (RDP) developed in 1994 with a specific aim of eradicating poverty and to bring the government closer to the people. The integrated development planning finds its roots within this RDP framework especially when the program established the Forum for Effective Development Planning (FEDP), which proclaimed for the first time that integrated development planning could be the crucial strategy to facilitate integrated planning in South Africa (Harrison, 2001).

The idea of integrated development planning was legislated by the Local Government Transitional second amended Act 1996, when the RDP ceased to exist in that year. The Act carried forward the mission of the FEDP and nationalizes the integrated development planning by mandating that the local government should develop their integrated development plans for development of their own areas. The white paper on local government (1998) emphasized the adoption of the IDP and outlines its objectives. In the interim phase of local government transition process some local authorities undertook their first attempt of developing their IDPs but did not do so well. More emphasis was made by the municipal systems Act 2000, which tabulated the process and put principles of the integrated development planning. The second attempt started during the mid 2001 and municipalities were expected to submit their IDPs during March 2002.

4.5 INTEGRATED DEVELOPMENT PLANNING PROCESS
Section 25 of municipal systems Act 2000 requires that each municipal council must within a prescribed period after the starts of its elected term adopt a single inclusive and
strategic plan for the development of the municipal area. It requires that such IDP should integrate and coordinate plans and takes into account proposals for the development of the municipality. It further says that IDP should:

- align the resources and capacity of the municipality with the implementation of the plan.
- also form the policy framework and general basis on which annual budgets must be based.
- be compatible with the provincial and national development plans and planning requirements.

IDP binds both the district municipality and the local municipality and must determine procedures:

- For consultation between the district municipality and the local municipality during the process of drafting their respective integrated development plan
- To effect essential amendment to the framework

In the process of drawing up the integrated development plans each municipality is required to notify the local communities about the process it intends to follow and to determine their needs and priorities and to allowed and encourage them to participate in the drafting of integrated development plans. Municipalities also need to identify the traditional leaders and other role players in the process of drafting of the IDP. Local municipalities develop their local integrated development plans (LIDP) while the district municipalities draw up comprehensive integrated development plans for the whole district.

Municipal Systems Act 2000 gives the executive Mayor or committee of councilors the responsibility to manage the drafting of municipal IDP and to submit the draft plan to the municipal councils for adoption. The provincial MEC for local government monitors the process followed by municipality and assists them with planning drafting and adoption and reviewing of its IDP. The MEC integrates the development plans of different municipalities with the plans, strategies and programs of national and provincial organs
of the state. He/she also seeks to take any appropriate steps to resolve disputes of differences in connection with the planning drafting adoption or reviewing of an IDP between a municipality and the local community and different municipalities. For this matter the MSA requires that a copy of an adopted IDP be submitted to the provincial MEC who may approve it or require that the municipality in charge amend it. Municipalities are also required to review their integrated development plans annually in accordance with an assessment of its performance requirements and to the extent that changing circumstances so demand.

Section 26 of the Municipal Systems Act 2000 describes the core components of the integrated development plans namely:

- A vision for the long-term development of the municipality
- Assessment of the existing level of development or current reality in the municipality
- Setting goals
- Development of priorities and objectives for the elected term
- Development strategies
- Integrated spatial development framework
- Operational strategies
- Applicable disaster management
- Financial plan and budgets
- Performance management, monitoring and review

4.6 THE REQUIRED CAPACITY FOR THE IMPLEMENTATION OF IDP

4.6.1 What is municipal capacity in relation to the implementation of IDP?

"In the concept of sustainable development capacity could be regarded as the potential for something to happen" (Jonathan, 1997: 276).

A municipality that aims at the achievement of sustainable development and developmental mandate of IDP requires an adequate capacity that would serve as basic
tools for such performance. Each municipality is comprised of various interdependent components that together constitute the capacity of the entire municipality to implement IDP. While IDP does not represent a unit within the municipality, rather an administrative system or approach that the entire municipality should adhere to, the capacity to implement it would also concern the broad spectrum of the municipality.

The question could be what is the municipal capacity in relation to the implementation of the IDP. Hopkins et al (1985) pointed out the that the availability of institutional, human, financial, political and administrative resources is a key determinant in determining the outcome of decentralised programs to the lower level of the local government. These are the most crucial capacity resources that municipalities require to accomplishing their new tasks. Each component of the municipality as mentioned above, is discussed below to outline its most important aspect relevant to the implementation of the IDP.

**Institutional and administrative system**

Effective implementation of the IDP depends on the availability of adequate institutional structures both within and outside the Municipality. Institutional structures within the municipality are interdependent and work together as a unit to achieve things that they could not achieve individually. Internal institutional capacity include among other things: disaster management; GIS unit; research unit; environmental management; IDP representative forum; PMS unit and any other department that has a role to play towards the successful implementation of the IDP.

Externally institutional support is crucial for the municipality to be able to improve in service delivery, inject economic development within the concept of IDP they require capacity to be able to get into partnership with other service providers. They also need to have the capacity to undertake pre-feasibility study and ability to do some risk analysis. Final selection of service provider would require consensus of the stakeholders as well establishment of performance criteria.
Human resources
Just like the other components within the municipality human resource capacity is also crucial to the execution of the integrated development planning. Both the availability of sufficient personnel staff and availability of adequate administrative skill play a very crucial role in coping with the process of IDP (Manfred, 1998).

Financial systems
Implementation of IDP requires municipalities to have solid financial system. Municipalities require capacity to raise revenues that would enable them to implement IDP. The most fundamental areas that would play a crucial role in the strengthening of the municipal financial capacity would include: financial planning and management; revenue collection; and access to capital markets.

Political systems
Political capacity in relation to the implementation of the IDP focuses on the sound communication between the political leaders and their constituents in order to encourage democracy, transparency and accountability in local government affairs. Political leaders need to be familiar with the legislation that particularly define their roles, in order to enhance their capacity to successfully carryout their duties towards IDP.

It can therefore be learnt that the municipal capacity to implement IDP refers to the ability for the entire municipality to carry out its administration activities in a way that it would comply with the IDP requirements. It focuses on the organisation and stakeholders' resources, to deal with challenges of the new approach.

4.6.2 IDP Representative Forum
Each municipality is obliged to have IDP representative forum that would guarantee participation in the IDP process. The forum provides mechanisms for discussion, negotiation and decision-making among stakeholders. It further ensures communication among all stakeholders and monitors the performance of the planning and implementation process. A member of the Executive Committee or Executive Mayor or a
member of the Committee of Appointed Councillors chairs the forum. IDP steering Committee serves as the Secretariat. The IDP forum is comprised of members of the Executive Committee, Councillors, Traditional leaders, Ward Committee Chairperson, Heads of Department stakeholders representative, Advocate for organised groups, resource persons and community representative (IDP guide II, 2000).

Figure 4.1: The Proposed Organizational Arrangement

4.6.3 Adequate political systems
Implementation of IDP at the local level requires councilors conversant with a clear understanding of the legislative framework surrounding their institution and their mandates in terms of power and functions. There should be good relationship between elected leaders and their constituencies for effective identification of needs and priorities.
Both the constituencies and the councilors need to be aware of the reporting responsibilities occurring between those bodies. Good political leadership also plays a crucial role in the building of partnerships between the municipality, communities, business, labour and other public agencies. Effective implementation of IDP process requires fair representative environment. Municipality also need to play active role in ensuring that representatives from a marginalised groups (women, disabled and the poor) are encouraged to take part in elections (Municipal System Act, 2000). These can be done through running support programmes which provide information to prospective candidates on issues such as electoral systems, processes, functioning, and operations of local government as well as skills building in areas such as public speaking, organised public meetings, fund raising and so forth.

Building a community-wide vision requires strong support for ward councilors to engage local communities in planning and budgeting processes, which are participatory and open. Within any committee system it is critical that councilors are provided with sound information as basis for decision-making. Committees with a policy focus require a broad base of information sources. According to the white paper on local government (1998) in such cases other options should be considered including:

- The establishment of policy research units.
- Contracting in policy research capacity.
- Joint research initiatives between municipalities.
- Establishment of relevant database.

4.6.4 Adequate administrative and service delivery

The South African constitution section 152 (1) specifies one of the objects of local government is to ensure the provision of services to community in a sustainable manner. To enhance quality of life the South African government announced the provision of 6000 free litres of water and 50 kilowatts of electricity per month to indigent people. Section 51 (2) of the constitution asserts that municipality must strive within its financial and administrative capacity to achieve its objectives. These requires an integrated administrative systems and structures to support service delivery. To this end implies:
• Adequate physical structures, operational equipment and information technology to be able to respond to the challenges of modernization.
• Establish anti corruption mechanisms.
• Establishment of research unit that would regularly update the status of indigent people
• Land management system
• Information and communicative systems to ensure coordination and synergy between various components of the municipal systems and other entities.
• Corporate unit that would co-ordinate activities of various departments within the municipality.

IDP further requires local government to engage in multiple partnerships to improve services delivery, economic development and benefit from economic of scale (Rauch, 1999). These involve assessing advantages and disadvantages of entering into partnership with the private sector and / or other interested organizations such as NGO's, PVO's, CBO's as well as other municipalities. To this end it requires the following capacity:
• Ability to carry out pre-feasibility study and elaboration of municipal system partnership projects.
• Technical, financial and economic analysis including risks analysis.
• Involvement of stakeholders in the selection of appropriate type of partnership through consultative and participatory approaches.
• Establishment of performance criteria.

For IDP and local government administration to be sustainable they need to have the capacity to integrate and interface with none municipal groups and interests, innovative new approaches to the traditional functions.

4.4.5 Efficient financial systems and structures
Without solid financial base, good financial management and planning is unlikely to happen. IDP must be based on good financial budgeting. There should be an equitable,
viable and stable local government fiscal system that ensure effective financial planning within municipalities and improve municipal access to capital market. Municipalities need to have access to adequate revenue source and be able to exploit them. They must be certain and be able to predict future revenue or income to allow realistic planning. This requires the capability of good financial planning, financial reporting, revenue collection, and access to capital and financial management information system.

IDP needs to be linked to the municipal budget to ensure that the income and available funds would be able to cover the expenditure. Effective financial management also embraces the fact that municipalities are able to cover costs of service delivery. They also need to have the capacity to analyse various policy alternatives available to increase revenue collection. It needs to have the capacity to regularly evaluate properties for taxation. Property evaluation could be done either by the unit inside the municipality or outside evaluators.

Participatory system in financial affairs requires an advocacy strategy that would stress the importance for the citizen to pay their rates and services and make them know of such importance. Local residents need to be physically involved in the process of financial administration they can provide necessary checks and balances. They can do this by participatory in the budget process to ensure that resources are being put to their best use municipal budgeting and financial planning must be opened for public scrutiny.

Tariffs must not unduly burden local business through higher tariffs, as these costs would affect the sustainability and competitiveness of such businesses or firms. Accounting and financial reporting procedures should seek to limit/minimize opportunities for corruption and municipalities should have strategies of dealing with corruption.

Municipalities also need to have capacity to access capital markets for both short and long-term loans. They need long-term loan to be able to invest in infrastructure. They should also have the capacity to establish partnerships with other entities be they public or private sector or NGOs, or CBOs. To win confidence of such partners good business plan would play a crucial role. Municipalities also need to be conversant about the

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funding mechanisms of international development agencies and international municipalities. To this end a good policy research unit, financial management system financial accountability and reporting and human resource development in financial management will play an important role.

Budget is the most important document in the process of IDP as it promotes financial viability and of the whole municipality's activities. Each municipality needs to have a consistent policy for dealing with a culture of non-payment of tariffs and needs to be noted during budgeting. Municipalities need to develop a clear tariff policy. Tariff enforcement needs to be linked to improved credit control mechanisms. Appropriate credit control is needed to build on municipal long-term financial viability by collecting the revenue due to it. It needs to have accessible mechanisms to enable poor households to apply for a rebate on service charges. Municipalities are also required to ensure full community participation in the budgeting process and to align budget preparation with the IDP process.

4.6.6 Environmental Structures.
It is a requirement that municipal development strategies must take into consideration environmental problems, threats and environmental assets, which require protection and controlled management. It is up to the IDP representative forum to decide whether or not a certain environment issue will become a municipal priority issue. One technical officer will be needed to be able to compile existing information on environmental problems and risks based on available reports and consultation with environmental stakeholders and promotion agents. Provision of new information is done on a district-wide scale and initiate by the district council unless the local municipality has the capacity to carry out a specific study on specific environmental issues in its own areas. Involvement of the environmental stakeholders and specialists in the IDP representative forum forms an integral part.
4.6.7 Sounding disaster management unit
The white paper on local government requires municipalities to have the capacity to coordinate resources and capacities of government tiers to prevent disaster where possible and deal with them effectively when they do occur. Each municipality should proactively plan for the prevention and management of disaster. In order to effectively identify and deal with the possible hazards and risks, direct involvement of communities in planning and implementation must be guaranteed. Disaster prevention and preparedness should be an integral part of development policy. Each municipal should also establish links with the department of defense, which has got various disaster management and civil aid capacity to assist in crime prevention and functions of disaster management.

4.7 PERFORMANCE MANAGEMENT PROCESS
The White Paper (1998) and the Municipal Systems Act (2000) require that municipalities should promote culture of performance management among its political structure, political office bearers, councilors and in administration of its affairs in an economical effective, efficient and accountable manner. It is a requirement that executive committee or mayor of each municipality should manage development of the municipality's performance management system and submits the proposed system to the municipal council for adoption. The components of Performance Management System (PMS) as outlined in the municipal systems Act include:

- Key performance indicators for managing performance regarding municipal's development priorities and objectives
- Measurable performance targets with regards to each of these priorities and objectives
- Regular reporting of performance management system to the council, other political structures, political office bearers and staff of the municipality and to the public and appropriate organs of state
- Publish an annual report on performance for the councilors, staff, the public and other spheres of government
• Incorporate and report on a set of general indicators prescribed nationally by the minister responsible for local government

• Conduct an internal audit on performance before tabling the report and have their annual performance auditing by auditor-general

• Involve the community in setting indicators and targets and reviewing municipal performance.

The legislation further requires that municipalities involve the local communities in the development, implementation and review of the PMS and to participate in the setting of appropriate key performance targets for the municipality.

4.7.1 Performance management audit

Section 45 of the Municipal System Act 2000 requires that results of performance management must be audited both as part of the municipal’s internal auditing procedures and annually by the auditors general. The annual performance report should be prepared for each financial year. Annual report needs also to reflect financial statement for that particular year. It is also required that the municipalities must inform the local community of the meetings or meeting of the council at which the municipality’s annual report is tabled and discussed. It needs to adopt its annual report and make copies available to the interested public, organization and public media. A copy of the report is submitted to the MEC for local government in the province and Audit General. PMS needs to be carefully designed in order to reflect the efficiency quality and value- for money.

4.8 REQUIRED CAPACITY FOR THE EFFECTIVE PMS

For the effective implementation and development of the performance management system (PMS) municipality should have a project team, which will need to be led by a senior manager. It is also recommended that the senior manager and project team serving in the PMS be involved in the IDP team. The recommended organogram is where the team will in turn account to the executive mayor or the executive committee and finally, council. Below is an example of the recommended organogram in the internal and institution arrangement:
Municipalities are expected to identify all stakeholders for the development and implementation of its performance management systems. To this end they need to form structures that would facilitate the meaningful participation of stakeholders in the development and implementation of PMS and ensure that its process is inclusive participatory and transparent. The common stakeholders for all municipalities include Citizen/ communities (civics, CBOs, ward committees, NGOs, PVOs and Business organizations); Officials (Municipal manager, Management team, line manager, employees, organized labor); Councilors (mayor, executive committee, portfolio committee, council); Partners (public partners, private partners, service providers). Each of these categories has a role to play in developing and implementing the PMS. The developed structure would facilitate the meaningful participation and coordination of this participatory process.
It is also the requirement that the two committees of IDP and PMS be integrated since the two processes are inter-linked. While IDP deals with planning part PMS fulfils implementation, management, monitoring and evaluation of the whole development process.

The System Act also requires that local government municipalities set their indicators in which case political leadership and communities are centrally involved. Municipalities are required to develop performance management framework for undertaking performance measurements. In order to do this municipalities are to develop performance measurement model or adopt the one developed by DPLG as shown below:

Figure 4.3: The South African Excellence Model

The model looks at different aspects of organizational performance and allocates scores. It focuses on assessing whether: the policy and strategy are correct, the impact of the results on society, resources is spent appropriately, and that processes yield results. Municipalities also need to develop a monitoring framework that identifies the roles of the different role-players in monitoring and measuring the municipal performance. The success of the implementation of the municipal performance management system rests upon the capacity of line managers, executive managers, councilors, citizen and communities to fulfill their role. Training and ongoing support need to be provided for managers and have it integrated into management development program. Special training and support program for councilors could be integrated into a holistic council training program. As far as possible the training and support for managers, councilors and the public should be provided internally.

4.9 CONCLUSION
From the above discussion it is clear that with the new system local government was established and inherited capacity problems from the apartheid government. When functions were created and some devolved from the national and provincial to local government planning with regard to capacity development was overlooked. It was for this reason that the first round of the IDP did not yield results. The problem of capacity was initially reflected in the Development Facilitation Act 1995's mandate of Land Development Objectives, which also did not do so well. Again local government struggled with the capacity to implement the Local Economic Development mandate, which is also embraced within the integrated development planning approach. The issue of capacity cannot be neglected if developmental mandate is to be achieved.

The new system of local government as put in place by the Municipal Demarcation 1998, Municipal Structures Act 1998 and the White Paper on Local Government 1998 was faced with a huge backlog and challenges against limited capacity to meet them. The gap between the required capacity and the available local government capacity began to be apparent with the introduction of the notion of developmental mandate.

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Although IDP was introduced to enable local government to be to counter those challenges and problems to handle and implement it resemble another challenge that require serious considerations.

This chapter has explored the process of the IDP and performance management systems from the general perspective to determine capacities that municipalities in general would require for effective implementation of the integrated development planning and the performance management systems. The forthcoming chapter focuses on the case study of Mopani District Municipality to explore municipal individual integrated development plan and to deduce from it the available capacity to implement its plans and strategies. So that introduction and conclusion could be drawn.
CHAPTER FIVE

CASE STUDY: MOPANI DISTRICT MUNICIPALITY

While the proceeding chapter has explored the processes and basic principles of IDP and PMS to determine the capacity required for the successful implementing of the two processes, this chapter focuses on the municipal individual integrated development plan of the study area. The rational is to explore its integrated development plan and performance management system against the capacity to implement the two processes as outlined in the preceding chapter. The chapter begins by giving the summation of the selected Mopani district's important elements of their IDP. From the System Act, other literatures and district's Integrated Development Plan, questions are formulated and administered in the study area in order to determine whether municipalities posses adequate capacity to implement the IDP. The chapter further indicates how questions were structured and presents the interview findings and interpretation per each question of the interview.

5.1 ABOUT THE CASE STUDY

Mopani district municipality is a Category C municipality established in terms of the Municipal Structures Act 1998 and comprises of four category B municipalities: Greater Tzaneen local municipality, Greater Letaba local municipality, Greater Giyani local municipality and Ba-phalaborwa local municipality (see map on the next page). The Mopani District area of jurisdiction extends over approximately 11097 sq. km. The district is situated in the Northern Eastern part of the Limpopo Province, approximately 170 KM north East of city of Polokwane (Petersburg). The estimated population of the Mopani District area is 993 605 and distributed as follows Greater Tzaneen has 411 350, Greater Giyani has 234 882, Greater Letaba 222 239 and Ba-phalaborwa has 125 134 total population.
5.2 SUMMARY OF INTEGRATED DEVELOPMENT PLAN OF MOPANI DISTRICT MUNICIPALITY

"The vision of the Mopani district Municipality is: to be a leader in the promotion of sustainable social, physical, economic well-being for the enhancement of quality of life for its people" (Mopani District Municipal IDP, 2002: 46).

5.1.2 District service backlogs

Service backlog in the Mopani district could be reflected in water, sanitation, electricity, housing and roads. The table below presents the service backlog in the four local municipality of the Mopani district.

<table>
<thead>
<tr>
<th>Local municipality</th>
<th>Water</th>
<th>Sanitation</th>
<th>Electricity</th>
<th>Housing</th>
<th>Roads</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greater Tzaneen</td>
<td>-78km bulk supply</td>
<td>-24490 pit latrines</td>
<td>-22489 connections</td>
<td>-27 769 h/h units</td>
<td>-158km RD rehabilitation</td>
</tr>
<tr>
<td></td>
<td>-84km network</td>
<td>-46500 maintenance on existing pit latrines</td>
<td></td>
<td></td>
<td>-2348km gravel</td>
</tr>
<tr>
<td></td>
<td>-74448 meters</td>
<td></td>
<td></td>
<td></td>
<td>-523km gravel</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>-1520km grading</td>
</tr>
<tr>
<td>Greater Letaba</td>
<td>-36 771 H/H</td>
<td>34965 H/H</td>
<td>32505 H/H</td>
<td>16810 units</td>
<td>-</td>
</tr>
<tr>
<td>Greater Giyani</td>
<td>25 000 H/H</td>
<td>-</td>
<td>-</td>
<td>25000H/H</td>
<td>3500km</td>
</tr>
<tr>
<td>Ba-phantalaborwa</td>
<td>-24 750 H/H</td>
<td>33300H/H</td>
<td>3461 H/H</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Mopani District Municipality integrated development plan, 2001: 21
5.1.3 The District financial situation
The District has the projected income for the financial year 2001/2002 of R89m while the projections for the financial year of 2002/2003 amounts to R112m and R 150m for 2003/2005 financial years.

5.3.1 The municipal priorities
- Roads, streets, bridges and storm water;
- Health and health facilities;
- Education and education facilities;
- Social facilities (community halls, recreation facilities, schools for disabled, etc);
- Waste management; and
- Housing
- Institutional capacity of municipalities; and
- Safety and security

5.4. RESEARCH METHODOLOGY
Research work was undertaken during the September study break at the Mopani District Municipality. The district has four local municipalities within which only two municipalities have been covered in the research. Greater Tzaneen local Municipality and Greater Letaba local municipality are amongst the four local municipalities in the district that have been covered. The municipal manager at the district level, municipal manager at Greater Letaba and Assistant manager appointed by the municipal manager at Greater Tzaneen municipality were all interviewed. Two IDP management staffs from each municipality of the three were interviewed. Six ward Councillors were interviewed form Greater Tzaneen and Greater Letaba local municipality. Since the research work and its questions were mainly qualitative in nature it was deemed necessary to present the collected data and response per each question in a tabulated form.
5.4.1. Presentation and analysis of research results

Table 5.2: Summary of interview outcomes per question

<table>
<thead>
<tr>
<th>RESEARCH QUESTION</th>
<th>SUMMARY OF RESPONSES PER QUESTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>OBJECTIVE 1. Questions were targeted to the three municipal managers to assess the municipal institutional, financial and human resource capacity to handle long term and short term challenges of integrated development planning at a district and local municipal level</td>
<td></td>
</tr>
<tr>
<td>1.1 Do you have a policy research unit or researchers? If no how do you keep abreast with new information outside the municipality?</td>
<td>Respondent from the district indicated that a policy research unit is still to be established within the District Municipality. While there is no indication of establishing such a unit within the other two category B municipalities. However one respondent asserted that each department has the responsibility to make its own research in each area of concern hence deem it unnecessary to have a research unit since they found it to be a one-time activity. The other local municipalities also rely on the information acquired through IDP workshops and seminars.</td>
</tr>
<tr>
<td>1.2 Does the district municipality and their local municipalities have GIS units? If no who does the geographical information work for you?</td>
<td>According to the respondents the entire district together with the other two categories B municipalities do not have the GIS research unit as yet. Respondent at the district level indicated that it is in the</td>
</tr>
<tr>
<td>1.3</td>
<td>Do you have a cooperate unit that coordinates the activities of all various departments? If no who monitors and integrate the departmental progress and activities.</td>
</tr>
<tr>
<td>1.4</td>
<td>Is your municipality able to get into partnerships with other private service providers?</td>
</tr>
<tr>
<td>1.5</td>
<td>Do you have a unit/section that deals with environmental issues?</td>
</tr>
<tr>
<td>1.6</td>
<td>Do you have a disaster management unit?</td>
</tr>
<tr>
<td>1.7</td>
<td>Do you have a performance management task team that specifically deals with the development and implementation of Performance Management System?</td>
</tr>
<tr>
<td>1.8</td>
<td>Is the district municipality capable to access both long term and short-term loans? If not what could be the reason?</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>1.9</td>
<td>Are there any problems associated with integrated grants from the national government, and are there any other Non-Governmental organisations that provide municipalities with loans or funds?</td>
</tr>
<tr>
<td>1.10</td>
<td>Is the municipal's own revenue sufficient to fund IDP and municipal development projects? If not what do you do to augment your income and still comply with the developmental mandate?</td>
</tr>
<tr>
<td>1.11</td>
<td>Are you familiar with any international funding mechanisms?</td>
</tr>
<tr>
<td>Question</td>
<td>Response</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>If yes which ones and to what extent do you find them helpful?</td>
<td>USAID, KELOGS, FORD, DANIDA and DPID. The other two respondents indicated to be not yet familiar with any international funders.</td>
</tr>
<tr>
<td>1.12 Are you able to recover all payments for service charges? If not what could be the problem?</td>
<td>The two respondents from the two local municipalities together share the view that about half of consumers do not pay charges for services they consume. They both indicated poverty, unemployment rate and reluctance as issues behind the notion of nonpayment of services.</td>
</tr>
<tr>
<td>1.13 Do you have any policy to deal with a culture of non-payment?</td>
<td>Two respondents from the two local municipalities commonly agree to have a policy to deal with a culture of non-payment that includes termination of supply of services to consumers concern while urging them to pay the amount due, failing which the culprits are brought before the court of law.</td>
</tr>
<tr>
<td>1.14 Are there training and ongoing support provided for management and a management development program in each local municipality? If yes who provides them.</td>
<td>From the district level respondent have asserted that they receive training from the national DPLG training program, training provided by some NGOs for individual. Two respondents from the local municipalities indicated that there are training programs by DPLG for all employees while SALGA also provides regular training for the ward councilors.</td>
</tr>
</tbody>
</table>
OBJECTIVE 2. Target groups were the IDP management staff from the three municipalities. The idea is to determine whether the municipalities have adequate administrative capacity to successfully execute the IDP process.

| 2.1 | How long did it take you to develop your integrated development plan and what were the associated problems that you have encountered during the IDP formulation stage? | Respondents indicated that it took the first local municipality 12 Months to complete their IDP. Shortage of human resources with adequate skills was attested to be a problem. The second respondents from the local government confirmed that they took 15 Month to complete theirs. The problem associated with such delay was said to be including poor attendance by the ward Councillors as well as lack of skilled personnel. The third respondents reflected that delays by the other local municipalities contributed to the delay of the compilation of the district's IDP since the comprehensive IDP is based on the local municipal's IDPs especially by the newly established local municipalities outside the study area. |
| 2.2 | What are the financial shortcomings that you have identified during the formulation of integrated development plans and what could be the potential constraints that might hamper the smooth running of IDP? | The first respondents indicated that the IDP initial phase was not budgeted for hence they were financially under stressed. The respondent identified lack of cooperation within the municipality as the potential problem that might hinder the smooth running of IDP. The second respondent reflected that since IDP was new it was |
difficult to draw an accurate budget. The respondent reflected that because of the lack of experience the first implementation might resemble a learning stage. The fourth respondent attested that high unemployment rate might still undermine the implementation of IDP in future. The fifth respondent mentioned that they had a problem insufficient financial support to can pay for the work outsourced to the consultants. Such respondent mentioned the future implementation of the IDP would require sufficient personnel. The last respondent indicated that the lack of sufficient national grants especially in rural areas to fund major IDP projects might hamper implementation of IDP. Such respondent also mentioned that poor financial administrative capacity at a local municipal level might also hinder effective implementation of IDP.

<table>
<thead>
<tr>
<th>2.3</th>
<th>Are the other staff members in various municipal departments aware of the process of IDP? What are their responsibilities towards the process?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>All of the six respondents commonly agreed that all staff members within the municipality are aware with IDP. Two respondents see the role of the other staff members towards IDP as to formulate their own departmental strategies for the matters within their functional areas. The third respondent sees the other staff members as having a major role to play in the drawing up of municipal budget. The fourth respondent indicated that</td>
</tr>
</tbody>
</table>

Municipal Capacity Building and the Implementation of IDP
<table>
<thead>
<tr>
<th>Q.</th>
<th>Question</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.4</td>
<td>Is your municipality able to get into partnership with other service providers?</td>
<td>All respondents from the two municipalities agreed that they have good relations with private service providers such as waste management and various consultants.</td>
</tr>
<tr>
<td>2.5</td>
<td>Do you know of any human resource problem that could perhaps hamper the smooth running of the IDP? Explain</td>
<td>Half of the respondents view the lack of adequate skills and mismatch of skills and experience between those long acquired and those required to implement the IDP process was identified to be affecting municipal administration with the potential of further going to impact on the implementation of the IDP. The other half identified shortage of skilled personnel as a potential treat for the implementation of IDP.</td>
</tr>
<tr>
<td>2.6</td>
<td>To what extent is the IDP linked to budgeting?</td>
<td>Three respondents indicated that the present municipal budgets have been completed in line with the integrated development projects. Three respondents agreed that needs were prioritized on the basis of the available budget.</td>
</tr>
<tr>
<td>2.7</td>
<td>To what extent does the PMS task team collaborate with the IDP task team?</td>
<td>To all the three municipalities the same members of the IDP Representative Forum plays a leading role in the development and implementation of the PMS.</td>
</tr>
</tbody>
</table>

Municipal Capacity Building and the Implementation of IDP
| 2.8 | Who facilitates and monitors meaningful participation of stakeholders in the development and implementation of PMS? | All respondents reflected to be having the stakeholder structure that facilitates participation. At the municipality, meaningful participation of stakeholders in the process of PMS is facilitated and monitored by municipal managers, communication section, strategy and Development Manager, Human Resource and Cooperate Manager. |
| 2.9 | Do you have a performance management framework for undertaking the performance measurement? If yes briefly explain how it works. | Only one of the three municipalities has indicated to have yet developed their performance management framework. |
| 2.10 | Do the local communities participate in budgeting? Please explain how. | Respondents from one local municipality indicated that the local communities are involved in the municipal budgeting through participating in public hearings held in Greater municipal area. To the second municipality their ward Councillors only represents the public. |
| 2.11 | Do the IDP and Budgeting take into consideration the provision of free basic services of water and electricity? If not why? Please explain | Respondents from one municipality have indicated to be delivering free basic services to some people who are not purely indigent people. Behind this problem is the lack of basic infrastructure in areas where pure indigent people are concentrated (far less developed areas). The provision of such free basic services is not included in most of the municipal's IDPs the reason being that they do not have the capacity as yet while to some |

Municipal Capacity Building and the Implementation of IDP
OBJECTIVE 3. Respondents were three ward Councillors from Greater Tzaneen and three from Greater Letaba Local municipality to determine whether political leaders are clear about their role towards the development and implementation of the IDP.

| 3.1 | What do you think IDP is all about? | Of the six respondents two understand IDP as an integrated development plan that is aimed at improving people's lives through service delivery. The third respondent understands the IDP as a five-year development program to be followed in the process service delivery. The fourth respondent understands IDP, as the processes of involving the public in the running of their local municipality through public participation in need identification. The fifth respondent says IDP is directed to rural communities where there is large backlog in terms of basic services and poverty to help alleviate poverty. Two respondents commonly understand IDP as the municipal development plan through which local communities are involved in planning and developing their own areas. |

| 3.2 | What do you think could be your role towards the process of IDP? | The first respondent sees the role of ward councilor as to facilitate the process of identification of community needs and |
priorities and to submit them to the council for the formulation of IDP. The second respondent identifies their role as to represent constituents and their needs to the municipality and to update them with new developments and programs. The third respondent identifies his role as to encourage public involvement and to make them contribute towards the process of IDP. Two respondents commonly understand their role towards IDP as to update their communities with IDP programs and projects and to advice them about how they should take part. The last respondent sees his responsibility as the middle people who link the community with the government and facilitate communication between the community and policy makers to make informed decisions.

<table>
<thead>
<tr>
<th>3.3</th>
<th>What is the legislative framework associated with the process of IDP that you know of?</th>
<th>Of the six interviewed ward councilors five of them are not familiar with any legislation framework around IDP. One councilor indicated to be familiar with the Municipal System Act 2000.</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.4</td>
<td>What methods do you use to communicate with your constituents in the process of identifying needs and priorities?</td>
<td>All respondents within various communities commonly use community meetings. Three respondents further added that they also meet with schools and church leaders to identify some other needs and priorities</td>
</tr>
</tbody>
</table>
Do you deem necessary to engage the local communities in municipal planning and budgeting? Explain why

The first Respondent indicated that involving the community in planning and budgeting, is the most integral part of IDP because they are the best people who know their area than anyone and to whom development is directed. Two respondents indicated that involving the community in planning and budgeting makes the community feels part of the whole process and helps to eradicate the culture of non-payment of services. The fourth respondent says as the key stakeholders, communities provide information upon which development and budgeting should be based. Two respondents indicated that it is only possible in principle but it is not easy and time consuming to involve the public in budgeting and planning.

What is the role of the local communities towards the IDP? And do they do?

All respondents mentioned the point that community's role is to provide the information about their needs for Prioritisation. Out of the six respondents half also added that the community also has a role to play towards IDP by participating in budgeting.

How would you judge the rate at which the community involves itself through public meetings in planning at your area? GOOD /

Four respondents answered that public participation in their areas is poor, while two respondents answered fair.

Two respondents indicated that the reason
<p>| 3.8 | Do you feel that you are supplied with adequate support and information by the municipality and other stakeholders to be able to make decisions both at a local and municipal level? If not what could be the problem? | Three respondents indicated that support from the municipal level in the form of training is minimal; they mentioned that the only received training when they resume their duty. One other respondent indicated that traditional leaders give little support to the politically appointed leaders, which is actually impeding clear communication with the local people. Attested reasons include the fact that some traditional leaders feel disempowered by the new system hence reluctant to take part. Two respondents indicated to be comfortable with the support they receive from the municipal areas. |
| 3.9 | What do you think could hamper | One respondent identified poor attendance for poor attendance could be associated with lack of motivation amongst the community. Two said people are just ignorant. One respondent mentioned that they lack confidence in the IDP process. While the last respondent said they regard it as political hence do not want to participate in politics. |</p>
<table>
<thead>
<tr>
<th>The smooth running of the IDP in your own line function?</th>
<th>by the public during the community meetings as one critical issue. The second respondent identified high rate of unemployment as a potential challenge to the IDP. Two respondents identified inadequate financial support from the other tiers of government to reflect a serious problem. The fourth respondent further identified lack of commitment by other ward councilors. Conflicts between the ward councilors and municipal managers are amongst the other problems identified in one local municipality.</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.11 Is there any special training support program specifically for councilors?</td>
<td>Half of the interviewed agree that they receive training from NGOs and some from SALGA while the other half has indicated that they only received some training during their first days in their offices.</td>
</tr>
</tbody>
</table>

### 5.2 RESEARCH FINDINGS

It could be drawn from the case study and problem statement that was discussed earlier in the discourse the municipal capacity constraints that could hinder the implementation of the IDP. Municipal capacity problems are categorized into financial, institutional, political and administrative capacity.

#### 5.2.1 Financial capacity

Municipal financial capacity appears to be one of the most basic requirements for the implementation of the IDP strategies, projects and programs that would address the prioritized needs and to maintain the existing infrastructures and economic activities
within the municipalities. Some local municipalities still operate within limited budgets. Financial incapacity within the local government municipalities emanates from many divergent issues that could not be effectively dealt with by the single municipal capability but requires integrated efforts. Below are some of the financial incapacity problems that were identified in the research particularly the case study:

- National grant is inadequate to fund projects specifically in rural areas where there is limited resources and little revenue base;
- Insufficient financial management skills within the local municipality to be able to manage and channel the grants for effective development and lack of credit worthiness to some of the local municipalities;
- Insufficient revenue base and the and low payment of services or cost recovery;

5.2.2 Institutional and administrative capacity

It could be deduced from the study area and the other local municipality did experience some difficulties especially during the initial phase of their drawing up of their integrated development plans. The problem is reflected in the delay that has occurred in the compilation of their integrated development plans. It was established during the research that at the district level, no organogram is yet in existence. The district municipality has in its place, so far, a draft organizational structure. However, the two local municipalities indicate better-established structures in that they have their own organogram in place (see figure 4.1), but to certain extent lack commitment by some stakeholders. Below are some of the additional problems identified in the municipalities' understudy:

- Some municipalities especially the newly established municipalities do not have the performance management framework as yet.
- In some of the local municipalities, the new process of integrated development planning has not yet been adopted as a new administrative approach. Such municipalities turn to repeat the mistakes committed by the local authorities during the first attempt of the IDP of using consultants even in activities that requires full community participation while handled by the municipality.
- Lack of research and GIS units in most of the local municipalities.
• Lack of municipality capacity to can be able to deliver the government's free basic services because of inadequate infrastructural facilities in rural areas where the most of indigent people are concentrated. To some, IDP is still no yet internalized into everyone's day-to-day administration of municipal affairs and continue to follow the obsolete style of administration

• Limited public participation

5.2.3 Political capacity
Local authorities have the primary task of providing sound and accountable government to its constituency. The objective in this regard is to forester interactive relationship between elected local governments and their communities to encourage accountability in local government affairs. Good relationship between the political leaders and their constituencies is critical in the process of identifying community needs and priorities within each local municipality. In terms of Municipal Structures Act (1998) both the traditional and elected political leaders have great influence in the developments that affect their areas. Few problems regarding the political system could be identified:

• It could be deduced that the traditional authorities are reluctant to take part in the administration of the local municipality within their jurisdiction. The working relationship between traditional authorities and elected political and the council is not the pleasant one.

• Ward Councillors have proven to be not very much conversant about the legislative frameworks even the most important ones such as the Municipal Structures Act that defines their role.

5.2.4 Human resource capacity
Human resource has a crucial role to play in implementation of the IDP. Although the training program that have been developed ever since the first phase and before the commencement of the second phase of the IDP a lot have been achieved but there are still some human resource shortcomings that require attention.
- The lack of some institutional structures as mentioned above such as municipal research units and geographical information systems is associated with the lack of skilled personnel to handle the tasks.
- The lack of adequate human resource capacity within municipalities is reflected through inadequate financial administration skills to can be able to manage the municipal own revenue and grants from the other tiers of government.
- Municipalities also reflected to be lacking project management personnel with adequate skills to identify and manage IDP projects.
- Human resource capacity is also characterised by the lack of commitment amongst the municipal employees in the process of IDP especially from the seconded employees from the other government departments.

The next coming chapter intends to outline the problems that have emerged in this chapter and develop some planning proposals to deal with them.
CHAPTER SIX

PLANNING PROPOSALS AND RECOMMENDATIONS

"Attempts to avoid the difficult question that implementation often poses can lead to the dangerous situation of choosing a policy or planning strategy that requires a very little implementation rather than a more effective policy that demands rigorous implementation resources" (Louis, A et al 1994. 125)

Planning and formulation of policies and strategies for development could be regarded as an end product of the series of activities and decisions. This process is intended to influence the future course of action in accordance with developmental mandate and implementation of integrated development planning. The three tiers of government at which policies are made, articulated and implemented also affect policy formulation.

It would be an incomplete task to explore and identify capacity problems within the district and local municipalities without development of planning strategies and policies to can enhance municipal capacity to be able to carryout and implement integrated development planning.

As a concluding chapter the rational of this chapter is to develop planning proposals and recommendations to counter capacity backlog that were raised in the initial chapter and confirmed during the research work and coupled with some more capacity problems that has emerged throughout the research process.

6.1 CAPACITY PROBLEMS IDENTIFIED FROM THE STUDY AREA

• Inadequate national grants to the local municipalities to fund projects particularly in the poor villages that have limited or no resources.
• Inappropriate financial management skills at a local municipal level
• Lack of policy research unit in the entire district.
• Lack of GIS unit in the entire district.
• Some community members are not aware of the IDP process hence cannot undertake their role.
• Inadequate expertise for monitoring quality of the services that is being provided by the private service providers.
• Lack of environmental management unit in some of the local municipalities
• Lack of commitment to the process of IDP by the other municipal staff members and the ward councilors
• Inadequate and mismatch of skills and experience between those required and the possessed.
• Culture of non-payment of services by consumers.
• High rate of poverty and unemployment.
• Lack of commitment and poor attendance of the public in community meetings.
• Inappropriate performance management system
• Inadequate capacity to provide free basic services
• Inadequate training to some ward councilors

6.2 THEORY, PROBLEM JUSTIFICATION, PROPOSAL AND RECOMMENDATIONS

It has emerged in this research that the complexities and other problems surrounding municipalities’ ability to execute the IDPs emanate from various aspects relating to the manner in which they were initially perceived by government, the people it was supposed to serve, business sector and other interested parties. It is for this reason that municipalities, particularly traditionally black municipalities find themselves faced with the challenge of implementing the integrated development plans which proves to be a difficult task.

However, it remains a central issue to these municipalities to work closely together with other stakeholders within their jurisdiction in a collaborative manner to plan as well as to implement the IDPs. To achieve the objectives of the integrated development plans,
stakeholder participation remains a priority whereby the participants need to be given a platform for deliberations on issues that are of interest to them (David and Innes, 1996).

With regard to this, there are selected planning theories that can be applied with the purpose of addressing the problems facing the implementation of the IDPs in the municipalities’ understudy as well as stimulating and enhancing stakeholder interest in this process. It is clear, however, that the "collaborative nature" of stakeholders is essentially lacking. The application of Collaborative Planning Theory therefore would be very appropriate to the course of the municipalities' integrated development plans successful in terms of planning and implementation. Taylor (1994) argued that for a decision to be rational it should be reached through deliberations involving all stakeholders, where all are equally empowered and fully informed. In the participation by stakeholders, Consensus Building will also form an integral part in pursuing the IDP process and the realisation of its objectives in that it would be through consensus and trade-offs by participants that would inform the development objectives of the IDPs. This implies that there should be agreement deduced from inputs by participants in the entire process of the integrated development plans. As argued by Richard, (2002) consensus building as an agreement is reached through active participation and contribution of inputs.

Below are problems that have been identified in municipalities' understudy with regard to their successful implementation of the integrated development plans. These are the problems that require the application of the above-indicated theories namely Collaborative and Consensus Building theories in an attempt to solve them.

6.2.1 High rate of unemployment and the culture of non-payment of service charges. Out of the 993 605 thousands people living in Mopani district municipality majority live in rural villages and a large percentage are unemployed. While majority of those employed have low-paying unskilled work about 60% are said to be living in poverty. Although they are poor they have an advantage of farmland but that is hamstrung by the lack of water supply for irrigation. Poor communities rely on seasonal farming to take an
advantage of rain during rainy season. This is one of the foremost reasons why the communities in these municipalities could not afford payments of rates and other municipal services. Hence, this disables the local municipalities to extract payments from the local communities, which simultaneously affect the effective implementation of the integrated development planning.

Planning proposals and policy formulation
Whereas the provision of water is one of the priorities in the Mopani District municipality it however, need not only focus mainly on the provision of water for consumption purposes but also for agricultural development. In order to encourage farming, which is the second largest employing sector after the government sector in the district, installation of water supply in some areas, where there is no water will play a crucial role. In the process of installing such infrastructure the policy of labour intensive methods will need to abide developers for the creation of some sustainable job opportunities for the benefit of the local communities.

Training of the poor local communities could be the next important stage after installation of water to encourage the poor to take part in local economic development by becoming farmers and not just farm workers. This could be the responsibility of the district municipality in collaboration with the Department of water affairs, Department of labour and other stakeholders such as the Land Bank. The role of the planner in this regard would be to facilitate the whole process from land acquisition, training, securing loans and other logistics that would be involved in the process.

This is expected to generate income to these communities and in this way, put them in a better position to enable them to pay municipal services while on the other hand, communities would be self sufficient and erode the dependency syndrome.

6.2.2 Inappropriate financial resources and management systems
Integrated grants from the national government are said to be inadequate to meet the needs of the poor people especially in villages where there are little resources and rates.
At the Greater Tzaneen local municipality for an example there are 125 villages and (whereas) 80% of the total population of the municipal areas live in villages, they have insufficient infrastructure and national grants is found to be too little to can be able to meet the backlog. Inadequate financial administration is reflected in the municipal failure to recover payments for services from the consumers. In the two local municipalities of Greater Letaba and Greater Tzaneen local municipalities it was reported during the previous year that the municipalities only recover about 50% of the total bill due by consumers. Poor financial management is further reflected in the previous financial year when the couple of millions of Rands were still unutilized for the development of local communities.

"The new local financial system should be based on accountability" (Mario, 1991: 212).

Local accountability plays a very crucial role in enabling the promotion of a more efficient allocation of resources and encouraging cost containment at the local level Owens and Norregaard (1991). The role of the planner would be to advocate for the poor while at the same time educating citizens about the importance of paying their rates and services.

**Planning proposals and policy formulation**

More training for financial managers within the municipalities will need to be provided on regular basis. Training should also include components of project management to equip financial managers in the development of practical budgeting and to be able to link it with action plans. Departmental action plans will need to be done based on realistic budget and to have them integrated into an annual budget.

Section 41 (1) (a) put it clear that all spheres of government must co-operate with one another in mutual trust and good faith assisting, supporting one another and co-ordinating their actions. Within this principles municipal managers should be able to negotiate with the national and provincial government to release grants within the specific time frame that would not inconvenience local government. A task team that would manage timely
transfer of grants must be initiated. Each municipality will have to employ a permanent project manager who would closely work with the financial managers to be able to identify and manage development projects for effective utilisation of the budget. Each municipality should develop and adhere to their stringent policy aiming at maximum collection of service charges from the consumers who can afford. For those who do not afford, the established research team should be able to identify the indigent people and have the list regularly updated. Within the same principle of co-operative governance municipalities should link their own infrastructural plan with the national and provincial government’s infrastructural plan to can be able to influence prioritisation of the provision of the basic infrastructure to enable them to provide free basic services to the most needy people.

6.2.3 Inadequate political support systems
Lack of good working relationships between the traditional leaders, ward councilors, and municipal officials that are prevalent at the two local municipalities is detrimental for the effective integration of various stakeholders in the process of integrated development planning. Traditional leaders feel disempowered to make decisions to their subjects and have less control over them, hence become reluctant to take part in the administration of the local municipalities. For this matter traditional leaders are less concern about the IDP and could not play their role of engaging their subjects in the process. The political system is also characterised by the lack of trust between the ward councilors and traditional leaders. Traditional leaders view ward councilors as the agents of the political system that reduce their powers over their subjects. This hampers the political support systems and integration of efforts for the implementation of integrated development planning.

Application of collaborative policies is mostly required during the time of change for the stakeholders to reach consensus through face-to-face discussion. David and Innes (2002: 221) pointed that collaborative planning and consensus building involves stakeholders in long-term discussion to produce policies on controversial public issues. In a democratic environment, influence could be obtained through direct involvement in the debate.
Richard (2002) observed that power in planning emerges from the consensus building and other forms of collaborative planning. With regard to the traditional leaders role it is evident that only few traditional leaders are taking part in the running of the local government. The problem stems from non-collaboration and consensus during the initial formulation of the legislation that governs the role of the traditional leaders in local government issues. This problem is reflected in their reluctance in taking part in the IDP process.

Planning proposals and policy formulation

The role or a planner in such an environment where the traditional leaders pursue their interests outside the collaborative process would be to focus on the building of relationship and framework of communication between those conflicting stakeholders. For this matter renegotiations for consensus building will have to be undergone with both the stakeholders. The roles of each stakeholder as defined in the legislation and white paper on local government will have re-emphasised have them incorporated into the daily operation of each municipality

6.2.4 Inadequate institutional capacity

It would appear that the district municipality together with its local municipalities has only focused on the needs and priorities of the local communities while neglecting some institutional support structures that would enable municipalities to implement IDP. Having no research unit with qualified researchers in any of the district municipality would mean difficulty in establishing and maintaining municipal database to keep the policy makers, planners and administrators updated with any other development initiatives and matters that could affect their decisions. The entire district does have the GIS unit without which it is difficult to make decisions about some portion of the earth. GIS makes it possible to input many different types of data and link them to different aerial units.

Inadequate environmental management and disaster management unit within the district municipality also reflects predicament. Without the environmental management unit or

Municipal Capacity Building and the Implementation of IDP
officers it would be difficult to adhere to the principle of integrated environmental management. It would also be difficult for the municipality to ensure that municipal IDP's strategies and projects take into cognizance the existing environmental problems and impacts as well as environmental assets which require protection or controlled management. On the other hand without the disaster management unit municipalities are unable to prevent and to deal with disasters and avoid developments that are subject to high risk or disastrous.

Planning proposals and policy formulation

Each municipality will have to establish its own research unit with qualified researchers that would get into partnership with researchers at other municipalities in and outside the district and the province. The GIS unit will have to be established mostly at a district level and two of the mostly densely local municipalities such as Greater Tzaneen and Baphalaborwa where the spatial situation is highly complex and spatial factors so important. It is acknowledged that for the municipalities that have less complex spatial factors could use consultants other than maintaining the GIS unit. But still there must be an office that would be responsible for the work that has been outsourced and process that were used to derive the data. The person must insist on metadata file of all data included in GIS for future use and to keep copy of the data.

Each municipality will need to establish an environmental management unit heading by the senior municipal official. The unit is to ensure that local government at a municipal level adheres to environmental principles and take environmental considerations into account in its planning processes. Municipalities need to develop their Integrated Environmental Program if lacks capacity a specialist resource person may be consulted to assist in the drafting of the program. Each municipality is required by the legislative to establishment a disaster management unit and identifies an officer who will be in charge of such disaster management. Such officer must liaise with the National Center for Disaster Management and with provincial role-players in preparing the municipal Disaster Management Plan (IDP guide, 3).
6.2.5 Inadequate human resource capacity

The problem of vacant position and unavailability of adequate skills to be able to implement the integrated development planning characterizes the Mopani district together with its local municipalities. Lack of skills is reflected through the lack of some significant institutional structures, which could play a major role in the implementation of IDP. It is also reflected through skills mismatch to cope with the new challenges of IDP where some long employed employees with experience and previous administration skills find it difficult to adjust to the new systems. This delays the acceptance and adherence to the Integrated Development Planning's requirements. It further result in some municipalities falling into the trap of using consultants in the compilation of their IDP's. Too much reliance on consultants has a danger of resulting in the municipal workers to be less conversant about the process hence becomes difficult to implement the process.

Efficient function of municipalities depends on the effective performance of its components, of which human resources is one of the crucial ones. If the human resource is not well strengthened to support the other municipal components the performance of the entire municipality is unlikely to be successful. Jonathan (1994) indicated that sustainable development depends on performance and capacity and that human resource development refers to the process of increasing the knowledge, skills and the capacities of the human resources to implement the IDP process. Flyvbjerg (2002) evoked that knowledge is power and that it is the means of becoming master of something. The role of a planner in this regard would be to facilitate planning training programs to prepare staff or administrators and make them experts.

Planning proposals and policy formulation

However it should be borne in mind that individual employee is responsible for his or her career management. But the municipal managers or human resource manager has a role to play. While employees have a duty to avail themselves, managers are responsible of identifying the necessary required skills, organize training programs, support and familiarizing the employees with training programs. Currently there are training
programs that are being provided by the National government for Local government and by some NGOs especially for individual employees together with some higher institution learning. New employees on the positions will have to be sent for training at the expense of the municipality and follow up training conducted to the employee. Employees who choose to follow some career path in the field that would also benefit the municipality should be subsidised for doing so. Using consultants on long-term administrative issues such as the development of IDP and PMS must be totally discouraged.

6.2.6 Inappropriate performance management system

Some municipalities do not have appropriate Performance Management System, while some PMS lack participatory element hence not representative. Some municipalities do not have the performance management framework for performance measurement. The lack of such system is associated with the lack of human resources and necessary skills. Without the appropriate PMS and its Framework means that the performance of various IDP stakeholders is not monitored and measured.

Manfred (1998) argued that the absence of proper job descriptions constrains the assessment of proper training needs because there are insufficient yardsticks against which performance could be measured. Planners need guidance about the immediate training needs to equip local government staff to be able cope with the functions allocated to them.

Planning proposals and policy formulation

As required by the white paper on local government all municipalities are expected to develop their performance management system that is linked to the IDP process. It is categorically stated that the system must be based on extensive research and be owned by each municipality. Of the five municipalities of Mopani district each of the municipalities will have to develop its own PMS. Municipal system Act (2000) also requires that each municipality must develop or adopt the performance measurement framework for undertaking performance measurement provided by the DPLG (see page 45). Municipalities will further have to undertake some performance audit annually.
6.2.7 Inadequate capacity to provide free basic services

The entire Mopani district and its category B municipalities lack the capacity to provide the free basic services to all people. Two of the local municipalities that are providing the free basic services only provide them to the poor households. Granting of such free basic services is only based on the applicant's applications, which gives room for free riders since the indigent list is not verified or even updated. The status of indigent is not static in that a person could qualify as indigent now but the following month or year such a person looses the status ones he gets a job. The provision of free basic services is also hamstrung by the lack of adequate infrastructure especially in extremely poor villages, and where free basic services are mostly needed. Some villages do not have infrastructure for electricity, water and sanitation systems, which makes it difficult to provide those free services.

Planning proposals and policy formulation

For effective provision of free basic services there is a need for indigent policy formulation. Municipalities must ensure that fully indigent households are identified and researchers will need to effectively verify the economic status of the applicants for rebate on basic services. It rests upon the shoulder of each municipality to regularly update the indigent list. Each local municipality should apply through the district council the unconditional grant of the equitable share and use their own revenue to subsidize services to the indigents.

To be able to reach the poor people in less developed villages where there is no sufficient infrastructure, supports for the provision for water reticulation and electricity supply must be priority issues on integrated development plans. Apart from provision of such infrastructure for water and electricity the projects will have to aim at empowering the local community in different spheres as well.
6.3 CONCLUSION

The first chapter of this discourse has identified problems that could be associated with poor performance of local government municipalities and hamper the implementation of the integrated development planning. The problems discussed are mostly inherited by the new government from the old government and continue to reflect a serious gap in terms of municipal required capacity to implement the newly established democratically strategy of IDP. The purpose and the research question of the discourse developed from the problem statement and mentioned in the introductory chapter have further laid the foundations and parameters for the other chapters.

The second chapter has observed inevitably the integration of the different systems within the social systems. South African situation after the colonial period pursues “separate and integrated development” through the implementation of regional planning. The political system of the old government exacerbated the problem of capacity for municipalities to can undertake any meaningful development on their own without any form of support from the central government. Through separate development and lack of integrated administrative systems black local authorities were deprived of adequate revenue base and institutional capacity to make notable improvement in their local areas. It is also observed that IDP in South Africa was imported from various international experiences and gone through paradigm shifts that took place over ages then trimmed it to suit the needs of the country at the particular time.

Chapter three highlighted the emergence of local government and municipal institution in South Africa as far as the beginning of the early 20th century. It can be depicted that the problem of capacity to implement IDP among other functions has a taproot stemming from the very first municipal institutions, which were only instituted to be state agents to implement apartheid at a local level not to be developmental. The first decentralisation of functions that took place around 1960s did not make any meaningful change because it was meant to enhance the apartheid policy of separation and control hence capacity amongst the black local authority remained a problem. It is internationally acknowledged
that development depends on the available capacity to accommodate and implement change. International capacity building initiatives could not be carried out in South Africa under apartheid government hence just ended up in Sub-Saharan Africa and only extended to South Africa under the new democratic government of today.

In chapter four it could be observed that the transition of local government started during the late 1980 as a demand through political instability stemming from international influences. It was during and after the local government transition that the capacity problems that have accumulated throughout the apartheid period started to be visible through the challenges and backlog faced by the local government. While IDP is introduced to eradicate those problems and backlogs the capacity to implementation it is also confronted by the same problems it intends to deal with. The chapter has outlined the IDP process together with the required capacity to successfully implement it together with the PMS, which is alongside its performance evaluation tool.

Chapter five provided the case study through which local government municipal capacities to implement IDP is evaluated. The capacity to implement IDP in the Mopani district Municipality has been evaluated against their own IDP together with the requirements as laid down by the South African legislation. Capacity problems not very different from those mentioned in the introductory chapter are also confirmed. Even though a lot of efforts have been done between the first and second attempt of the IDP a serious gap is still evidenced and some still fall into a trap of too much reliance on the use of consultants, which was initially criticised.

Problems that have been picked up throughout the discourse and in the case study form the foundation of chapter six. The issues are said to be problems because they reflect a gap between the required capacity to implement IDP in order to achieve developmental mandate and the current municipal capacity before hand. As the conclusion of the entire discourse the chapter ends with development of some practical planning strategies and recommendations to suggest solutions to the identified problems.
APPENDIX I

UNIVERSITY OF WITWATERSRAND, DEPARTMENT OF TOWN AND REGIONAL PLANNING

MUNICIPAL CAPACITY BUILDING AND THE IMPLEMENTATION OF IDP

QUESTIONNAIRE

BACKGROUND INFORMATION

1. What is the job position?

2. How long have you been working in this position?

3. Are you involved with the process of IDP? YES / NO

4. If yes what is your role towards the process of IDP?

A. MUNICIPAL MANAGERS.

INSTITUTIONAL SYSTEM

1. Do you have a policy research unit or researchers? If no how do you keep abreast with new information outside the municipality?

2. Does the district municipality and their local municipalities have GIS units? If no who does the geographical information work for you?
3. Do you have a cooperate unit that coordinates the activities of all various departments? YES / NO
4. If no who monitors and integrate the departmental progress and activities.

5. Do you have a unit/section that deals with environmental issues? YES / NO
6. Do you have a disaster management unit YES / NO
7. Do you have a performance management task team that specifically deals with the development and implementation of Performance Management System? YES / NO
8. If yes to what extent does it incorporate the national infrastructure plan?

FINANCIAL SYSTEM
9. Is the district municipality capable to access both long term and short-term loans? YES / NO
10. If not what could be the reason?

11. Are there any problems associated with integrated grants from the national government, and are there any other Non-Governmental organisations that provide municipalities with loans or funds? YES / NO
12. If yes which ones are they?
13. Is the municipal own revenue enough to funds IDP and municipal development projects? YES / NO

14. If not what do you do to augment your income and still comply with the developmental mandate?

15. Are you familiar with any international funding mechanisms? YES / NO

16. If yes which ones and to what extent do you find them helpful?

17. Are you able to recover all payments for service charges? YES / NO

18. If not what could be the problem?

HUMAN RESOURCE AND ADMINISTRATIVE SYSTEMS

19. Do you have any policy to deal with a culture of non-payment? YES / NO

20. Who does property evaluations in your municipality?

21. How regularly do you evaluate properties for taxation?

22. Are there training and ongoing support provided for management and a management development program in each local municipality? YES / NO

23. If yes who provides them.
B. IDP MANAGEMENT STAFF

ADMINISTRATIVE SYSTEM

1. How long did it take you to develop your integrated development plan and what were the associated problems that you have encountered during IDP the formulation stage?

2. What are the financial shortcomings that you have identified during the formulation of integrated development plans and what could be the potential constraints that might hamper the smooth running of IDP?

3. Are the other staff members in various municipal departments aware of the process of IDP and what are their responsibilities towards the process?

4. Do you know of any human resource problem that could perhaps hamper the smooth running of the IDP? Explain

5. To what extent is the IDP linked to budgeting?

6. To what extent does the PMS task team collaborate with the IDP task team?
7. Who facilitates and monitors meaningful participation of stakeholders in the development and implementation of PMS?  

8. Do you have a performance management framework for undertaking the performance measurement? YES / NO  
9. If yes briefly explain how it works.  

10. Do the local communities participate in budgeting? YES / NO  
11. Please explain how.  

12. Do the IDP and Budgeting take into consideration the provision of free basic services of water and electricity? YES / NO  
13. If no why? Please explain.  

14. Do you have the necessary capacity to be able to provide such free basic services? And what methods do you use to identify indigent people?  

C. WARD COUNCILLORS  

POLITICAL CAPACITY  

1. What do you think IDP is all about?  

2. What do you think could be your role towards the process of IDP?
3. What are the legislative frameworks associated with the process of IDP that you know of?

4. What methods do you use to communicate with your constituents in the process of identifying needs and priorities?

5. Do you deem necessary to engage the local communities in municipal planning and budgeting? YES / NO
6. Do you regard it as your responsibility to engage the local community in municipal budgeting process? YES / NO
7. What is the role of the local communities towards the IDP?

8. How would you judge the rate at which the community involves itself through public meetings for local planning at your area? GOOD / FAIR /POOR and what could be the reason for poor attendance if there is any?

9. Do you feel that you are supplied with adequate support and information by the municipality to be able to make decisions both at a local and municipal level? YES / NO
10. If not what could be the problem?
11. What do you think could hamper the smooth running of the IDP in your own line function?

12. Is there any special training support program specifically for councilors? YES / NO
## APPENDIX II

### SUMMARY OF MOPANI DISTRICT MUNICIPALITY’S INTEGRATED DEVELOPMENT PLAN

#### District service backlogs

Service backlog in the Mopani district could be reflected in water, sanitation, electricity, housing and roads. The table below presents the service backlog in the four local municipality of the Mopani district.

<table>
<thead>
<tr>
<th>Local municipality</th>
<th>Water</th>
<th>Sanitation</th>
<th>Electricity</th>
<th>Housing</th>
<th>Roads</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greater Tzaneen</td>
<td>-78km bulk supply</td>
<td>-24490 pit latrines</td>
<td>-22489 connections</td>
<td>-27 769 h/h units</td>
<td>-158km RD rehabilitation</td>
</tr>
<tr>
<td></td>
<td>-84km network</td>
<td>-46500 maintenance on existing pit latrines</td>
<td></td>
<td></td>
<td>-2348km gravel</td>
</tr>
<tr>
<td></td>
<td>-74448 meters</td>
<td></td>
<td></td>
<td></td>
<td>-523km gravel</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>-1520km grading</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>12,8km storm water</td>
</tr>
<tr>
<td>Greater Letaba</td>
<td>-36 771 H/H</td>
<td>34965 H/H</td>
<td>32505 H/H</td>
<td>16810 units</td>
<td>-</td>
</tr>
<tr>
<td>Greater Giyani</td>
<td>25 000 H/H</td>
<td>-</td>
<td>-</td>
<td>25000H/H</td>
<td>3500km</td>
</tr>
<tr>
<td>Baphalaborwa</td>
<td>-24 750 H/H</td>
<td>33300H/H</td>
<td>3461 H/H</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Mopani District Municipality IDP, 2002: 21
The District financial situation

The District has the projected income for the financial year 2001/2002 of R89m while the projections for the financial year of 2002/2003 amounts to R112m and R 150m for 2003/2005 financial year.

The vision of the Mopani district Municipality is: to be a leader in the promotion of sustainable social, physical, economic well-being for the enhancement of the quality of life for its people.

The municipal priorities

- Roads, streets, bridges and storm water;
- Health and health facilities;
- Education and education facilities;
- Social facilities (community halls, recreation facilities, schools for disabled, etc);
- Waste management; and
- Housing
- Institutional capacity of municipalities; and
- Safety and security

Summary of working objectives and strategies

The following working objective were formulated for each priority issue:

Water

The coordination and promotion of the extension of water supply and distribution to ensure access to basic, affordable, potable water to at least 15% households within Mopani by 2005
Strategies

- Coordinate the extension of water supply to ensure accessible water source of 200m from any household.
- Implement cost recovery mechanisms and gives free 6000L of water to indigent people
- Co-ordinate the metering of unmetered water connections.

Sanitation

Co-ordinate the improvement of the general environmental health conditions for all households, with specific reference to the needy by the provision of appropriate sanitation systems as per area by June 2005.

Strategies

- Commissioning ad hoc geo-technical studies and EIA for the determination of the most suitable sanitation
- Enter into partnership with the CBOs and other role players
- Promotion of awareness of operation and maintenance of sanitation systems.

Electricity

Co-ordinate the extension of existing power supply and reticulation networks to ensure access to safe and affordable energy to households within Mopani at a rate of at least 500 connections per annum per local municipality till 2005.

Strategies

- Coo-ordinate electricity supply to all households and consumers

Municipal Capacity Building and the Implementation of IDP
- Formalize partnership between the District, ESKOM, REDS and local municipal service providers.
- Implement safety awareness programs

Local Economic Development
The promotion of growth and development of the local economy to contribute to the creation of jobs and the alleviation of poverty, thereby improving the quality of life for the residents of Mopani, as an ongoing process from 2002-2005.

Strategies
- Foster labour-intensive methods on tendering companies.
- Promote implementation of sustainable community projects
- Provision of skills development for emerging entrepreneurs

Roads, streets, bridges and storm water
The promotion of sustainable transportation routes, as an ongoing process from 2002-2005.

Strategies
- Co-ordinate the compilation of a detailed inventory of roads and bridges in the district by 2003.
- The promotion of resource allocation for the development and maintenance of infrastructure

Health services and HIV/AIDS
- Co-ordinate the improvement of primary health care facilities, and services.
- Support and facilitate all programmes that are aimed at the reduction and prevention of the prevalent high incidence and infection rate of HIV/AIDS.
Strategies

- Co-ordination of primary health care
- Co-ordination of the establishment of youth information centers in each sub-district by 2004.
- Facilitate the localization District Aids council by June 2002.

**Education and educational facilities**

Co-ordinate the improvement and provision of quality educational facilities within Mopani by improving accessibility by the target population, and the transformation of service delivery by 2004

**Strategies**

- Establishment of functional Adult Basic Education and Training (ABET) centers by 2005
- Promote community participation in educational matters
- Integration of private sectors in the provision of schools
- Co-ordinate the provision of basic infrastructure (water, sanitation and electricity) at all schools by 2005
- Ensure accessible educational facilities to all people with disabilities by 2005.

**Waste management**

Co-ordinate the extension of waste management services from the estimated current level of 20% of households to at least 50% of households within Mopani to prevent health hazards and environmental degradation, by 2005

**Strategies**

- Co-ordinate the extension of environmentally acceptable waste disposal measures.
- Establishment of waste disposal systems in the local; municipalities
- Promote the institution of LED programs around waste recycling to promote employment
Housing
Improve living conditions in Mopani by the construction of quality housing at a rate of at least 100 units per local municipality per annum till 2005.

Strategies
• Co-ordinate the development and update the housing needs database by December 2002
• extension of villages and tenure for beneficiaries and service provision
• co-ordinate the development of land claims database for Mopani by 2003
• lobbying for funds for Disaster Relief Housing by Mopani on an ongoing basis

Social facilities
Promotion and encourage the growth and development of arts, sports and culture within the District Municipality, by March 2003.

Strategies
• Ensure the sports awareness campaigns by 2003
• Introduction of intra-cultural exchange programme by April 2004
• Establishment of sports Academy by April 2003
• Systematic upgrading and improvement of multi-purpose centers

Institutional capacity
• Obtain competent staff and resources to provide services that are responsive to the needs of communities and to share capacities with local municipalities within the Mopani District.
• Determine procedural systems and institutional arrangements to guide the sharing of resources between district and local municipalities by June 2002.
Strategies

- Conduct an institutional needs analysis
- Determine the brief for Organizational Development (OD) intervention.

Disaster management


Strategies

- Establishment of disaster management commits at District and Municipal levels from 2002
- Establishment of communication at a ward level
- Establishment of GIS system development of trauma and post-traumatic facility by 2003
- Institute a replacement and maintenance policy for Disaster management

Fire protection services


Strategies

- Upgrading the existing fire stations in the three category B municipalities
- Establishment of four satellites fire stations by 2005
- Upgrading of control room at Tzaneen
- Replace the existing vehicles and acquire new ones
- Appointment of sufficient personnel
- Institute training and awareness program for fire services.
Safety and security
Co-ordinate the creation of a secure and safe environment for the people of Mopani by instituting comprehensive and effective crime reduction measures by 2005

Strategies
- Promote corruption prevention principles in development projects
- Ensure safer and cleaner environment
- Crime prevention initiatives

Tourism
To promote and coordinate all efforts aimed at tourism promotion in the Mopani District on an ongoing basis

Strategies
- To facilitate tourism investment on an ongoing basis
- To make Makgoebaskloof tourism friendly
- To record the history of Mopani in a book form
- To provide good quality signage through Mopani District
- To establish an entrance gate and tourism route from Giyani via Shangoni
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