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The views of government officials on the Integrated Development Plan as a framework for local government that is developmental and responsive to peoples' needs [Gauteng].

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The views of government officials on the Integrated Development Plan as a framework for local government that is developmental and responsive to peoples' needs [Gauteng].

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A dissertation submitted to the School of Architecture and Planning, University of the Witwatersrand, in fulfilment of the requirements for the Bachelor of Science with Honours in Urban and Regional Planning

School of Architecture and Planning University of the Witwatersrand, Johannesburg 2016

Declaration

I, Siyabonga Manzini, declare that this research is my own unaided work. It is submitted to the School of Architecture and Planning, Faculty of Engineering and the Built Environment in partial fulfilment of the requirements for Bachelor of Science (with Honours) in Urban and Regional Planning degree at the University of the Witwatersrand, Johannesburg.

Siyabonga Manzini

Date

Dedication

To my parents

Mr Velani Robert and Mrs Makhosi Gester Manzini

Thank you for everything

“Izandla Zidlula Ikhanda”

Acknowledgements

I would like to thank God, my Creator for ALL the wisdom bestowed upon me throughout the study. I am blessed and he is GREAT.

Many thanks to my parents, for believing in me and all the support they have showered me with relentlessly from day one. God bless you with many more years into retirement.

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Table of Contents

Declaration i

Dedication ii

Acknowledgements iii

Abstract vii

List of Figures viii

List of Tables ix

Acronyms x

Chapter 1 1

Research Problem 1

1.1 Introduction 1

1.2 Research Rational 2

1.3 The Objectives of the research 4

1.4 Research Question and sub questions 4

1.4.1 Main Question 4

1.4.2 Sub Questions 4

Chapter 2 5

Research Background 5

2.1 Introduction 5

2.2 The international context in which the IDP was adopted 5

2.3 The South African context in which the IDP was adopted 8

2.4 The Developmental Outcomes of Local Government 11

2.4.1 The provision of sustainable household infrastructure and services. 11

2.4.2 The creation of integrated local areas and integrating the spatial inequalities of urban and rural settlements in South Africa. 12

2.4.3 Enhancing Local Economic Development (LED) and providing special services. 12

2.5 The Integrated Development Planning Process 13

2.6 Conclusion 14

Chapter 3 16

Literature Review 16

3.1 Introduction 16

3.1 Urban Planning in South Africa 16

3.1.1 Urban Planning in South Africa (Pre-1994) 16
3.1.2 The Transformation of Urban Planning in South Africa Post -1994 18
3.2 Governance 21
3.2.1 Responsible Governance 21
3.2.2 Responsive Governance 21
3.3 Developmentalism 22
3.3.1 Developmental Local Government 23
3.3.2 Maximizing Social Development and Economic Growth 24
3.3.3 Integrating and Co-ordinating Development 24
3.3.4 Democratizing Development 25
3.3.5 Leading and Learning 25
3.4 Public Participation 26
3.4.1 Public Participation in the Integrated Development Plan 27
3.5 Sustainable Development 28
3.6 Conclusion 30
Chapter 4 31
Research Methodology 31
4.1 Methodology 31
4.2 Semi-Structured Interview 33
4.3 Document Review 34
4.4 Ethical Considerations 34
4.5 Limitations 34
Chapter 5 35
Research Findings 35
5.1 Introduction 35
5.2 The integrated Development Plan and Local Economic Development and Job Creation. 37
5.3 The integrated Development Plan and the provision of household infrastructure and services. 43
5.4 The integrated Development Plan as a framework for public participation and involvement of society in the formal process of policy making and implementation. 51
5.5 The integrated Development Plan and the creation of integrated local areas and integrating the spatial inequalities of urban and rural settlements in Gauteng. 56
5.6 Conclusion 62
Chapter 6 64
Reflections and Insights 64

6.1 Introduction 64
6.2 Key Findings and Recommendations 65
6.2.1 Coordination 65
6.2.2 Public Participation 66
6.2.3 'Wardism' 67
6.2.4 Five year period of the IDP and annual reviews 67
6.2.5 Unfunded Mandates and Budgeting 68
6.2.6 Financial Cycles 68
6.2.7 Capacity 69
6.2.8 Sustainable Development 70
6.2.9 Other issues affecting implementation 70
6.3 Conclusion 71
References 73

Abstract

At the crux of the developmental approach to local government in South Africa is the Integrated Development Plan enshrined in the Municipal Systems Act 2000.The integrated Development Plan has become an important tool in post-apartheid South Africa and remains the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regards to planning, management and development in the municipalities. As such the IDP as a tool provides a framework for development and is intended to coordinate the input of local as well as the other spheres of government in a rational manner that improves the overall quality of life for local communities. However, more than two decades into democracy studies still point to communities who experience socio-economic exclusion and spatial poverty, without reasonable opportunities to transform their reality. As a result, this study investigated the views of government officials (involved in municipal integrated development processes) on the Integrated Development Plan as a framework for local government that is developmental and responsive to people's needs. This was done uncover the strengths, weaknesses, successes and failures that accompany the implementation of the Integrated Development Plan across municipalities in Gauteng.

List of Figures

Figure 1 **Coordination**

Figure 2 **Jozi@work programme launch, Eldorado Park**

Figure 3 **Graph showing Inequality Initiatives**

Figure 4 **Graph showing satisfaction with economic growth initiatives**

Figure 5 **Graph showing satisfaction with services (13 indexes)**

Figure 6 **Extract FROM CoGTA report on service delivery satisfaction**

Figure 7 **Graph showing protest participation**

Figure 8 **Graph showing reasons for protest participation**

Figure 9 **Graph showing access to service delivery (2013 vs 2015)**

Figure 10 **Graph showing public participation and satisfaction with local government**

Figure 11 **Graph showing satisfaction with local government**

Map 1 **Map showing Gauteng's municipalities**

List of Tables

Table 1 Information used in determining the content of the IDP

Table 2 International Trends that influenced Urban Planning Transformation

Table 3 Draft IDP Analysis roles and responsibilities

Acronyms

ANC	African National Congress
BEPP	Built Environment Performance Plans
BRT	Bus rapid transit
CoGTA	Department of Cooperative Governance and Traditional Affairs
CoJ	City of Johannesburg
DFA	Development Facilitation Act
NDRDLR	Department of Rural Development and Land Reform
GDARD	Gauteng Department of Agriculture and Rural Development
GEAR	Growth, Employment and Redistribution Strategy
GEMF	Gauteng Environmental Management Framework
GCR	Gauteng City-Region
GCRO	Gauteng City Region Observatory
GGLN	Governance Learning Network
GSDF	Gauteng Spatial Development Framework
IDP	Integrated Development Plan
IUDF	Integrated Urban Development Framework
LED	Local Economic Development
NDP	National Development Plan
NSDP	National Spatial Development Perspective
NGP	New Growth Path
NPM	New Public Management
RDP	Reconstruction and Development Programme
SDBIP	Service Delivery and Budget Implementation Plan
SMME	Small, Medium and Micro Enterprise
SPLUMA	Spatial Planning and Land Use Management Act 16 of 2013
TOD	Transit-Oriented Development

Chapter 1

Research Problem

1.1 Introduction

The much publicized legacy of apartheid in South Africa left municipalities with spatial patterns that are deficient. The oppressed communities which were generally on the outskirts, as well as in the rural areas were characterized by a great number of areas deprived of basic services and infrastructure. As such, these underserviced areas lacked investment from the private sector and this resulted in an uneven distribution of socio-economic development and resources. On the contrary, areas reserved for the white population enjoyed better quality services as it were prioritized over the rest of the population (Dlulisa, 2013).The first democratic elections in 1994 were won by the African National Congress (ANC), and it was at this point that the rectification of inequalities caused by the apartheid regime took centre stage. As part and parcel of this commitment, the borders of the country's municipalities were altered, which led to new municipalities being established and characterized by large areas with diverse features. This saw a shift away from local government that was driven by apartheid to a system of governance that is developmental and aimed at addressing the inequalities of the past and challenges of the future (Dlulisa, 2013).

The goal to integrate the marginalised areas into those that were thriving was under the presumption that this would lead to an equitable distribution of resources. The end of apartheid paved the way for different reforms to be instated such as the Reconstruction and Development Programme (RDP), in an attempt to facilitate local government in dealing with challenges that face municipalities. During the time when better planning was being encouraged in addressing challenges and fostering change, the Integrated Development Plan (IDP) approach was adopted and revered in the Municipal Systems Act No. 32 of 2000

(Harrison, 2006). The IDP is a planning tool utilised by municipalities in South Africa. It is a five year plan that guides future development in municipal jurisdictions. The IDP as a tool provides a framework for development and is intended to coordinate the input of local as well as other spheres of government in a rational manner that improves the overall quality of life for local communities. The Good Governance Learning Network (2015) states that; "For government, the IDP is meant to be a very useful framework around which to create more responsive development planning and more responsible implementation.

1.2 Research Rational

More than two decades into post-apartheid South Africa, the Good Governance Learning Network (2015) points to the necessity for local governance that is responsible and responsive in order to achieve the legal and developmental mandate for local government, and also the need to improve relationships within municipalities. Seeing communities protesting and calling out for basic services on the streets has become all too familiar. According to the Good Governance Learning Network (GGLN) (2015) evidence "suggests that self-enrichment, patronage, incompetence and impunity are not the exception in local government but are rather widespread". As a consequence, a big portion of society, especially those whose rights have not been fully realized, view local government as unresponsive, chauvinistic, and unsympathetic in nature (GGLN, 2015).

Musitha (2016) argues that ever since South Africa adopted the IDP, municipalities have and are still trying to implement it but with limited success. Eglin and Ngamlana (2015) argue that while the IDP is theoretically valuable as a foundation on which more responsive development planning and implementation can be attained, time and again, it has turned out difficult to practically accomplish this , and as such, the Integrated Development Plan has developed into one of many legislative stipulations that local authorities do not take seriously. Regrettably, it seems that citizens continue to lose confidence in the ability and commitment of municipalities in being their partner in development. The decrease in the voter turn-out in the 2016 local government elections backs this view, particularly when you consider Gauteng where there was a whopping 22% decrease in voter turnout compared to the

2011(SABC,2016). While it would certainly be inaccurate to contend that strides have not been made since 1994.However the real worry speaks to an unacceptable share of society that continues "to experience socio-economic exclusion and spatial poverty, without reasonable opportunities to transform their reality" (GGLN, 2015).On show is an articulation of unrealistic targets, a reluctance to hand over power.

The GGLN (2015) suggests that an unacceptable number of officials in municipalities who abuse their positions in office still persist. There is a strong need to address municipal financial governance, as cases of money channelled into bottomless pits of fraud and waste have become all too familiar. The Auditor General annually points out to money that municipal officials have spent in a manner that is unauthorised, irregular or fruitless and wasteful. In 2014 it was reported that close to 20% of local authorities in the country continuously grant tenders to municipal workers and other government officials, and a similar percentage was also stated to have practiced nepotism in granting tenders to close and related individuals (AGSA 2013, 2016). In the same year, approximately 75% of municipalities were reported to have bought goods and services through means that have been declared to be unfair or uncompetitive (AGSA 2013, 2016).

Given these criminal and/or negligent activities by some government officials in municipalities, equality and social justice have been compromised owing to squandered scarce resources. The lack of professionalism as well as basic financial knowledge has largely characterised challenges that pose a threat to good municipal governance (GGLN, 2015).Substandard governance has led to the view that some public officials strive to serve their own self-interests rather than that of their constituencies, which ultimately leads to the loss of trust and confidence by the public. This is also an unfortunate reflection of broken principles and values on the part of the people whom the citizens have elected to serve the local government system (GGLN, 2015).

1.3 The Objectives of the research

The purpose of this study is to uncover the views of officials on the Integrated Development Plan as a framework for local government that is developmental and responsive to people's needs. The experience of officials involved in the IDP process was used to document the strengths and weaknesses of the IDP in this regard, for the purpose of understanding and making recommendations for improvement.

1.4 Research Question and sub questions

1.4.1 Main Question

How can the IDP be supported or improved as a framework for a developmental local government that is responsive to people's needs?

1.4.2 Sub Questions

- How integral is the IDP in driving economic development and job creation?
- To what extent is the IDP successful in providing sustainable household infrastructure and services?
- Is the IDP effective in creating integrated local areas and integrating the spatial inequalities of urban and rural settlements?
- How is the IDP performing as a framework for public participation and involvement of society in the formal process of policy making and implementation?
- How much progress is being made under the IDP in realizing the Sustainable Development agenda?
- What obstacles stand in the way of ensuring that the vision and objectives set out in the IDP are attained?

Chapter 2

Research Background

2.1 Introduction

Harrison (2006) argues that the Integrated Development Plan was a product of a process of policy confluence that occurred internationally during the 1990's.A major global intertwined policy network influenced and framed the result of post-apartheid policy and practice in South Africa. Key role players included major multilateral bodies, the likes of the International Monetary Fund, the United Nations agencies, the international development agencies of powerful nation states such as the United States of America, Germany and the United Kingdom, and private sector consultants (both local and international) as well as academics. It can be argued that the accepted international discourse on governance and development effectively limited the prospects of possibilities for policy innovation in post- apartheid South Africa. This chapter will describe the international and local context in which the IDP was adopted, discuss the developmental outcomes targeted by the use of the IDP, as well as give a brief account of the Integrated Development Plan and its associated processes.

2.2 The international context in which the IDP was adopted

The late 1970s and early 1980s saw the beginning of the New Public Management approach which is often associated with the efficiency drive of the 'neo-liberal' and the Third Way orientation of the 'centre left' political parties. Gruening (2001) maintains that its earliest advocates emanated from the United States as well as the United Kingdom under Margaret Thatcher who was the prime minister at the time. The NPM approach to governance has had a telling influence on shaping South Africa's systems of local government, and the connection between the NPM and IDPs has been deemed substantial. Harrison (2006) maintains that;

“the arrival of the IDP in South Africa can best be understood in the context of a second wave of NPM approaches associated with the Third Way governance of the 1990s”.Gumede (2014) maintains that the NPM emanated globally as a better alternative to the way that public administration was being carried out. Before the NPM approach was introduced, public administration was viewed as the most logical channel for managing public issues and interests. Nevertheless, a need to “reinvent government and harness the entrepreneurial spirit to transform the public sector and later banish the bureaucracy became apparent" (Gumede, 2014).

The 1980s saw the world experience the first wave of the NPM approach starting in the Anglo-Saxon countries such as the United Kingdom, Australia, the United States and the New Zealand where the powerful neo-liberal governments were presiding (Gruening, 2001). Practices of the NPM varied in terms of different models in different countries, but the pursuit of corporate culture that is characterised by business-like productivity and results into public departments was one of the common elements of the NPM practice globally (Harrison, 2006). Gruening (2001) maintains that these common elements were characterised by;

A. Competition into service delivery
B. Outsourcing and competitive tendering;
C. Budget cuts;
D. Rationalization of jurisdictions;
E. Accountability for performance;
F. Improved regulation;
G. Privatization;
H. Democratization and citizen participation;
I. Decentralization;
J. Strategic planning and management;
K. Competition performance measurement and increased use of information technology

According to Harrison (2006) neo-liberalism created the platform for a re-emergence of planning. The outcome of the first wave of the NPM was characterized by; the dispersion, fragmentation, the increased multiplicity of governance as a result of privatization, decentralization and increased involvement of non-state agencies in government through public-private partnerships. As a result questions about coordination began coming to the fore. In the 1990s, the generally left-leaning parties of Europe, as well as other parts of the North, began to challenge the command of the neo-liberal politics that had dictated the 1980s (Harrison, 2006).As a matter of challenging this hegemony, these parties endorsed a Third Way approach that accepted the basics of the 1980s neo-liberalism. However, they also accentuated progressive ideals such as community building, participation, inclusion, poverty alleviation, and integration. This marked a shift away from the single-minded focus on economic logic that had dominated in the 1980s (Harrison, 2006).

While Bill Clinton and Tony Blair were seen as the main advocates for the Third Way politics, the 1990s saw the emergence of an international network of Third Way leaders. These figures included the likes of Jean Chrétien (Canada), Helen Clarke (New Zealand), Gerhard Schroeder (Germany), Vladimir Spindla (Czech Republic), Leszek Miller (Poland), Lula da Silva (Brazil), Ricardo Lagos (Chile) and South Africa's very own Thabo Mbeki (Harrison,2006). While the Third Way approach and neo-liberalism of the 1980s shared common features, the difference that significantly set the Third Way apart, was its emphasis on integration. It is this emphasis on integration coupled with the Third Way focus on participatory governance and performance management that shaped planning internationally in the period between the mid-1990s until the late-1990s.

When the IDP was presented in South Africa (1996) and in 1998 when the White Paper on Local Government spelt out the goals of the IDP, reformist talk on administration and planning universally was centred around coordination, participation and performance management . Gumede (2014) contends that the Public Finance Management Act of 1999, the Preferential Procurement Policy Framework Act of 2000, the Preferential Procurement Regulations of 2001 and the Municipal Finance Management Act of 2003 are all part of legislation which grasps the standards of the NPM direction. In order to globalise public services, the

acceptance of NPM was necessary. “Global best practice became the brazen buzz word amongst government bureaucrats and consultants. The shift from the
Reconstruction and Development Programme (RDP) to the GEAR (Growth Employment and Redistribution) and New Growth Path (NGP) is a clear sign of the victory of NPM principles in the new democratic South Africa” (Gumede,2014).

2.3 The South African context in which the IDP was adopted

The period 1993-2000 saw a vast amount of South Africa’s policy reform and development. During this period the citizens were largely involved in shaping legislation, proclamations, white papers and bylaws tabled for action (Koma and Kuye, 2014).The ANC led government was certain that in order for the Reconstruction and Development Programme (RDP) to be successfully implemented local structures would have to be in a position where they would be able to effectively deliver basic services to their communities. Local government under the Government of National Unity was having problems as Koma and Kuye (2014) state that the majority of the local authorities that were constitutionally obligated to deliver the bulk of social services were falling short due to disorganized administration systems and the overhaul of technical staff.

Harrison (2006) maintains that before 1994 there had already been experiments with different forms of integrated development underway. These programmes included the integrated regional planning initiatives which were conducted in the Kwa-Zulu Natal region as well as integrated regional planning programmes in the Gazankulu and Transkei homelands which were backed by the Development Bank of Southern Africa. However, these initiatives had very little impact, owing to the lack of fundamental reorganization of political and administrative structures (Harrison, 2006). There was also a shift towards a strategic approach at the local level exemplified by Natal’s set of plans, which connected the town planning scheme to the forward-focused structure plans and development plans, as well as the Pietermaritzburg 2000, which was one of the country’s earliest participatory and strategic urban planning developments.

The Development Facilitation Act No. 67 of 1995(DFA) was embraced to shape the establishment for a sound structure of advancement and to supplant the divided, unequal and conflicting framework that had served the apartheid regime. To drive this procedure a National Development and Planning Commission was set up. It was after this that Local Government got to be distinctly organized in the form of an integrated development approach in South Africa. Koma and Kuye (2014) believe that it was through this procedure that the idea of integrated development planning (IDP) was conceived. At the time, integrated development planning still supposed national coordination and many were calling for the RDP Office to be reformed as a national planning bureau. In the meantime the attention was moving to the part that local government was to play in the administration of the RDP and Harrison (2006) maintains that the more local government took centre stage the clearer the influence of the NPM-type mind-set became evident (Harrison, 2006).

The involvement of the World Bank's staff in the design of infrastructure policy for local government in the country eventually led to the Municipal Investment Infrastructure Framework, which according to Harrison (2006) bore a resemblance of the NPM. The apparent failure of state socialism saw intellectuals of the ANC shifting their focus towards the 'developmental state model' which was presented by Japan and the East Asian tigers. This model was characterized by the state playing a strategic and commanding role in supporting capitalist development. It also played an important part in the composition of the RDP manifesto. It was always not going to be easy for the country to adopt such a model as East Asia's context was different in that it had strong state structures in place while South Africa had anything, but (Harrison, 2006).

The economic crisis in East Asia in the mid-1990s put paid to all the hopes and efforts of adopting the developmental state model. As a result, Harrison (2006) contends that; "it was almost inevitable, perhaps, that key thinkers within the ANC alliance would be drawn to the Third Way approaches of New Labour in the UK and the New Democrats in the United States of America". As mentioned earlier, these approaches were characterized by both inclusion

and economic modernization. Nonetheless, the RDP still presented a more traditionally left-oriented Programme of state-driven investment and service provision. Fuo (2013) maintains that some public authorities in the country had become well aware of the impeding impacts of segregation and project-based planning. It therefore became clear that a tool that would allow local government to plan and carry out their role in an integrated, strategic, developmental and financially sustainable way was vital following the founding of local government as a self-ruling sphere of government.

The Municipal Systems Act assumed a critical part in legitimising the role of IDPs as it committed each municipal council, amid its term in office, to outline and take on board an IDP for the short-medium and long term development of the municipality. The IDP came into effect on the 6th December 2000 when the primary term of the elected councillors started under the Municipal Systems Act. The IDP was seen to be the primary framework for strategic planning to be utilised by local authorities in understanding and fulfilling their extended developmental obligation (Fuo, 2013). The IDP created the basis for the coming together of all sectoral developmental plans and policies as well as programmes that were directly in line with the legislative and constitutional mandate of local government. Under the IDP, municipalities were now empowered to think of a comprehensive approach to development that takes into account coordination between different but related sectors in the process of planning, the application and tracking of development policies, plans and programmes within their area of authority (Fuo, 2013).

While Integrated Development Planning was an attempt to address the detrimental effects caused by planning under the apartheid government, it was likewise enlivened by the need to adjust the nation's planning framework with developing global practices. For one, some are of the opinion that the IDP was a direct response to South Africa’s commitment to the UN Agenda 21(Todes, 2004).The UN Agenda 21 championed Sustainable Development, and came up with new ways of thinking across the world that was characterized by the advancement of the integration of the social, economic and environmental aspects in the outline,

implementation and administration of government policies, plans and programmes. This was seen to be the solution in enhancing sustainable development (Todes, 2004).

Todes (2004) concedes that the IDP does in fact have a relationship with the UN Agenda 21 when it comes to developing regional strategies that respond to interlinked environmental, social and economic conditions. However, Integrated Development Plans are not first and foremost about sustainability and Todes (2004) emphasises that they are indeed intended to be all encompassing multi-sectoral plans that inform the future development of specific municipal areas. IDPs intend to assist local government to "Understand the various dynamics operating within their area, develop a concrete vision for the area, and strategies for realising and financing that vision" (Todes, 2004). Furthermore the IDP looks to enhance participatory governance in development planning and the prioritization of needs and integration. Outside its association with the UN Agenda 21 and its developmental mandate, the Integrated Development Plan is also supposed to be in line with South Africa's development priorities defined in the National Development Plan 2011 ,the Medium-Term Strategic Framework and Provincial Growth and Development Plan (Fuo, 2013).

2.4 The Developmental Outcomes of Local Government

The White Paper on Local Government (1998) recognized particular key results that are applicable to all municipalities inside the domain of developmental local government goals and objectives. These outcomes and goals are not only relevant in this study but also important as the IDP is one of the tools that is central to achieving local government that is developmental.

2.4.1 The provision of sustainable household infrastructure and services.

Theoretically, all local governments are committed to provide household infrastructure and basic services as they shape the premise of social and financial improvement. These fundamental services and infrastructure are for the most part

acknowledged to incorporate the delivery of water, sanitation, housing, roads, power, drainage and waste removal. These services are essentials as they permit individuals to uplift their families and empower them to end up with sufficient skills to become employable in the job market. As such, it is of paramount importance that the provision of basic services to all members of the local communities, are prioritized.

2.4.2 The creation of integrated local areas and integrating the spatial inequalities of urban and rural settlements in South Africa.

Koma and Kuye (2014) arguesthat this is important for the overall acceptance, success and prosperity of South African communities. Spatial parity is believed to be crucial in promoting economic growth as well as promoting consistency in the delivery of services and reduction of transportation costs of many households. This is important for overall socio-economic development. It is also important to point out that while challenges facing rural and urban areas are mostly similar they are not necessarily always the same. The White Paper on Local Government (1998) maintained that in metropolitan areas more attention should be paid to future needs and infrastructure because of rapid urbanization in those areas, while in rural areas more concern should be placed at establishing liveable environments, which have a sustainable economic base and service delivery.

2.4.3 Enhancing Local Economic Development (LED) and providing special services.

Bennet (1998) argued that Local Economic Development is a sub-national action that should happen within the context of a local labour market with its goal being the increased and accelerated economic growth and employment as well as ensuring a just distribution of development. To enhance the local economy, it is of great importance for local governments to ensure that great quality and financially sustainable services are delivered and that the local area is made to be attractive as a

place to live and work. Quick decision making processes should be enhanced by simplifying the procedures and rules within municipalities (Bennet, 1998).

Local authorities should also review their policies and bylaws to enable compliance with constitutional requirements. The setting up of user friendly one-stop service centres is important as it would allow for enhanced efficiency and local support. To promote social and economic development, inventive marketing and investment initiatives coupled with small business support services should be made available (Bennet, 1998).

Under the context of the developmental local government agenda it is unmistakable that the local sphere of government has a critical part to play in growing the economy, alleviating poverty and creating jobs. As such Koma and Kuye (2014) argue that for the local sphere to carry out its role, it is important that conducive legislative frameworks, financial resources and institutional and administrative supportive systems are provided for. The IDP is at the crux of the developmental approach to local government and is enshrined in the Municipal Systems Act (Pieterse, 2007).

2.5 The Integrated Development Planning Process

The outline of the IDP Framework has, since its implementation, been used to bring about responsive planning and responsible implementation (GGLN, 2015). Defining the IDP as "the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regards to planning, management and development in the municipality", the Municipal Systems Act ultimately provides guidance on the procedure of the IDP. Under this framework communities ought to be encouraged to partake in municipal affairs, they ought to likewise be managed a part to play in planning, executing and assessing the IDP. With this background, the IDP can be comprehended as a means and basis for ensuring that local interests are distinguished and followed up on. As such, it should be cause for concern then, when IDPs seem like generic replicas as it may signal a failure in the participation process (GGLN, 2015).

The arrangements made by the Municipal Systems Act of 2000 commit local authorities to create five-year IDPs that are liable to a review on a yearly basis. Each IDP should consolidate a long-term vision, a situational assessment, development needs, a spatial development framework, financial plans and spending plans for the next three years (GGLN, 2015). Table 2 below shows the factors that municipalities should use in order to determine the ideal content of the IDP. The annual review of the IDP is aimed at allowing municipalities to adjust to any unexpected changes in the international, national or local ecological and socio-economic environment, as well as to take advantage of anticipated opportunities and lessons from implementing previous projects (GGLN, 2015).

Table 1 Information used in determining the content of the IDP

1	Experiences gained from implementing previous rounds of the IDP.
2	Promises found in the ruling party's election manifestos.
3	The content of longer-term (15–20-year) development strategies.
4	The needs and aspirations negotiated through ward committee structures and other recognised citizen-representative forums.
5	The needs and aspirations negotiated through sector forums and reflected in sector plans

Source: Good Governance Learning Network (2015)

After the annual review, the IDP and its related undertakings and spending plans are adapted. At the point when considered relevant, steering committees are set up to guide planning and implementation. In the IDP framework, it is of great importance that communities are in a position where they can influence the substance of the IDP and hold government responsible through institutional structures, for example, ward committees, sector forums, IDP representative forums and project steering committees (GGLN, 2015). However, in reality and as experience illustrates, these processes are not as smooth as stated. This study will show how the application of IDPs is not as easy as the perfect procedure sketched out above owing to various challenges, which explains the varied degree of implementation and performance outcomes across different municipalities.

2.6 Conclusion

The introduction of the IDP in 1996 was to a huge degree impacted by a worldwide discussion on decentralization, and also the way taken by centre parties in prominent nations, such as, the United States of America, the United Kingdom and Germany. More importantly adopting the IDP was part of a programme to establish and support new forms of local government following apartheid and all the effects that it brought to South Africa. While the "IDP was first and foremost an effort by national government to safeguard that local authorities carried out their jobs meticulously, in a manner that was both financially responsible and developmental", along the way there has been a shift in the purpose and framing of IDPs (Harrison, 2006) .While the shortcomings of the IDP's have been documented in the interim (in areas such as fostering meaningful public participation and addressing spatial inequalities) Harrison(2006) argues that a perspective that takes into account the necessity of a long term approach to building capacity within government may offer a hopeful view of South Africa's planning system.

Chapter 3

Literature Review

3.1 Introduction

This Literature review covers a number concepts, namely these are; the evolution of Urban Planning in South Africa, Governance (responsible and responsive) Developmentalism (developmental local government, social and economic development, integrated development, democratic development, leading and learning) Participation, and Sustainable Development as well as Service delivery. The selection of these discourses was based on their close intellectual relation to responsible and responsive developmental local government and Integrated Development Planning. Furthermore these discourses are closely related with each other and interdependent.

3.1 Urban Planning in South Africa

3.1.1 Urban Planning in South Africa (Pre-1994)

Watson (1998) maintains that appropriating specific cases into hypothetically developed arrangements is constantly hazardous, yet, that for wide purposes of comparison, it is conceivable to mark South Africa, before 1994, as an authoritarian administration .Berrisford (2011) maintains that the role of planning law is well documented in terms of how it enforced segregation during first the colonial government and then the apartheid government. To regulate stringently the development of land since the late nineteenth century onwards, a progression of thorough provincial laws in the four provinces of the Union, and later the Republic of South Africa were produced. These laws were essentially made to manage firmly the development of land in urban territories.

As a result these laws ensured the effective preservation of property values, the advancement of a high level of amenity and a high standard of infrastructure until limitations on land ownership were imposed under the Group Areas Act in 1950 (Berrisford,2011) This deterred everything except only a little segment of well-off black individuals owning land in urban regions. The planning laws that administered the land reserved for blacks by and large precluded the utilization or development of land for business or industrial purposes in those zones and were likewise consolidated with laws that hindered black individuals' capacity to possess land in urban areas. planning laws were henceforth part of the ordnance that was utilized to first separate individuals by race in towns and urban communities and afterward to forestall and repress urbanization especially by the black South African (Berrisford, 2011).

Before the 1990s planning in South Africa was to a large extent characterised by the quintessential modernist urban planning approach. Ideas that informed the modernist planning system were produced in the mid-1900s in nations, for example, the USA, UK and Western Europe. These included, but were not limited to: land-use control and structure planning. The mid to late 1900s saw the unfolding of the apartheid system, and it was at this point that the then South African government deemed this rigid, structured and autocratic planning system suitable in carrying out and advancing discrete and divided development in urban areas, coherent with apartheid policies (Cotzee, 2012). Berrisford (2011) maintains that due to the spatial legacy of apartheid planning , each town or city in South Africa reflects not just an unequal share of infrastructure, services, and accessibility to varying degrees, but the distance between areas in which poor people and the rich live fuel that imbalance even more .

The long distances from work contribute to a disorganised spatial pattern that comes with high costs for delivering infrastructure as well as maintaining it. The long distance also renders public transport considerably difficult to make available. While the roots to this legacy remain complex and different, what is clear is that the regulatory frameworks that administer development, land tenure and land use have been very influential in creating the challenges that our cities and towns are bequeathed with (Berrisford, 2011). The modernist planning system in South Africa was evidently incompetent in tackling the broader aspects of

integrated urban and rural development and more importantly failed to address needs in terms of socio-economic development (Coetzee, 2012). Town planning as a profession assumed a vital part in this procedure.

3.1.2 The Transformation of Urban Planning in South Africa Post -1994

Urban Planning and its "uncritical provision of technical services to the apartheid state, and in some cases, in the planning of its macro-spatial manifestation (through the preparation of grand-scale national plans for the Bantustans) and more regional and local level development (through the identification and establishment of homeland towns and heavily subsidised outlying 'industrial estates' stripped of any economic logic)" left the profession in a problematic position (Oranje, 2014). This was not only down to what the profession "had done" but also, whether or not it was in any position to help in undoing the damage. The tainted and morally bankrupt state of the profession meant that while old planners were consumed by the new post-apartheid regime and assumed a role in drawing up new policies and legislation, planning as an entity "was not leading or giving strategic guidance",(Oranje, 2014).

While there is little doubt that the change in urban planning was basically evoked by the scrutiny levelled against the modernist apartheid planning approach, Coetzee (2012) contends that the ANC had already realized before the transformation period that the country was desperate for a better, enhanced and more liberal type of planning. This new planning framework was essential if the spatial and development defects caused by the apartheid regime as well as other difficulties of the democratic South Africa were to be addressed. Furthermore the ANC together with some progressives had already begun observing the birth of modern movements in planning and gradually realized that liberal approaches to planning offered a fitting basis for the new South Africa (Coetzee, 2012). Key international trends listed on the table below were very influential in shaping the transformation of urban planning and the country's local sphere of government.

Table 2 Showing Key International trends that influenced Urban Planning Transformation

	Key International Trends
a	Focus on community involvement and participation, the focus on community involvement and participation
b	The new emphasis on social planning and communities; the emerging focus on strategic planning
c	The focus on environmental management and sustainable development
d	The new relationship between urban planning and urban management and municipal affairs
e	The new focus on Local Economic Development (planning), and the new developmental style of planning and local government

Source: Coetzee (2012)

The shift from the modernist way of planning to the coordinated planning framework (IDP) has had a telling bearing on how town planners, government authorities, supervisors and legislators have had to carry out their roles. Coetzee (2012) argues that planners have needed to continuously take in a new planning procedure that encourages them to connect with and plan with, and for civil society. This planning approach also encourages them to participate in the political structures and additionally in the administration of urban regions and municipalities. This has been in order to allow planners to spearhead the drive for sustainable development and to involve themselves with the contemporary type of strategic planning and management in the context of developmental and democratic local government. The coordinated nature of this urban planning approach has led to various planning procedures and an array of new planning practices and apparatuses such as visioning, community planning and strategic planning, for instance (Coetzee, 2012).

Planners were also compelled by this new planning methodology to capacitate themselves by attaining new critical skills. These involved among others, “communication, negotiation, conflict management, facilitation and managerial skills”, (Coetzee, 2012). These skills have without a doubt diversified the role of planners and have enhanced their demand in the market. Simultaneously these skills have fashioned increased opportunities for planners in all sectors. However, these skills have also brought about considerable confusion and conflict.

Coetzee (2012) argues that some planners have complained that it has become burdensome to deal with all these varied planning roles efficiently. Oranje (2014) asserts that while planners may discuss change when reaching out to societies they serve and also in the guidance they provide to leaders on development, the plans they prepare show constrained enthusiasm.

Oranje (2014) contends that the plans prepared, such as the IDP and SDF are uninspiring. He goes further to point out that writers and commentators of such plans have written "Negatively on their increasingly stale, user-unfriendly presentation style; voluminous form; standardised, guideline-driven nature; and mechanistic, outdated, meaningless form of community participation"(Oranje,2014).Oranje (2014) goes further to point out that; "these negative attributes not only waste the energy and patience of stakeholders and communities, but also show a lack of recognition for the unique role and sustained contribution that is required from all in the preparation, implementation and review of these plans, as well as their transformative power."

The transformation of the planning system was viewed and intended to be the means for replacing the unfortunate and discriminatory urban planning system that endured until the 1990s and to foster a new context in which the; "transformation, reconstruction and development of the neglected and fragmented South African urban and rural spaces" would be achieved (Oranje, 2014). Regrettably after so many years of democracy, according to Coetzee (2012) planning in the country's municipalities and all that it represents, "finds it difficult to come to terms with its new role and identity, isolated and in disarray".

3.2 Governance

3.2.1 Responsible Governance

Responsibility in an organisational setting speaks to accountability, which includes the demonstration of transparency with the budget, like how government divisions answer to parliament (GGLN, 2015). Responsibility is associated with an emphasis on consistency, which in this context includes guaranteeing that announcements and implementation are coherent with policy frameworks. Responsibility is also understood as efficacy, which is fundamental for safeguarding that goals are achieved meticulously and timeously. Responsibility also goes beyond the organisational structure, where individual forms and displays of responsibility also matter. This resonates with aspects of organisational culture such as public service ethos, professionalism and sense of duty; it concerns employees acting in a manner fitting to the acknowledged practices and within formalized procedural and lawful structures (GGLN, 2015).

3.2.2 Responsive Governance

On the other hand, the concept of responsiveness is explained as; “the degree to which government listens to what people want and acts on it, and to which public policies and institutions respond to the needs of citizens and uphold their rights” (GGLN,2015) .Furthermore, a distinction can be made between shallow and deep responsiveness. Shallow responsiveness involves; “established, functioning and transparent loops” (GGLN, 2015).This is associated with “internal reporting and accountability systems within government and external communication to communities and citizens” (GGLN, 2015). On the other hand, deep responsiveness concerns the development of deliberative democracy by both the people and the state. The overall aim is for transparency to prevail which would in turn result in accountability and effects that empower citizens. Responsible and responsive governance requires leaders and government to perform their duty in a responsible manner by ensuring that decision making and policy implementation remain in line with accepted and established procedural norms and practices.

3.3 Developmentalism

According to Seedat (2005) the concept of developmentalism has a strong correlation with debates surrounding globalisation, neo-liberalism and the role of the state. In this context globalisation concerns the growth and extension of international flows associated with goods and services, information, technology, finance, individuals and capital goods in a way that significantly restricts the ability of country's or multilateral and bilateral bodies, to regulate or control them successfully. Seedat (2005) puts fourth three views that dissect globalisation.

First is the view that globalisation is an inescapable outcome of human society and that its contributions are positive and that encouraging them is a necessity. Globalisation advocates make a case that it leads to the liberalisation and integration of markets globally, that globalisation is not supervised, but holds universal benefits while fostering democracy around the world. Some advocates of globalisation believe that globalisation holds the potential for governments to increase integration, prosperity and democracy so long as they champion and engage in market based growth paths and benefit from international trade and attracting capital (Seedat, 2005).

The second view is one that takes an entirely opposed perspective. This view is certain that globalisation is steered by the essentials of major corporations together with their home governments, while being supported by the endeavours of numerous bilateral and multilateral organisations (Seedat, 2005). Advocates of this view also contend that globalization's structural manifestations and foundations are found in market-driven economic processes and market fundamentalism and that it is vindicated through the doctrine of neoliberalism also known as the Washington Consensus (Seedat, 2005). This view further claims that the outcome of globalization is structural adjustments coupled with disproportionate benefits that are inclined to benefit developed countries.

The last view leans more towards the second view in that it also shares the critiques of market fundamentalism and the consequences of globalization (Seedat, 2005). However, there is also a view that disregarding globalisation is not the solution based on the understanding that it has brought to humanity, the opportunities to trade and increased access to markets as well

as technology. Those who hold this view also believe that globalisation should be remodelled in such a way that its 'potential for good' is realized and that international economic institutions should be remodelled in a similar way (Seedat, 2005). With this background, of significant importance is the role of governments in abating the consequences of market failure and safeguarding social justice and reforming the global financial system.

3.3.1 Developmental Local Government

Koma and Kuye (2014) maintain that the local sphere of government has been positioned in such a way that makes it become developmental both in content and form. One of the major components of developmental local government is local economic development aimed at addressing pressing issues around poverty, unemployment and limited resources. The country's process of policy reform and development mainly took place amid the period between 1993 to 2000. This procedure empowered South Africans to be mainly engaged in forming the "mounting prices of legislation, proclamations, white papers and by-laws tabled for action mostly between 1994 and 1999" (Koma and Kuye, 2014).

South Africa's Constitution of 1996 contained a mandate for local government in the form of a chapter where local government was introduced as a mature sphere of government (de Visser, 2009). Moreover, de Visser (2009) adds that it also postulated municipalities as a fundamental development drivers by detailing the, "Constitutional objects and developmental duties of local government". De Visser (2009) maintains that these "centre around democracy, sustainable service delivery, social and economic development, environmental protection, poverty alleviation, environmental protection, community participation and intergovernmental cooperation". The 1998 White Paper on Local Government (1998, pp. 38-42) clarified that a developmental local government was defined by four crucial development imperatives namely:

(1) Maximisation of social and economic growth;
(2) Integration and co-ordinating;
(3) Democratisation of development;
(4) Leadership and learning.

3.3.2 Maximizing Social Development and Economic Growth

In this setting social advancement, pertains to the provision of basic services (e.g. water and power) by municipalities to empower individuals from local neighbourhood groups to uphold the minimum accepted standard of living. Koma and Kuye (2014) contend that municipalities can likewise advance social development in different ways, for example, through arts and culture, the delivery of social services as well as the provision of recreational and community facilities. Municipalities are also mandated to foster economic growth by playing an effective role in directing LED by assembling the accessible resources and guarding them towards the accomplishment of municipal development objectives. To achieve this Koma and Kuye (2014) argue that local government uses different LED initiatives to bolster SMMEs, and to boost the retention, expansion and attraction of business. Economic growth is promoted by LED strategies that are also used to foster economic empowerment and economic transformation.

3.3.3 Integrating and Co-ordinating Development

Co-ordination in this respect concerns the bringing into line the activities of various sectoral organisations and driving them towards the attainment of local development activities (Koma and Kuye, 2014). The significance of co-ordination as well as integration in government is highlighted in the constitution of the country under Section 41(i) (h), which stipulates that all spheres of government and organs of state must work together with basic trust and confidence by advancing responsive relations, aiding and backing each other, informing each other of (and counselling on) issues of common interest and that they should plan activities and legislation with each other (Koma and Kuye, 2014). The Intergovernmental Relations Framework Act of 2005 (Act 13 of 2005), which institutes a framework for co-operation was endorsed with a specific end goal to give effect to the stipulations of the constitution. To achieve this co-ordination and commitment, municipalities use among others, the process of integrated development planning (Koma and Kuye, 2014).

3.3.4 Democratizing Development

The democratization of development involves the contribution of ordinary citizens in issues relating to local government, it concerns public participation. The Constitution (1996), under Section 152 (I) (e) obligates local government to assist and promote the engagement of societies and societal organisations in matters concerning municipalities. The Municipal Systems Act (2000) and the Municipal Structures Act (1998) were put in place for the purpose of giving effect to these provisions of the Constitution (Koma and Kuye, 2014). Citizen participation is institutionalized by the Municipal Structures Act of 1998 by making provisions for the creation of ward committees to guarantee functional participation by communities in matters of local government.

3.3.5 Leading and Learning

Owing largely to the advent of globalisation, Koma and Kuye (2014) argue that municipalities have progressively become focal points for economic growth and have become open to numerous influences that have originated from the global environment. This has led to the need for developmental municipal leadership that is vigorous and characterized by the willingness to benefit from observing the best universal practices on matters encompassing local government in order to think internationally while acting locally. Most local communities around the world face the same challenges of boosting their economies for the purpose of empowering their societies, protecting their environments, alleviating poverty, and safeguarding personal safety and security .As such, Koma and Kuye (2014) argue that municipalities should take the front seat in their jurisdictions when it comes to learning from the failures and successes of other local authorities world-wide while striving to become both strategic and visionary.

3.4 Public Participation

Various forms of participation in local government are provided for by different pieces of legislation. Among these are section 152 and 195 found in the Constitution of South Africa. Local and metropolitan municipalities are given the opportunity to create ward committees as one of the specialized structures to promote participatory democracy. Municipalities are also required to report annually on the status quo of the involvement of communities and community organisations on municipal affairs. Participation in local government affairs happens with the background of two main objectives that need to be fulfilled. One identifies with advancing the standards of majority rule system of government and protecting the integrity of the state in the local sphere of government through formal political procedures, such as elections. The other pertains to the developmental mandate of local government, such as alleviating poverty through service delivery and local economic development projects (Mukwevho and Mtapuri, 2014).

Coetzee (2012) argues that while many attempts have been made to establish participation as a crucial tool in policy frameworks, participation in the planning process remains largely neglected. The author further contends that planners and community representatives are struggling to manage effective participation processes, while on the other hand a vast number of politicians continue to “view this as window dressing”. Looking back at the 1990s when participatory standards adopted, it is declared that, government and municipal authorities did little to uphold and establish the essential principles of urban democracy, as well as to expand on experienced-based guidelines capable of assisting with the effective implementation of community participation suited to the country’s young democracy. According to Coetzee (2012) various planners and authorities entrusted with community involvement processes have likewise voiced out that the constrained Ward Committee framework, considered the vehicle of public participation, is lacking in managing community involvement effectively.

3.4.1 Public Participation in the Integrated Development Plan

The GGLN (2015) has written at length about how the IDP falls short in supporting dynamic citizenry and social activism, and in addition to energize responsive planning and responsible implementation. The explanations behind these failures are multifaceted and differ across municipalities. The GGLN (2015) argues that, not only do municipal councils not consider ward committees and their concerns important, but ward committees are also denied data that is of importance in empowering them to get ready ahead of time for these gatherings, where they are supposed make a contribution by bringing up issues that affect ordinary citizens that they represent. Ward committees are additionally said to be considerably politicized attributable to the fight for access to power and assets within ward committee structures (Afesis-corplan 2013). This failure leads to a degree of unreliability on the IDP by local communities and a wasted opportunity to steer towards the vision of the constitution of co-creation where government is founded on the will of the people.

Another problem is that sector plans, which are an additional legislated instrument for community participation in the IDP process, are more often than not established in an unplanned manner with constrained citizen participation. The general experience of public participation in planning in sectors such as housing, agriculture, energy, and local economic development, is that municipalities typically call for participation only on an ad-hoc basis, and as a result only limited people attend these meetings in which new sector plans are developed (Afesis-corplan, 2013). Meetings fail to form part of any systematic and continuous planning and review process. The Presidency (2014) also acknowledged that the weak development planning capacity in local government has translated to municipalities that are unsuccessful in developing sector plans that lay a foundation for the development of quality five year IDPs. Instead sector plan meetings are usually poorly announced and unattended.

Afesis-corplan (2013) argues that municipalities are largely characterized by weak project management systems. As such, it then turns out to be extremely troublesome for citizens to partake in overseeing how the IDP is implemented and its related undertakings. This is because ordinary citizens often do not have the information concerning who is in charge of

executing what and to what standard. The municipality and other partners are then ready to shift the blame with nobody truly assuming responsibility (Afesis-corplan, 2013). Tasks are normally moved over from year to year without people being held to account for poor performance. At the point when people are to be held responsible, action is unlikely to be taken against them and they rarely face punishment for their short-comings.

Without deliberative community participation in IDP processes, the efforts of ensuring that planning is sensitive to the needs of the people seems futile. Afesis-corplan (2014) also argues that the annual review process of the IDP has become nothing short of a procedural exercise without significant meaning. The annual review process is often not utilized as a strategic "opportunity to seize unexpected opportunities, adjust to disappointments and discover ways around apparently insuperable barriers" (Afesis-corplan 2013). Some municipal officials have complained the between one IDP review to the next, there is barely time for implementation and monitoring.

3.5 Sustainable Development

Coetzee (2012) argues that while environmental planning and management have dependably been a part of the South Africa's urban planning system, it was not until towards the end of the 1980s that planners, activists and environmentalists acquired prominent status for ecological issues. This was to a large extent a reaction to poor environmental management and a disintegrated approach to planning. While the concept of sustainable development has been highly debated, the World Commission on Environment and Developments provided a useful starting point by defining it as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

The Brundtland Report affirmed that "equity, growth and the maintenance of environmental integrity are simultaneously possible as long as the key principles are applied". These key principles include the achievement of "basic human needs for food, shelter, water and energy; conservation of biodiversity and maintenance of ecological integrity, including

ecological carrying capacity; social justice and equity, including inter and intra generational equity; and participation of individuals and communities in activities and decisions that affect them" (Seedat, 2005). This definition ultimately points to South Africa setting out to find the middle ground between social equity, urban economic growth and environmental conservation.

Environmental conservation which takes centre stage in the sustainable development agenda points to the need for cities to revise the reliance on motorised transport, grid electricity and virgin raw materials (Seedat, 2005). On the contrary cities should strive to utilise renewable energy sources while also limiting resource and waste by re-using and/or recycling. The concept of social equity which is centred on satisfying basic needs, reducing poverty and safeguarding the rights of susceptible groups such as the disabled, women and children is also very important. The Portland Plan (2012) asserts that advancing equity should take centre stage as "it is both a means to a healthy, resilient community and an end from which we all benefit".

Seedat (2005) maintains that some are of the belief that economic growth cannot be sustainable, but that the general view is that problems encountered can be addressed using the multiplicity of nature and new technologies. Seedat (2005) also holds the view that economic sustainability is not only important but also possible as long as economic growth is such that it provides employment and social equity and the alleviation of the negative externalities that are a consequence of production. The 1990s saw planners and environmentalists realise increasingly the crucial connection between planning and environmental management as the integrated and holistic focus on urban planning developed in South Africa (Coetzee, 2012). Planning processes in South Africa also began to take a new shape and focus with "an increased emphasis on understanding and addressing the total environment as well as the integration of the various environmental components in the planning and development processes" (Coetzee, 2012).

3.6 Conclusion

Integrated development planning at local government has seen the state acquire an active role to play in intervening in the economic, social and environmental arenas for the good of the public. It has also seen the transformation of urban planning from a modernist approach to one that is more inclusive. Decentralised local government has afforded municipalities with the opportunity to influence the development path and service delivery of their localities while involving communities in formal decision making processes. Under the provisions of the new Constitution, municipalities have been given a major developmental responsibility with the sole purpose of safeguarding that the quality of life for its citizens is improved. Good governance is a foundation for the strengthening of formal mechanisms of democracy as it upholds deliberative development by creating inclusive and progressive development programmes and development institutions. The provision of basic services, creation of jobs, promoting democracy and accountability and the eradication of poverty are at the centre of the new role of local government and as such formulating and having an IDP is aimed at enabling the municipality to be able to oversee and carry out its developmental mandate. With all its best intentions, it is apparent (as this report will later show) that many challenges still stand in the way of achieving the developmental goals intended by the introduction of the Integrated Development Plan.

Chapter 4

Research Methodology

4.1 Methodology

Seedat (2005) maintains that the nature of the research problem dictates the best suited research method, as quantification is sometimes required, and sometimes not. As such, qualitative research methods which are often used to answer the whys and hows of human behaviour, opinion, and experience were used for the purpose of this study. This was done as the information relevant to this study was not easy to collect through more quantitatively-oriented methods of data collection. A qualitative research method was used to investigate and document the views on IDPs by officials as well as their attitude towards it (IDPs).

The information compiled in this report was derived from officials working in the department of Cooperative Governance and Traditional Affairs in Gauteng from the MIDP Directorate, the City of Johannesburg (Group Strategy, Policy Co-ordination and Relations department) which is responsible for oversight, co-ordination and management of the key group policies, strategies and tactical plans. Lastly an official from the City of Tshwane (Medium Term Planning Manager) was helpful in making this study possible. The table below which was adopted from the CoGTA 2016/17 Draft Integrated Development Plans Analysis outlines the different roles that each provincial and local spheres of government have to play in the analysis process of the IDP.

Table 3 2016/17 Draft IDP Analysis Roles and Responsibilities

SECTOR	ROLES AND RESPONSIBILITY
MIDP Directorate (COGTA)	• Manage and co-ordinate the IDP Analysis process in terms of logistics, dates, invitations, venues, etc. • Ensure a timeous collection of IDPs from municipalities • Distribute all IDPs to sector departments prior to analysis • Study all adopted IDPs over the analysis week • Input into the IDP Analysis Framework prior to assessments • Verify and consolidate sector comments on IDPs for each municipality • Relay Draft IDP assessment findings to municipalities prior to the adoption of their Final IDPs • Facilitate the IDP Analysis engagement sessions • Prepare the final IDP comments for the MEC • Monitor agreements reached between sector departments and municipalities • Promote inter-spherical (horizontal and vertical) alignment and ensure that the IDP is a plan of all government.
Sector Departments and State-Owned Entities	• Study and make assessments of all Draft IDPs in line with their line function duties and expertise • Participate in the draft and final IDP Analysis session and provide comments on IDPs within set time frames • Critically provide overall inputs to the IDP analysis process • Ensure that provincial priorities are reflected in IDPs
Municipalities	• Prepare and submit draft IDPs within the given timeframes • Incorporate provincial comments and findings into final IDPs • Ensures that adopted IDPs are reflective of National and Provincial priorities.

Source 2016/17 Draft Integrated Development Plans Analysis (2016)

While it is the obligation of municipalities to formulate and embrace IDPs, the IDP is an integrated inter-governmental system of planning which requires the contribution of all the three spheres of government. Some contributions have to be made by provincial and national government in order to ensure alignment and thereby assist with municipal planning. COGTA plays an important role in the process of analysing municipal IDPs beyond the mere facilitation of the sessions. These different stakeholders are required to ensure that where gaps are identified, they are not solely left to municipalities to resolve, but that they are proactively involved in the process of finding sustainable solutions to the overall benefit of the province and not just municipalities.

Map 1 Gauteng is divided into three metropolitan municipalities, the City of Ekurhule City of Johannesburg and City of Tshwane Metropolitan Municipalities, as well as t district municipalities, which are further subdivided into six local municipalities.



Source:http://www.south-africa-tours-and-travel.com/map-of-johannesburg-south-africa.html (2016)

4.2 Semi-Structured Interview

Semi-structured Interviews were conducted with a number of officials from the department of Cooperative Governance and Traditional Affairs (CoGTA), the City of Johannesburg and lastly the City of Tshwane. The various officials whose insight was sought after was of those that have been intimately involved in work that intersects with the subject matter of this research. While face to face interviews were conducted, some officials were sent or handed interview questionnaires for convenience.

4.3 Document Review

Documentary sources were utilised for the purposes of this research. These documents were mainly from the department of Cooperative Governance and Traditional Affairs. These documents included the Draft 2016/17 IDP of all the municipalities in Gauteng, Back to Basics launch presentation document, Draft IDP Analysis Report, Towards Integrated Planning in Gauteng document, and the report on Municipal Integrated Development Planning to name a few. These were very useful as a source of data and information for the analysis contained in this report.

4.4 Ethical Considerations

The research was conducted through the use of semi-structured interviews as well as questionnaires which were sent or handed out to the relevant government officials. The identity of the officials involved in the study was protected through the use of pseudonyms at their request. The information provided by participants was represented without instilling personal opinion giving integrity to the research. The use of any intellectual property to facilitate this research has been credited to the owner and not presented as the authors.

4.5 Limitations

Unforeseen challenges are more often than not encountered during research projects. They cannot be ignored as they can have an effect on the outcome of the study, impact the results as well as the recommendations. Given that the Integrated Development Plan, which is the subject matter of this research, is a framework for local government, time constraints became apparent as the research was done on the year of local government elections which took place on the 3rd of August 2016. Many officials complained about being very busy in the lead up to the elections, as well as during the transition after the elections. As a result the research project was delayed and it was difficult to interview or receive feedback from all the intended participants.

Chapter 5

Research Findings

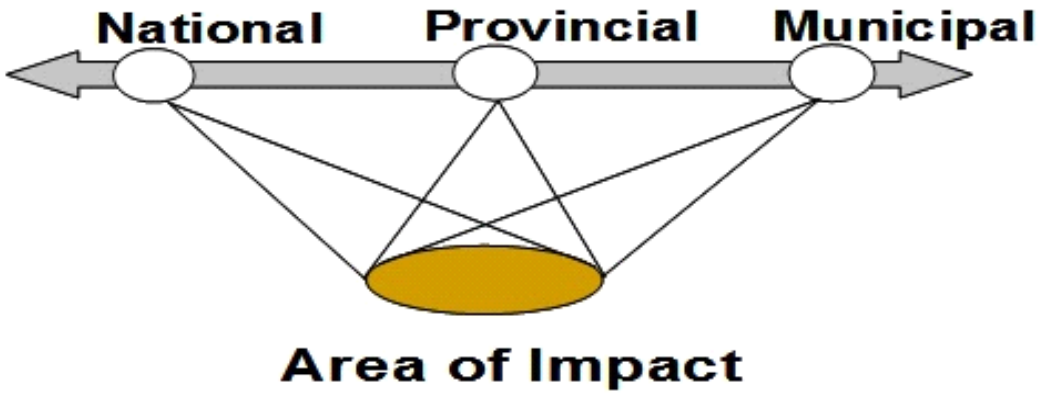
The integrated Development Plan as a framework for Developmental Local Government in Gauteng

5.1 Introduction

This chapter focuses on discussing and analysing the information that was gathered from the research. As mentioned in the methodology of this study, the views of officials on the integrated development plan (IDP) were used to gauge the perceptions on the IDP as a tool for developmental Local government in Gauteng. Insight from officials in the Department of Cooperative Governance and Traditional Affairs (CoGTA), the City of Johannesburg (CoJ) and Ekurhuleni were utilized for the purpose of this study. Getting the perspective of officials from the department of Cooperative Governance and Traditional Affairs was crucial as this department aims to; ensure that municipalities across the province are financially viable, institutionally transformed, democratically governed, enabling them to drive economic development and to deliver infrastructure and basic services in a spatially coordinated fashion. These objectives are all central to developmental local government.

The research on the views of officials undertaken in this study was done in relation to the key themes that were discussed in the literature review as well as using the outcomes of developmental local government. The White Paper on Local Government (1998) summarises the outcomes of developmental local government as those of the provision of household infrastructure and services, creation of liveable, integrated cities, towns and rural areas, local economic development, and community empowerment and redistribution. According to CoGTA's report on Municipal Integrated Development Planning (MIDP) (2016), the DLG approach signifies the need to develop local democracy through involving citizens as voters, as participants in policy processes, as consumers and service users, and also as partners in resource mobilization. The approach also introduces the notion of integrated development planning.

Figure 1 Coordination of planning between all the spheres of government



Source: Towards Integrated Planning in Gauteng (CoGTA, 2016)

5.2 The integrated Development Plan and Local Economic Development and Job Creation.

While most aspects of the Integrated Development Planning documents do not directly link with Local Economic Development (LED), almost all the projects contained in the IDP have a considerable impact on local economic development. Gunter (2005) contends that service delivery as the main feature of the IDP is very essential in the area of LED. It is highly improbable for a rise in standards and to ensure the growth of the local economy of an area when the local people are deprived of basic services. Economic initiatives such as Small, Medium and Micro Enterprises (SMMEs) are more often than not the stimulants for the economic growth of municipalities. Godsell and Maphalala (1990) maintain that the provision of basic services such as water and electricity to a locality are crucial in enabling local businesses to develop their own local industry.

Through the use of IDPs, Gunter (2005) states that municipalities are meant to define the strategies and capital projects that they intend to implement. Using IDPs, Gunter (2005) states that local government is intended to define the strategies and capital projects that they intend to implement. These projects basically vary from the delivery of basic services to infrastructure development. “The IDP requires that the municipality specify the source of income for the project and the role it will play in development and in black economic empowerment (BEE)” (Gunter, 2005). Municipalities are tasked with mitigating racial as well as economic imbalances of the past by ensuring that previously disadvantaged groups are provided with skills training, and by hiring and outsourcing projects to black owned companies.

> “The spirit of Integrated Development Planning (IDP) is precisely to empower municipalities with a tool for integrated budgeting, implementation and delivery of plans and programmes, which will have a lasting impact on communities and improve their quality of life. The IDP is meant to direct economic development and employment opportunities within a specific municipal area of jurisdiction.”(CoGTA official 5, September 2016)

Because of the legacy of racial segregation, previous township territories were developed as residential areas which were isolated and with minor socio-economic activities .Thus these zones were, and some remain, characterised by underwhelming and immature economies that remain inadequately incorporated into the standard economy (CoGTA official 3). The general held view by respondents in this study is that strategies and policies intended to address the "Triple Challenge" of poverty, unemployment and inequality are in place in municipal IDPs, however, the problem lies with implementation across municipalities in the province. CoGTA official 4 pointed out that the IDP is extremely helpful in assisting local government to concentrate on the most imperative needs of neighbourhood communities while taking into consideration the resources accessible locally. The official further went on to say that it is through the IDP that municipalities are able to introduce interventions that are focused on creating sustainable economic development, sustainable employment creation and poverty alleviation.

There seems to be a positive level of satisfaction with implementation in the metropolitan municipalities, with some officials pointing to initiatives such as 'Jozi@Work', the City of Johannesburg's (CoJ) developmental Service Delivery Model that was outlined by the Executive Mayor in the 2014 State of the City Address, with its main focus being to improve service delivery. "The CoJ's Jozi@Work programme will contract around 1750 small businesses to provide services as diverse as waste sorting and infrastructure maintenance, the programme is expected to create about 40 000 jobs"(JDA, 2014). Another project that was lauded by CoGTA official 1 is the first-ever community based Tshwane Bakery, which is part and parcel of the 'Township Economy Revitalization' project in Soshanguve. The project is succeeding and has even seen, for instance, the Department of Health's MEC Qedani Mahlangu committing Provincial Hospitals and Clinics to become part of the bakery's market (Gauteng Online, 2015).

Figure 2 Community members showcase their small business development and support proposal to the City of Johannesburg Executive Mayor, Cllr, Parks Tau, at the official launch of the Jozi@Work programme in Eldorado Park.



Source: http://www.joziatwork.org.za/guidelines/

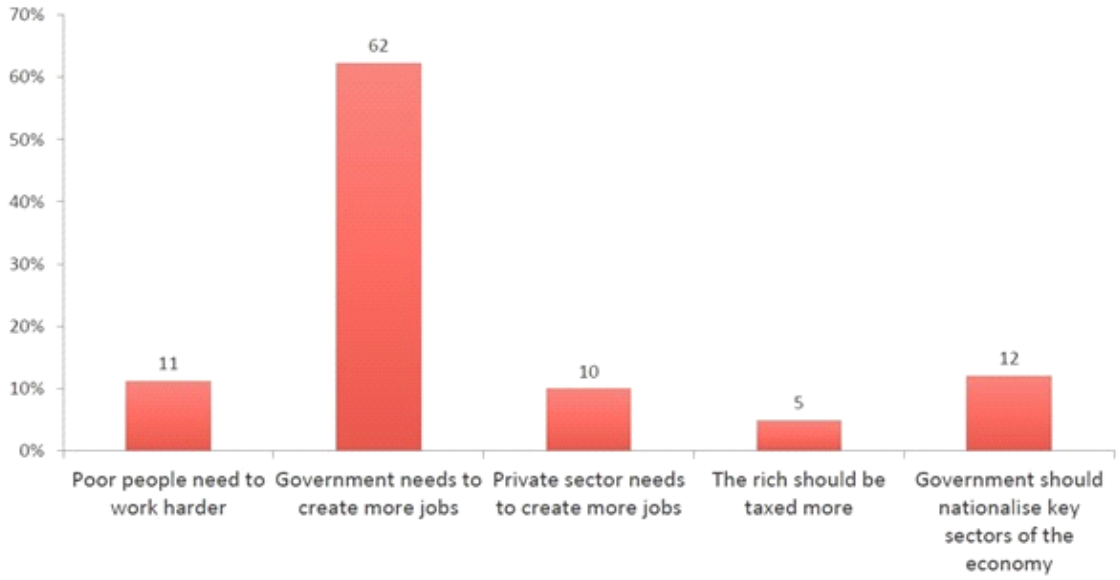
Municipal official 2 expressed satisfaction with the direction that the City of Johannesburg is taking stating that;

> "Through the IDP the City of Johannesburg is looking to create about 300 000 jobs in the next 5 years and will also ensure the support of around 100 000 SMMEs in the same period. The city aims to align its plans and policies in a way that will enable it to achieve a 5 % economic growth rate. The city's IDP is very developmental oriented."(Municipal official 2, September 2016)

CoGTA official 1 was satisfied with progress that the metropolitan municipalities are making as far as economic development and tackling South Africa's 'Triple Challenge' is concerned, and noted that there are currently attempts underway to try profile the existing economies in townships. This is done in order for government to be in a position to assist economic activities going on in these areas such as the 'shisa nyamas' car washes, incubators (in Alexandra) and bakeries (in Tshwane). CoGTA official 1 also maintained that metropolitan municipalities are performing well in township revitalization as well as in successfully implementing economic development strategies, and that much of this can be attributed to

the additional funds that metropolitan municipalities generate themselves as compared to local municipalities. The official also raised a concern that when one looks at some local municipalities, the story is different, as the national and provincial spheres of government do not fund them as much. The point here is that metropolitan municipalities have a relatively bigger budget (revenue stream) to work with while local municipalities work on a rather stringent budget.

Figure 3 Graph on the approach that people in Gauteng believe would have a the biggest impact on inequality



Source: Gauteng City Region Observatory (2015)

The importance of the IDP in informing economic development initiatives was positively and roundly acknowledged. CoGTA official 2 was adamant about the positive role that IDPs are playing in providing certainty to private business that, in his view, should be central in providing jobs, and not the government. While the graph above illustrates that most people from Gauteng expect the government to create more jobs in the province, CoGTA official 2 was adamant that such should reside mainly with the private sector. In light of this the official believed that the role of the IDP is providing a framework for openness and directness on

what a particular locality or municipality seeks to do in terms of development and overall policy. The official went further to state that:

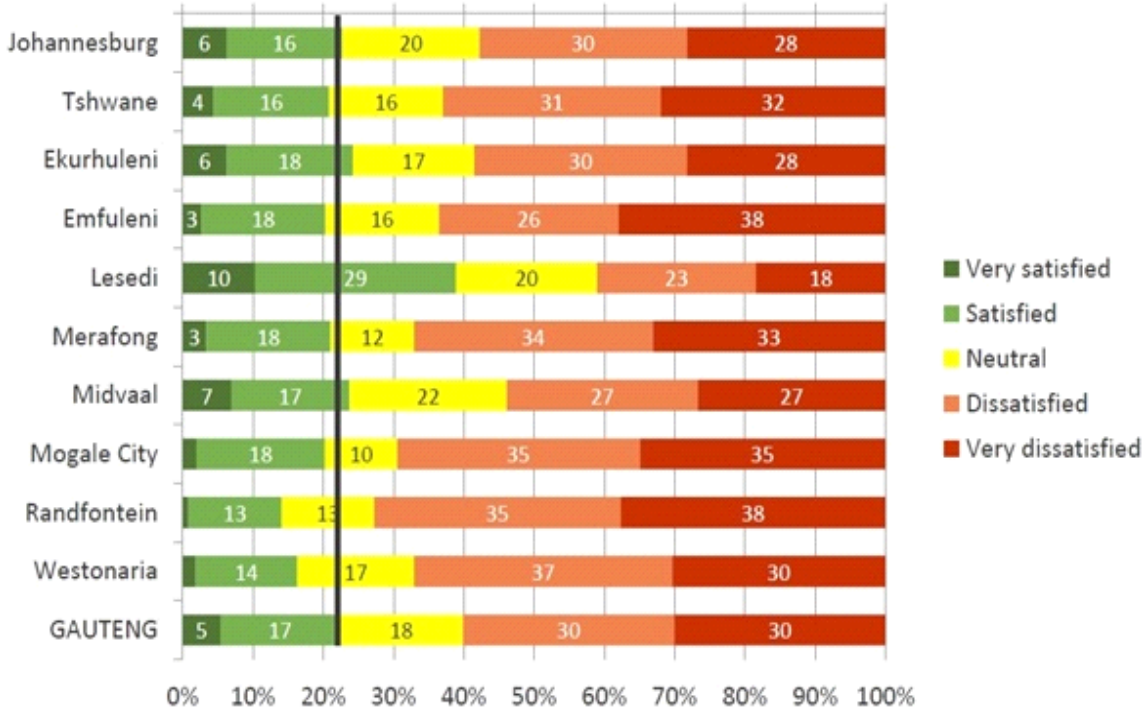
> "When an IDP is a bit shaky, potential investors do not have high levels of confidence in investing in a given municipality because the thinking for the medium term (5 years) is not clear. So as such, the IDP plays a vital role in driving economic development in a particular municipality. The Local Economic Development (LED) component of the IDP is also indispensable in building the kind of confidence that communities and investors require in order to invest in a certain area." (CoGTA official 2, August 2016)

The importance of LED, which is made up of strategies that are based on the overall vision outlined in the IDP, was emphasized and CoGTA official 2 added that:

> "LED is supposed to be a springboard for economic investment, one that is localized and that resonates with residents of the municipality, or even smaller pockets/neighbourhoods within that municipality. Sometimes when business sees government invest in a certain area, it follows suit and builds on what the government has initiated. So when LED policies are weak or they are not implemented properly, they may have adverse effects on broader economic development and job creation." (CoGTA official 2, August 2016)

Overall, the respondents in this study acknowledged that improvement in the implementation of policies and strategies aimed at spearheading local economic development in the IDP across municipalities is needed and would be critical in solving the challenges faced by the province. Municipal official 2 stated that implementation is not only a municipal problem but a world-wide challenge for both the public and private sector, as "….even when you have a sound strategy you still have to implement it". As a result, the difficulty faced in the implementation of policies means that many challenges still persist in the province, regardless of policy development. The premier of Gauteng pointed out some of the biggest structural challenges faced by the province in 2015 by stating that, "The exclusion of black people, women and youth as key participants in key sectors of the economy, the 'subdued' role of the SMME and co-operative sector, the decline in the role of manufacturing and a lack of a skilled labour force, continue to be a challenge to the province".

Figure 4 Graph showing satisfaction with government initiatives in growing the economy (Gauteng)



Source: Gauteng City Region Observatory (2015)

In 2015 the Gauteng's Executive Committee asked CoGTA to assess the impact of the IDP as a tool for socio-economic development. A proposal was made to look into this as currently, the success of the programmes and projects adopted and contained in the IDP (such as LED) is difficult to measure. CoGTA official 1 stressed that there is a lack of a well-functioning monitoring and evaluating instrument and stated that:

> "As a result, we just keep pumping money into communities without really going back to say what is the impact of these projects. IDPs are drafted by municipalities in-house, as a result when we ask them about the progress of the IDPs they say they are fine, and then you see people protesting on the streets and wonder .Implementation is a very big problem but monitoring and evaluation is also a cause for concern."

LED is an important key performance area of the IDP (Sikrweqe, 2013). It is argued by Gunter (2006) that the LED should be incorporated into the IDP to enable municipalities to achieve socio economic development in areas of their jurisdiction. According to research report sound local economic development policies are in place in most municipal IDPs. Metropolitan

municipalities seem to be doing much better than local municipalities in terms of implementation. This appears to be a result of metropolitan municipalities having more revenue compared to local municipalities. The triple challenges facing the country cannot be understated as they continue to be a force to be reckoned with. More and improved policies need to be in place to ensure that projects contained in the IDP are executed successfully in order for communities to be satisfied with the progress done by government in growing the economy. As things stand, figure 4 shows that there is still an unacceptable percentage of people who are either dissatisfied or very dissatisfied with government initiatives in place to grow the economy and that certainly needs to change.

5.3 The integrated Development Plan and the provision of household infrastructure and services.

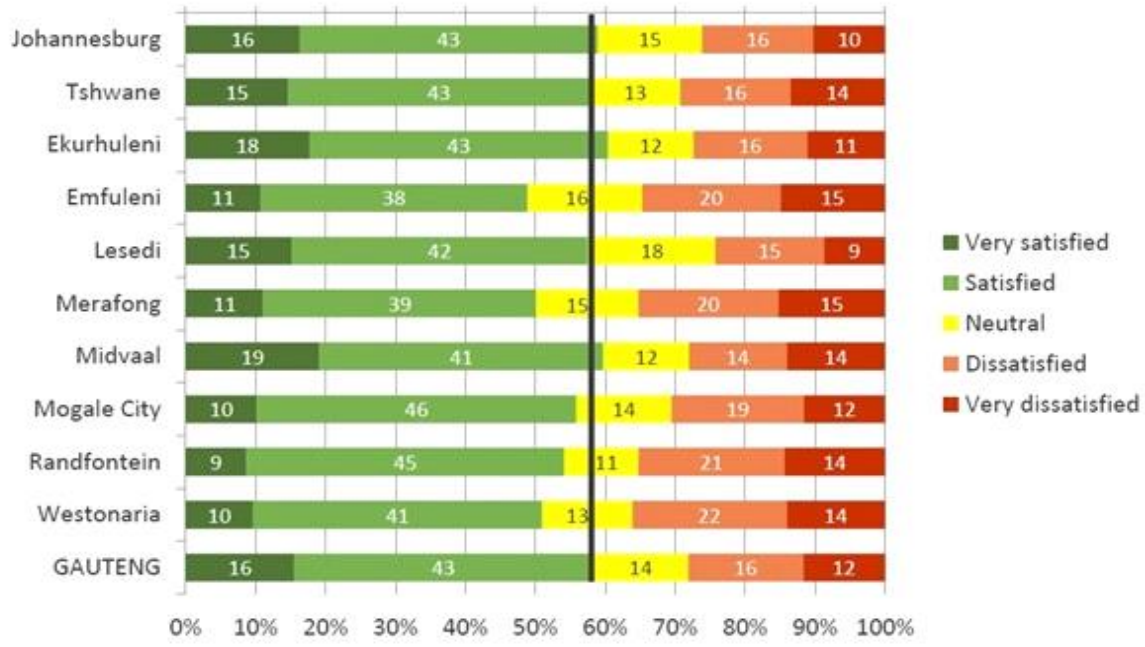
The ideology of apartheid which was supported and introduced in South Africa by the National Party (1948), saw the black minority being deprived of their basic rights to services such as water, electricity and sanitation (Hemson & Owusu-Ampomah, 2005). As such, with the advent of democracy in 1994, municipalities have been entrusted with a developmental mandate to address the detrimental effects that resulted and the expectation for services to be delivered has never been so high. Given the status of the IDP as the main strategic planning instrument which guides all forms of planning, management and development in municipalities, Fuo (2013) argues that, to a certain degree, the success of municipalities in carrying out their developmental mandate can be tied to the extent to which they have complied with the legal framework on integrated development planning. However, developmental local government is surely goes beyond just compliance, it is more about improving the quality of people lives and the environments in which they exist, and you can only hope that this is how most government officials involved with the IDP see it.

Crous (2002) defines service delivery as the “performance of work done by an official or an act of helping others, or power to control or make use of resources, or an organization or system providing the public with something useful or necessary”. Service delivery can also be

understood as handing over, or taking goods to their predetermined recipients or delivering results as promised or expected. Coming to a combined definition, Crous (2002) asserts that "service delivery is concerned with the provision of a product or service, by government or government body to a community that it was promised to, or which is expected by that community."

The delivery of services and infrastructure starts with a vision that is long term (DPLG, 2007). The vision is based on the objectives of national government, and this is done so that South Africans as a whole can gain access to services and infrastructure. All the plans at municipal level converge into the IDP. Through the IDP process an assessment of the level and access to basic services is determined (Municipal official 1). This establishes the status quo of development within the area of jurisdiction of the municipality and also includes and prioritizes communities who do not have access to these services. These services include inter alia access to drinking water, electricity, sanitation, roads and storm water as well as a range of social facilities such as clinics and sport facilities. This process is a basic requirement in the development of the IDP (Municipal Official 1).

Figure 5 Graph showing Gauteng's satisfaction with services (index of 13 services)



Source: Gauteng City Region Observatory (2015)

The general view is a positive one in that officials believe that through the use of the IDP, telling improvement on service delivery has been achieved since 1994. CoGTA official 4 pointed out that, through the introduction of the IDP, enormous improvement in service delivery to previously disadvantaged groups has been made, owing to the IDP providing a platform for the community and all spheres of government to plan together towards the implementation of sustainable service delivery. CoGTA official 3 put on record that there is difficulty in assessing the progress of the IDP as a tool for service delivery in the province. The reason stated was that inadequate evaluation studies have been undertaken to gauge the amount of progress the IDP has made in achieving the objectives that it was designed/legislated to address across municipalities.

Municipal official 2 was satisfied with the way the IDP is performing as a tool for service delivery in the City of Johannesburg.

> "The City has elevated itself from just being a city that provides basic services, but has also become innovative in different ways such as by rolling out Wi-Fi in strategic areas across the city, including Braamfontein which is highly populated by students. The city has also rolled out innovative programs which will see local residents getting contracts to sort and separate waste instead of using the normal ways of collecting waste."(Municipal official 2, September 2016)

There was also an acknowledgement that more still needs to be done as far as service delivery is concerned in the province. For instance, CoGTA official 1 pointed out that:

> "When looking at the opening chapters of most of the municipal IDPs and the situational analysis, one realizes that there are still huge backlogs especially in informal settlements. Most municipalities are budgeting well and as they are obligated to do, such as budgeting 8% towards ageing infrastructure. However not much is being done about infrastructure in the informal settlements as one still finds situations where there's like one stand pipe for 6 families or 4 toilets for the entire block."(CoGTA official 1)

CoGTA official 2 cautioned about the importance to remember that the IDP (as a document) is only a physical manifestation of the broader process of integrated development planning. The official explained that a lot goes on before this document is put together and ultimately approved by municipal councils. Part of those happenings is that the various departments from the municipality and also from the other two spheres of government (provincial and national) play a key role as drivers of infrastructure and other related services.

> "So if we truly want to know whether the IDP is successful in providing sustainable household infrastructure and services, we have to go a little deeper and beyond just the IDP document. With that said, if we, in principle want to know the success of the IDP in achieving these infrastructure and services goal, then we must look at how well it is being implemented."(CoGTA official 2)

Implementation is very crucial when it comes to the delivery of services and infrastructure, CoGTA official 5 emphasized this by stating that if implemented appropriately the IDP would be the most successful and effective tool for service delivery. It is important though to note that some services and infrastructure are not provided for by municipalities as they fall under the competencies of the other two spheres of government, and their budgets. Officials pointed out that the success of implementing these services hinges a lot on the kind of alignment and interaction that takes place between the municipality (as the custodian of the IDP) and both the provincial and national spheres of government.

> "Alignment of Provincial and National plans and programmes to those of municipalities is critical. There is a great need for communication and alignment of plans and programmes of all spheres of government to ensure the provision of the required sustainable services." (CoGTA official 5).

This was reiterated by CoGTA official 2 who pointed out that:

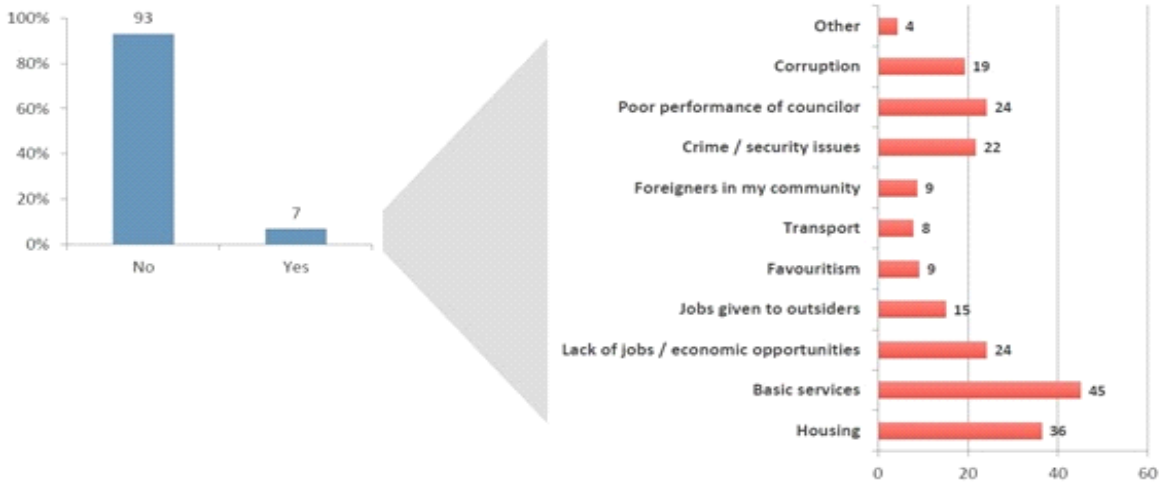
> "You find that in instances where there is poor alignment and no clear communication between the national departments responsible for a particular service, such as water, then the process of implementing is most certainly hampered. In such a situation, this must not be blamed on the IDP itself as a document."

To achieve co-ordination and commitment, municipalities use among others, the process of integrated development planning (Koma and Kuye, 2014). Part of the role that the IDP is supposed to play involves the promotion of coordination between the different spheres of government in addressing the development needs of local areas. As such poor coordination and communication can be viewed in part, as a weakness in the IDP as a strategic tool for coordination which then leads to poor implementation of policies. In general officials were adamant that considerable progress has been made through the use of the IDP as a tool for service delivery and infrastructure. There is also recent evidence that seems to back this view judging an extract from a CoGTA (Gauteng) report on service delivery below.

Figure 6 an extract from a CoGTA Report (2016) on Satisfaction by residents on services offered

> There has been an increase in the levels of satisfaction with services rendered by local government between 2013 and 2015. The increase has been noticed in the provision of housing which moved from 84% to 86%, pipe water in dwelling/yard increased from 91% to 92%, refuse removal from adequate sanitation from 87% to 88% whilst there was a decline in electricity for lighting and adequate sanitation remained the same.
>
> Ekurhuleni residents had satisfaction levels of above 75% on sanitation, potable water 85%, housing 75%, and energy at 73%. As much as these satisfaction levels were realised communities have shown dissatisfaction with the rate of increase in the cost of rendering these services. Poor quality in water resources continues to be a challenge in the province, sewer spillages experienced in municipalities are being resolved but this is done at an undesirable pace.

Figure 7 and 8 Graphs showing people who participated in a protest in 2015 and their reasons



Source: Gauteng City Region Observatory (2015)

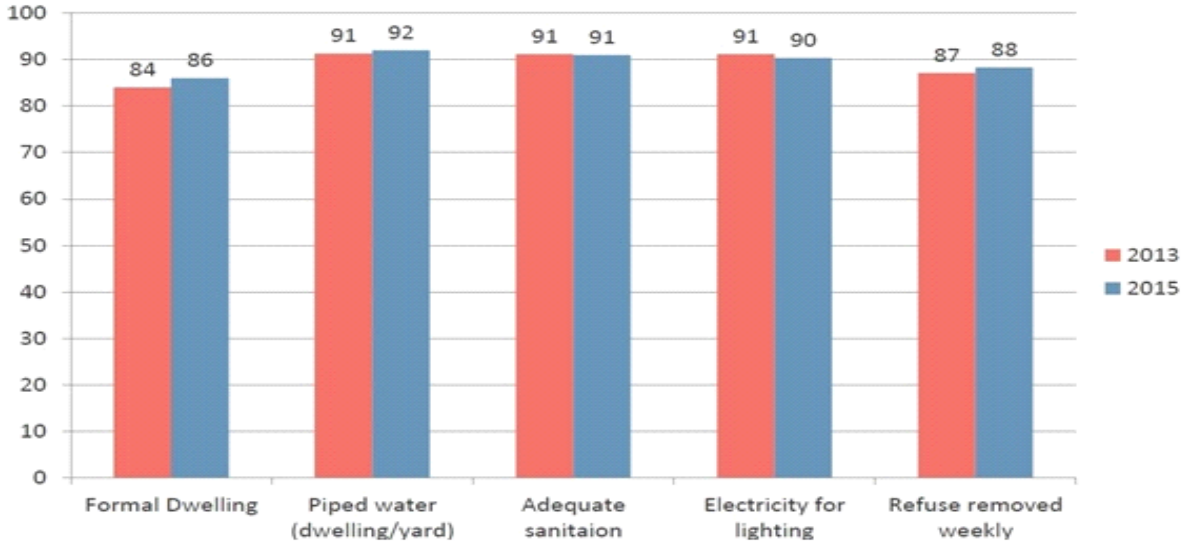
Limited financial resources and urbanization limit the extent to which the IDP can be implemented as a tool for service delivery. Municipal official 1 stated that:

> "The lack of financial resources and the continuous pressure that towns and cities experience with the influx of people from the rural areas to these areas of economic potential is a major challenge. Influx and growth of cities surpasses the counter growth in economic development to support the demands raised in providing sustainable services and infrastructure."(Municipal official 1)

The challenge which comes with financial resources is also exacerbated by citizens who use municipal services without paying for them. Municipal official 2 stated (in the case of the City of Johannesburg) that even though revenue collection is generally good, the City is not getting enough revenue from taxes and rates as it should especially in townships where a lot of people don't pay for services. In places where affluent people reside "…..this is not as bad as you find that when Mr. X doesn't pay for his services, and they are cut as a result, Mr. X is likely to pay them rather than resort to a protest". However, the official maintained that when you cut services of those who do not pay in townships, these people tend to form a collective in order to protest and put pressure on the municipality. Municipal official 2 went further to point out that;

> "You also find that in these areas services are consumed relatively more. You wonder if this is because these people are not paying and therefore do not care or whether it is due to the high concentration of the population …I think it's a bit of both, as naturally people will consume more in a free bar, as compared to when they have to use their own money."

Figure 9 Graph showing access to services in Gauteng (2013 vs 2015)



Source: Gauteng City Region Observatory (2015)

Surveys that uncover the level of satisfaction as far as service delivery is concerned are crucial. The definition of service delivery given by Crous (2002), who defined it as “performance of work done by an official or an act of helping others, or power to control or make use of resources, or an organization or system providing the public with something useful or necessary”, makes it even more crucial as only the residents who are the recipients of such services are in a position to declare whether they experience service delivery as ‘adequate, useful or necessary’. Unfortunately some municipalities, in particular the smaller ones do not undertake community surveys to assess the satisfaction of its customers”, (CoGTA Report 2016).

5.4 The integrated Development Plan as a framework for public participation and involvement of society in the formal process of policy making and implementation.

Participation is defined by Cloete and Kotze (2009) as the interactive part of social cohesion and a basis for active involvement. They further argue that it is a product of belonging and inclusion, and is hindered by conditions that are logistically unconducive such as distance, cost as well as communication and language barriers. Since the advent of democracy in South Africa, the government has made many efforts in trying to institutionalize policy and legislative frameworks that enhance participatory governance at all spheres of government. The grounds for public participation are rooted in the Constitution (1996) of the Republic of South Africa. For instance, Section 152 (1) (a) and (e) obligate local government to provide a democratic and accountable government for local communities, and other avenues where municipalities are obliged to encourage the involvement of communities and community organizations in the matters of local government (Njenga, 2009).

Cloete and Kotze (2009) maintain that with regards to the IDP, public participation is expected to "deepen local democracy, boost legitimacy, enhance longer-term planning and strengthen development initiatives". Chapter 4 of the Municipal Systems Act, no.32 of 2000 outlines how municipalities should address public participation (CoGTA official 3). Public participation is important in the IDP process. CoGTA official 1 summed it up well by proclaiming that participation is the 'spine' of the IDP.

> "The foundation of any IDP is the participation of communities and all stakeholders in identifying key development priorities with regards to the social, economic and physical development within the municipal area. The IDP process allows for the public and other role players to partake and give input into the planning for the IDP". (CoGTA official 1)

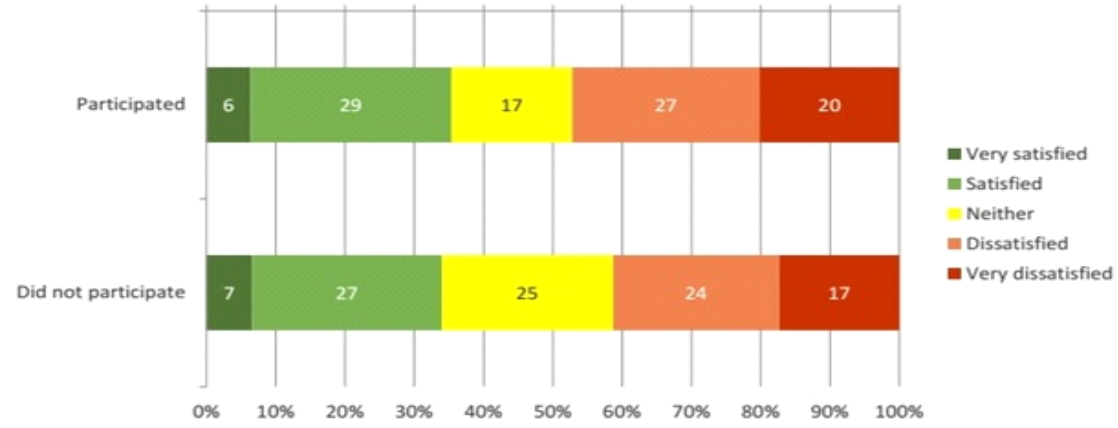
The respondents in this study were clear about the importance of public participation in the IDP process with Municipal official 2 stating that the IDP cannot be an IDP without public participation, the same way that a city cannot exist without the people. CoGTA official 3 conceded that participation allows for constituencies to monitor the governance of its elected

officials, while it also encourages the public to take an active interest in the performance of their municipality and region. Active ward-based plans and consultative forums are central structures through which public participation is held. The Municipal Systems Act outlines that communities should be involved in the IDP process and the affairs of the municipality (CoGTA official 3). CoGTA official 2 pointed out that IDPs are intended to be effective in facilitating the involvement of society in planning for development but that implementation still leaves a lot to be desired in many municipalities.

Some of the challenges that were brought forth with regards to public participation include the lack of feedback to communities, poor accessibility to municipal documents by the public and poor functionality of ward committees (CoGTA official 3). CoGTA official 1 further emphasized the lack of feedback by stating that, "Annually municipalities go to communities to ask them what their needs are, but hardly make a follow up or give feedback on the previous consultation." Another issue is that provincial government is not obligated to attend to IDP public participation sessions. This is a big problem as issues around health, housing and education are primarily the competencies of provincial government (CoGTA official 1).

> "The major problem is that IDPs are not institutionalized at provincial government, and therefor officials don't take the consultations seriously. Given these circumstances, who then answers to questions around health, housing, and education for example? You find that community members do not know about these dynamics and as a result they demand services even when they are not the competence of the municipality. Even with sector departments, some do not attend these consultations, and simply send the IDP officers (ITRs) to simply go and collect needs and come back to relay them. This leads to confusion between the actual needs and perceived needs". (CoGTA official 1)

Figure 10 Graph showing people who participated in a government forum, and satisfaction with local government



Source: Gauteng City Region Observatory (2015)

To try and address this issue, CoGTA convenes a session from time to time where municipalities and sector departments meet to analyse the needs collected from the communities. Some officials pointed out that this is an administrative issue which could be avoided if sector departments were also mandated to attend consultations with communities in the first place. Instead officials often complain that they cannot attend to these meetings as they usually take place on the evenings and/or during weekends when they are off duty.

CoGTA official 2 pointed out that the IDP process is extremely time bound as communities are involved twice every year, first, to raise their concerns on development in their neighbourhood/wards and to state what they think needs to happen. The second time happens at a later stage when they get the opportunity to comment on the draft IDP.

> "In both instances, I think the time frame is about 21 days. This duration is nowhere near enough to properly gauge the mood of the community and get to understand how and what they really think. It is for this reason that most of our municipalities in the province and beyond will simply call mass meetings in community halls to start the conversation. What we often see is that the most vocal people will often influence the general direction of the conversation as well as the issues that are raised and taken note of, whilst the quieter people's voices do not get noticed much." (CoGTA official 2)

Another issue concerning public participation in the IDP process is that some of the public participation platforms have become politicized.

> "I remember last year we had a meeting with the only traditional authorities in the province, who are situated in the north of Tshwane. They were saying that half the time they don't even know whether these meetings are for political rallies because people get there wearing political regalia and push their party's interests and if you don't belong to a particular party, you don't really get to be acknowledged." (CoGTA official 2)

Municipal official 2 pointed out that when you go to public participation meetings you find that only a certain income level attends to these meetings. More often than not you find that only the low income groups that depend substantially on the government for better lives attend while the other classes that are not so much reliant on the government generally do not take part. In general there is an appreciation that a lot of challenges exist in the space of public participation. Most officials were clear that as a framework for public participation, a lot still has to be done to improve the IDP. While participation is being conducted, there appears to be a serious concern around depth and quality which according to some officials, leaves a lot to be desired.

The structure of public participation was questioned in that simply placing people in their thousands in a hall at the same time without considering their differences and acknowledging special groups such as women, children, the disabled and the elderly makes it difficult to facilitate these sessions and ensuring that quality is maintained. There is also an acknowledgement that a sense of apathy exists in that many community members still do not partake in these initiatives akin to the poor voter turn-up at this year's local municipal elections (2016).

> "What adds to this apathy is that needs are just being collected, but a follow up is hardly made on the needs that were previously collected and as a result people start losing confidence and begin thinking that the process is just for compliance. (CoGTA official 1).

As the IDP includes all the three spheres of government it is essential that all the three spheres are represented in public participation sessions held with communities as well as ward committees. It has to be built on the contracts of some of these officials so that both these

spheres can become fully aware of all the issues pertaining to development at the grass-roots, and in that way coordination between the three different spheres of government would be improved. It is unfortunate that these public participation platforms occasionally get high-jacked or compromised by opportunists who use them for political interests. This deviates from the reasons why we have these processes in place in the first place. As such, this culture should be discouraged and sifted out. Things such as wearing political regalia and organising in political groups should happen outside the area of integrated development planning public participation processes.

More should be done to encourage people to participate in public participation platforms. People should be made aware of the importance of doing so, and to achieve that means that it should demonstrated how and why doing so is in the best interests of the citizens. It means that these public participation processes should really decentralise power and give communities the opportunity to shape development in the areas where they reside. It is also important that the IDP attracts all people from different backgrounds (financially, socially, politically and so forth). With diversity, local government can benefit from different ideas, solutions and information regarding how best to prepare and plan for the future. People from different backgrounds would understand the different challenges faced by the poor, middle class and even business and this could present an opportunity for people to plan together and enjoy the benefits of having local government in Gauteng and beyond.

5.5 The integrated Development Plan and the creation of integrated local areas and integrating the spatial inequalities of urban and rural settlements in Gauteng.

As noted in the literature Review of this study (Chapter 3) South Africa is still haunted by urban areas that persistently exhibit the legacy of racial segregation, poverty and exclusion of people from socio-economic opportunities. The spatial legacy is one characterized by sprawl, low densities, functional segregation between home and work, as well as overlapping racial and class divisions (CoGTA, 2014).This has led to inefficiency and the use of scarce resources in a manner that is considerably wasteful. While progress has been made as far as service delivery is concerned since the advent of democracy, CoGTA (2014) acknowledged that apartheid spatial patterns have remained the same for the most part.

Part of the reasons for this, has been the hurry in which services have had to be delivered such as housing. The pressure to deliver quickly has meant that a huge number of the post-1994 infrastructure investments have had unintended repercussions which have regretfully served to maintain the apartheid status quo (CoGTA, 2014).The department of Cooperative Governance and Traditional Affairs stated in the Integrated Urban Development Framework (IUDF) back in 2014 that, “The cumulative effect is that it is harder to reverse apartheid geographies in 2014, than it was in 1994”.

Eglin and Ngamlana (2015) maintain that land use management and spatial planning has been entrusted to the local sphere of government. This has been further emphasized and made clear in the Constitutional Court Judgement in the case between the City of Johannesburg and the Gauteng Development Tribunal ((2010(9) BCLR 859(CC)) .Furthermore, the enactment of the Spatial Planning and Land Use Management Act (SPLUMA) in 2013 has meant increased responsibility for municipalities to achieve broader transformative goals pertaining to land use management. SPLUMA has replaced the detrimental apartheid era laws, with the aim to transform and reverse the status quo. Eglin and Ngamlana (2015) argue that the key to the attainment of these goals rests with planning that is more strategic and integrated. This renders the IDP a crucial planning tool in delivering strategic cross-sectorial planning vision in

local government. Chapter 5 of the Municipal Systems Act no.32 of 2000 outlines the key components that should be included in the IDP; which include among others, the Municipal Spatial Development Framework (SDF).

Municipal official 1 stated that as result of the status quo analysis, which is fundamental in the development of a SDF, municipalities are able to identify inequalities and are then expected to formulate strategies and actions to address spatial matters through integrated planning and service delivery. CoGTA official 3 stated that through the SDFs, municipalities have been demonstrating telling efforts in addressing the spatial inequalities of the past, through different initiatives such as mixed income developments. CoGTA official 3 made an example of Cosmo City, a town for people from varying financial, cultural and social backgrounds in the city of Johannesburg, and the development of social housing within the inner city and the revival of old buildings and transport options such as the BRT which is also implemented in the city of Cape Town, City of Tshwane (Areyeng) and Ekurhuleni Metro (Harambee) (to be launched in the 2016/17 financial year). CoGTA official 1 was happy with the progress being made particularly in the Metros, putting on record that they have done well to develop the Built Environment Performance Plans (BEPP).

The BEPP is a tool focused on spatial targeting, the integration of key sectors (economic, transport, housing), coordination and fiscal coordination and governance that is aimed at bringing about long-term spatial transformation and boosting economic growth. While the respondents were generally happy with the various initiatives and activities that are taking place as far as spatial development is concerned (particularly in the metropolitan municipalities), there were questions on the quality of the results from various projects. For instance CoGTA official 1 acknowledged that the CoJ has been implementing Transit Oriented Developments (TODs) and Corridors of Freedom, with the intention to densify along major routes to curb urban sprawl and create efficiency. However the official also rose concerns that:

> "Given all the initiatives, one still sees very clearly the Northern-Southern divide which the GDS (2040) aims to bridge. If we look at the past 10 years, we don't really see the area between the two poles densifying, and the argument will be that it will take time, or that we don't have land between Lenasia and Sandton. Implementation still leaves a lot to be desired because we still see urban sprawl coupled with traffic congestion, and you then start questioning the impact of these initiatives. While many would argue that it will take time for the impact to be substantial, the reality is that 2040 is not too far away. Since spatial development frameworks involve both national and provincial government, it would be unfair to blame municipalities alone. The other spheres of government should also shoulder the blame as custodians." (CoGTA official 1)

The provincial SDF has recently been approved and is supposed to guide all municipal SDFs. The Gauteng Planning Division, who are the custodians of the SDFs in the province have, according to CoGTA official 1 observed that municipalities are doing well in terms of ensuring that their SDFs are adopted and reviewed timeously, but have also pointed out that implementation is still a major challenge as they do not see the intentions of TODs coming to fruition that was aimed for. Experts in the area of SDFs argue that TODs are not being effectively implemented across municipalities, arguing that municipalities are showing poor inter-municipal planning.

> "You have the Rea Vaya in Johannesburg, and Areyeng in Tshwane and you don't see the two coming together, or integrating as they should. For us to talk about a global city region these two projects cannot be functioning as two different entities." (CoGTA official 1).

In the Draft 2016/17 Integrated Development Plans Analysis (CoGTA) it was noted that there is an ongoing challenge when it comes to non-alignment between municipal IDPs and the Integrated Transport Plan (ITP). Furthermore the analysis raised concerns relating to densities and urban sprawl as there continues to be poor levels of public transport service coverage of large areas. This is particularly a huge concern in the context of the Global Credit Rating where the provision of transport plays a fundamental role in spatially organizing the City Region and making it accessible from all directions. On the other hand, the migration from public to private vehicle use still remains a growing pattern in the province. Government still struggles to influence human behaviour around perceptions of public transport, and as a result private vehicle ownership and use continues to pose a serious challenge for the present and the future generations.

The Draft 2016/17 Integrated Development Plans Analysis (CoGTA) attributes transport challenges currently facing Gauteng to the lack of cross-municipal boundary integration of public transport. While municipalities are doing a lot to address the issue of transport, they do not do well in giving thought to how these plans connect and intercept with their neighbouring municipalities, a phenomenon deemed critical on the GCR perspective. The analysis also points out that:

> "Affordability, consistency and safety is required in order to give effect to redressing apartheid spatial planning, supporting economic growth and reducing economic and social opportunity costs for communities to access economic opportunities. Densification, more effective land use as well as the development of an integrated public transport system is still much needed."

In the context of the City of Johannesburg, Municipal official 2 conceded that the legacy of apartheid is still a thorn in the flesh after 22 years of democracy. The official was optimistic about future prospects of the city when projects adopted to address spatial inequalities eventually come to fruition.

> "It is a fact that we still experience spatial inequalities, which is the reason why we are striving to ensure that the city of Johannesburg becomes a compact city. Programmes such as the Corridors of Freedom which the City has already embarked on strive to get people closer to their places of work. As the CoJ we try by all means to get land closer to the City's economic opportunities, to say let's build houses close to places of work, public transport facilities, health care and education to try address and reverse these inequalities. This is part of the IDP spatial feature (SDF) which is a long term goal running to 2040. It underlines ways in which the City wants to address inequalities, and try to reverse the legacy of apartheid. Projects such as the Corridors have a lot of promise, and we are certain that we will see more benefits in the future." (Municipal official 2)

CoGTA official 1 talked about challenges that relate to densification and how people are still being housed in areas far from economic opportunities, especially low cost housing, which often contributes to the establishment of informal settlements. The concern is that municipalities prefer awarding prime land to business as it helps with generating revenue, as compared to when such land is reserved for low cost housing.

> "As provincial government we ask municipalities why they keep awarding prime land to business, especially as the Breaking New Ground policy is clear in saying let us have housing in the proximity of the city to enable people to live and work in one location. Municipalities often respond that prime land cannot be given up for low cost housing because municipalities are also in the business of generating revenue. As a result you find that low cost housing is situated in the periphery. Ekurhuleni is currently talking about building low cost housing in Heidelberg, which is not in close proximity to economic nodes. So while policy might be saying one thing, you may find municipalities doing another." (CoGTA official 1)

Concerns around mixed use developments were also expressed. These developments intend to bring people of different income levels under one roof such as the Brickfields project at the foot of the Nelson Mandela Bridge in the City of Johannesburg CBD. Even with such developments there still seems to be people who live in them while they do not necessarily work in the same city and still have to travel. With reference to the Brickfields development CoGTA official 1 commented that, "At least you can still make the case that people still enjoy services and amenities such as the Gautrain, Rea Vaya and so on, but this shows how complex these challenges are.

The issue of rapid urbanization poses a challenge when it comes to address spatial inequalities.

> "It is very complex because ultimately we are talking about people. We want to integrate and bridge the spatial inequalities and fix our rural settlements, ultimately for the benefit of the people. So it is really not easy because whilst the IDP is trying to address these problems, people are growing and changing, and they move around and their priorities change. By the time we implement a policy that addresses a particular spatial problem in the rural areas for instance, those people have migrated to a city in search of better opportunities." (CoGTA official 2)

There is a concern among officials surrounding the pace at which progress is being made. CoGTA official 2 suggest that given the socio-economic challenges and rapid urbanization facing the province, government finds itself under immense pressure to bring about change quicker than can implemented. Perhaps CoGTA official 5 summed it up best by conceding that dealing with spatial inequalities is still "work in progress", and that IDPs on their own will not

assist in achieving the desired outcomes. The official pointed out that while SPLUMA is another tool that seeks to address spatial inequalities, more vigorous effort needs to be put towards ensuring that municipal management has a holistic understanding of plans aimed at addressing this issue. There is some consensus in that through the IDP some progress has been achieved given the extent and depth of the spatial problems inherited from apartheid with its policies and laws. There is also some optimism around policies such as the SPLUMA Act, which is implemented through the IDP, and designed to address problems stemming from the legacy of apartheid.

Observations made by the Gauteng Planning Division (2016) (GPD) regarding spatial policy in the Gauteng province:

- A copy of the full municipal Spatial Development Framework (SDF) has not been submitted by the majority of municipalities as part of the IDP submission, which presents a challenge in understanding the spatial implications of the plans of the municipality, and to advise them properly as there is no real basis.
- The National and Provincial spatial policy context is not appropriately outlined and suitably contextualised in relation to spatial planning (NDP, NSDP, Guidelines for the development of Spatial Development Frameworks, IUDF, UNS, GSDF, GGMP, GITMP, GEMF, and SPLUMA).
- New policy and legislation need to be taken into consideration for the next IDP submission and to appropriately be contextualized.
- Most municipal SDFs fairly express and analyse the municipal space in relation to the wider context and their morphology within the context of the GCR. On the same note, most SDFs fairly understand, express and analyse their municipal space in relation to nodes and corridors.
- In the Sedibeng region, the submitted SDFs do not adequately analyse their morphological structure, suggesting the need for a deeper analysis and reflection.
- Additional focus is required on urban sustainability issues specifically in relation to the built environment (climate change, resource scarcity, waste output reduction, sustainable transformation of infrastructure). This links directly to the issues raised by GDARD in their assessment – once again emphasizing the importance of the cluster approach in resolving some of these issues.

Eglin and Ngamlana (2015) bring to attention and question the assumption that a good planning process translates to good spatial transformation outcomes. “Underlying the Municipal Systems Act is an assumption that the IDP in the manner it is conceptualized will address the country’s apartheid spatial legacy”, (Eglin and Ngamlana, 2015). On the background of this view, planners tend to concern themselves with integrating sector plans as well as enhancing public participation which Eglin and Ngamlana (2015) equate to acting in blind faith. The past two decades have illustrated that even well-developed IDPs (thorough, transparent, democratic) persistently fall short in in transforming the spatial, physical and economic landscape of many cities, towns and townships in South Africa as a whole.

Eglin & Ngamlana (2015) call for more focus to be given to the necessity for planners and other officials involved to ensure that they intervene systematically in the spatial and political economy to foster spatial transformation. Eglin & Ngamlana (2015) maintain that “the position of the black majority and the basic features of their living environments remain unchanged since the colonial era. The only real changes to have occurred are in the aesthetic and technological details of their housing”. This quote was first said 27 years ago yet Eglin and Ngamlana (2015) believe the same words could still be said today, notwithstanding all the developments we’ve made in legislation. “Much has changed in South Africa in the political and policy environment, but in black townships, not much has changed in the creation of sustainable urban designs”(Eglin and Ngamlana, 2015). There is no denying that the role to be played by integrated municipal planning in undoing the existing spatial patterns in the country remains mammoth.

5.6 Conclusion

Information gathered from government officials in this study was very useful in uncovering the progress that has been achieved but also the challenges that face the implementation of the Integrated Development Plan as a strategic tool that guides all planning and development aimed at ensuring that local government is developmental and responsive to people’s needs. While the IDP has assisted in many ways such as ensuring effective service delivery to communities, a lot more still needs to be done as some people are still excluded from them

as we still backlogs in municipalities as well as people who are not satisfied with local government, some of which revert to protest. The same can be said with as many people are still without economic opportunities and employment to improve their standard of living especially in the smaller municipalities.

Much more needs to be done to ensure that the quality of public participation is acceptable and that communities participate in big numbers. All spheres of government need to be involved and work with communities in decision making processes. People need to feel that they have influence in shaping the direction of development. Appropriate spatial development that seeks to address past inequalities which resulted from apartheid planning still seems elusive. Poor people still seem to travel long distances to economic opportunities. We still have informal settlements where people live under unacceptable conditions and transport systems that are poorly integrated. While the IDP has sound policies relating to the economic, social and physical aspects of development there remains a functional disjuncture between planning and implementation.

Chapter 6

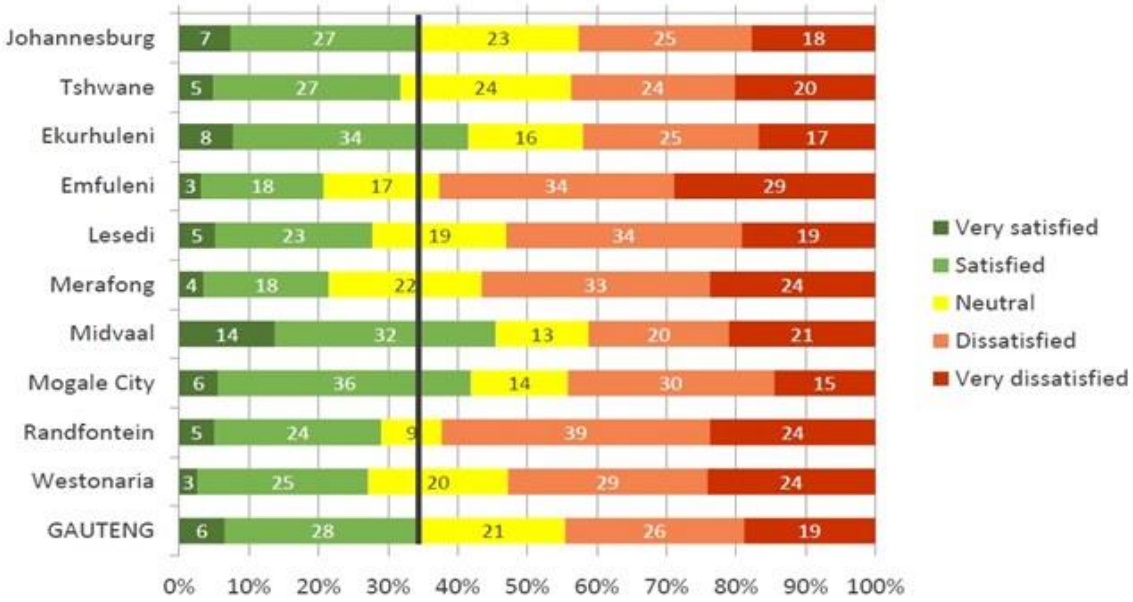
Reflections and Insights

6.1 Introduction

Eglin and Ngamlana (2015) contend that the declaration of the IDP as the main development plan in municipalities denies them the opportunity to utilise other planning approaches that are more reactive to contextual changes and that are also flexible to incorporate lessons learned from implementation. The IDP does not offer adequate space and opportunities for municipalities to explore with alternative development planning approaches. While the IDP is conceptually valuable as a framework around which more responsive development planning and implementation can be achieved, Eglin and Ngamlana (2015) believe that over the years it has proven difficult to achieve this in practice, and as such, the IDP has developed into yet another legislative stipulation that municipalities tick off.

While the view held by Eglin and Ngamlana (2015) does spark a conversation about the relentless challenges that befall the IDP, respondents in this research were generally optimistic about the work that the IDP is doing and the potential it has to help the province achieve its developmental goals and mandate. On the same note, the research also points to a functional disjuncture between planning and implementation. Officials stated the different reasons or obstacles that hinder the progress of the IDP in bringing about developmental outcomes of local government as spelt out in the White Paper on Local Government (1998). While the challenges faced differ across municipalities, there seems to be challenges that more often than not keep affecting negatively, the pursuit of goals that were meant to be attained from the onset through the introduction of the Integrated Development Plan. This also has an effect on how communities experience local government and how satisfied they are with their municipalities as figure 11 below illustrates.

Figure 11 Graph showing Satisfaction of residents with Local Government



Source Gauteng City Region Observatory (2015)

6.2 Key Findings and Recommendations

6.2.1 Coordination

It was noted that one of the biggest threat is misalignment of plans and projects, as well as poor coordination between the three spheres of government. The problem here is a lack of clear and constant communication between the spheres of government and that this becomes a big problem as local government is not responsible for everything that needs to be done as far as development is concerned. Some of the functions such as health, education and housing are provincial competencies and hence when the different spheres of government do not have concrete conversations and working relationships that enable them to align their plans around the various developmental issues, it becomes difficult for the objectives of the IDP to be achieved. The inability of some municipalities to align national and provincial plans to municipal IDPs makes it difficult for municipalities to develop implementable projects in the municipal jurisdiction. This is also echoed by Eglin and Ngamlana (2015) who maintain that, “the lack of a coordinated approach in planning between

provincial departments, district municipalities and local municipalities' results in fragmented planning, resource allocation and implementation".

6.2.2 Public Participation

The quality and depth of public participation seems to be of a concern, especially as public participation is the 'spine' of the IDP. Firstly it was acknowledged that in public participation sessions one generally finds that only a certain income level attends to these meetings. Only the income groups that depend on the government for better lives generally attend to such, while other classes that are not so much reliant on the government generally do not. The IDP must not only be a local government plan but must become a peoples plan as a whole. It must attract and forge a relationship with all sectors of societies such as churches, corporate institutions, commercial banks, NGOs, sport clubs and the likes. It must be made known, as many people still do not have a proper idea of what it is and its purpose, or how it could help them shape the direction of development in order to encourage ordinary citizens to bring forth solutions in public participation platforms regardless of an individual's socio-economic standing.

The institutionalization of the IDP at the national and provincial level of government so that the IDP can be built into the contracts of officials from sector departments and that they become obligated to attend to matters of the IDP especially public participation, is important. Consideration should be given to the timeframes that govern public participation regarding the IDP. Adjustments in this regard need to be made to ensure that officials have enough time to properly gauge the mood of the community and get to understand how and what they really think and want. Mechanisms should be established to monitor and ensure that public participation platforms do not become politicized. Political regalia and organising in political groups should be prohibited as it has no place in public participation processes, and everyone should be afforded an equal chance to raise their own views regardless of political affiliation. Special groups should be taken into account as well, it should be ensured that even the disabled, youth, and women get represented in these platforms and they participate meaningfully in voicing out their concerns and opinions.

6.2.3 'Wardism'

The importance for provincial government to attend to consultation sessions with the public was noted as communities are often unaware of norms and standards of services and infrastructure provision. Communities often demand services such as a school in a particular ward only to find that there is a school in the next ward. However they feel that there should be a school or clinic in each and every ward because they are not aware of the norms and standards that govern service provision. For example, in a particular radius only one service point can be allowed regardless of ward boundaries. Often community members are unaware of this, and it becomes vital for different sector departments to go out and inform communities of such dynamics. Otherwise "…this leads to situations where instead of building a tarred road in community A alone, you build mini tarred roads in community A, B and C to ensure that everyone gets a share" (CoGTA official 1). While this is sometimes useful in appeasing your constituents, in reality this hinders efficiency and quality of services in the long run and leads to wasteful expenditure. This, according to CoGTA official 1 has become known as 'Wardism', and it speaks to poor coordination as well as participation.

6.2.4 Five year period of the IDP and annual reviews

There was also a view that the annual reviews of the IDP are not necessary. Reviewing the IDP once in its 5 year time frame and ensuring that real and concrete changes are made instead of the annual incremental changes, was seen in a positive light. This was based on the argument that annual reviews can sometimes fragment the process and as a result cause further deviation from achieving the initial objectives set out in the beginning. Another issue was that some municipalities drastically change their IDPs within the 5 year period, and almost disregard that the IDP is a building block to the long term vision of the municipality, which is why IDPs can only be changed after 5 years even though they are annually reviewed and amended.

This phenomenon of changing the IDP drastically within the 5 year period is associated with the poor capacity of municipalities and is seen as a source for wasteful expenditure, as it was

pointed out that when one begins to question where the funding for previous projects ended up, it brings forth more questions than answers. Even beyond the 5 year period of IDPs, they are still supposed to contribute to the existing long term strategy of the municipality. It was noted that the changing political landscape often does not allow for this as the new administration sometimes comes with projects that are different altogether and this sometimes leads to a fragmented approach that frustrates. More stringent monitoring is needed from national and provincial government to ensure that municipalities work towards the 2040 vision and that they do not go astray or get left behind.

6.2.5 Unfunded Mandates and Budgeting

Another problem that was noted as a setback was one of unfunded mandates. Needs and challenges can be identified, only to find that funds to address them are not forth coming. Another problem is that IDP officers go to communities to collect people's needs and those of business, however, only council decides on the needs that will be taken up and prioritized out of the list. What is more is that officials sometimes fail to go back to discuss this with the communities which leads to many other problems such as protests as people are deprived of information. South Africa could adopt participatory budgeting which Brazil is practicing. In this way every community would know the amount of resources that the municipality has and discuss and prioritize with officials on the needs that matter the most. Currently governance is decentralized but finances are still centralized. The Service Delivery and Budget Implementation Plan (SDBIP), which is an annual implementing/budgeting tool, can be reviewed and improved so that communities and businesses are involved in prioritizing their needs with the knowledge of the amount of resources available in mind.

6.2.6 Financial Cycles

Another issue is one of different financial cycles as it affects the way in which municipalities operate and deliver on their mandate. Currently the municipal financial year is from July to June, while the provincial financial year is from April to March. "This situation as is, affects governments planning in various ways, and also affects municipalities negatively on spending.

This sometimes leads to fiscal dumping where you find that officials sit with a budget at provincial level and when the year moves towards the end (usually around September),they decided to give it to local government at which point you find that local government officials are unable to use it due to time and planning constraints. When Municipalities are planning, you find that provincial government is doing something else" (CoGTA official 3). This leads to poor spending of the allocated budget for capital projects and operations as municipalities are unable to spend the entire budget allocated. Hence the call for legislative reform to ensure that all spheres of government utilize the same financial year, or that at the least mechanisms are put in place to counter the challenges emanating from different financial cycles.

6.2.7 Capacity

Respondents in this research highlighted that the shortage of skills has always been a problem at local government, particularly in the field of technical services, engineering and finance. More needs to be done to ensure that students are given bursaries to study and attain these skills and also to create a system where municipalities are able to retain the services of these individuals through different types of incentives. The lack of skilled personnel in municipalities (especially in the areas of technical services/engineering and finance). Low salary packages in remote municipalities also do not help as it seems as though they lead to high staff turnover especially in critical skill areas. Other challenges relating to capacity are listed below:

- There is a large number of vacancies in areas of scares and critical skills as well as senior management, which need to be urgently prioritized and filled due to their critical nature in the overall functioning of our municipalities.
- There is also a lack of talent management and retention in a majority of municipalities. This poses a challenge for government to remain a competitive employer and a place where careers can bloom.
- There is a lack of effective and efficient Human Resource Strategies and Plans.
- Shortage of scares and critical skills across municipalities.
- High unemployment rate (lack of absorption of interns and learnerships)

- In all twelve municipalities, there is persistent misalignment between Organizational and Individual Performance Management Systems Availability, functionality and effectiveness of Municipal Institutional Transformation committees i.e. Employment Equity, Local Labour Forum, etc.

The Draft 2016/17 Integrated Development Plans Analysis (CoGTA) 2016

6.2.8 Sustainable Development

It was noted that IDPs mention environmental issues in abstract terms and briefly without going into specific details and that this makes it difficult for CoGTA to provide specific guidelines to the municipalities. Most IDPs do not have an integrated environmental management plan which is a key concern given the rapid spatial and population growth of the province. Most municipalities have indicated a problem with human capacity when it comes to addressing environmental matters which then contributes to a lack of coordination amongst environmental units from the different spheres of government. There is a general lack of financial commitment in municipalities in order to effectively discharge their environmental functions. In most instances, it is only the metropolitan municipalities that seem to be making positive strides in this regard. Most municipalities are largely reactive to environmental issues through disaster management programmes, and do not adequately and proactively plan to address environmental concerns. These issues need to be attended to ensure that the IDP is appropriately implemented.

6.2.9 Other issues affecting implementation

Other issues that were noted to hinder the progress made by the IDP in municipalities included fruitless and wasteful expenditure by municipalities. A large presence of ageing infrastructure makes it difficult to provide services. Poor compliance with legislation such as the Municipal Finance Management Act, the Municipal Systems Act and Regulations is problematic. In some instances there is not sufficient consultation with internal staff. One finds that a plan prepared within the high level of senior management and that the junior staff are not sufficiently briefed on what happens and the reasons behind decisions which

leads to other problems such as misunderstand and a lack of passion for the IDP by the employees. The dynamic of the province is also a challenge as Gauteng experiences high population growth and in-migration as people search for economic opportunities. This puts a big strain in the resources of the province as officials plan for a certain number of people and within a short period of time the demand can change.

6.3 Conclusion

This study has shown that there are many challenges that need to be overcome in order for the IDP to reach its full potential in facilitating local government become developmental and responsive to people's needs. By using literature and views of officials involved in Integrated development planning this study has documented the progress as well as the challenges that hinder the IDP in driving economic development and job creation, providing sustainable household infrastructure and services, creating integrated local areas and integrating the spatial inequalities of urban and rural settlements as well as involving society in the formal processes of policy making and implementation in the province.

While there are many aspects which clearly need improvement to make the IDP a very effective tool in guiding and implementing development other strategies and policy developments need to be considered as well for the public good. For one, the 2016/17 Draft IDP analysis report by CoGTA noted that one of the major sources of frustration in the process of guiding municipalities in the province lies in how narrowly understood integrated development planning is. The report suggested that this process is simplified to the level of the Integrated Development Plan as a document. Whilst the document is of the highest importance in service delivery and improving the lives of our citizens, it is only the end product of the integrated development planning journey. In real terms, the IDP document should not be the place where interventions are solely focused and limited to. Interventions should rather be focused in the broader planning process where issues can be resolved even before they appear in the IDP document –which actually marks the end of the entire integrated development planning process. Integrated Development Planning should also be made a

shared process amongst the three spheres of government; both vertical and horizontal alignment should be improved so that it becomes everybody's business. This should be done while also ensuring that local communities are aware of the possibilities and limits owing to the availability of resources. Making many empty promises and creating high expectations among society should become something of the past.

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