

**Assessing the attitudes and perceptions
of councillors and officials on
Integrated Development Planning:
A case study -
the Municipality of Stellenbosch**



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for the degree of Master of Public and Development
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DECLARATION

I, the undersigned, hereby declare that the work contained in this assignment is my own original work and that I have not previously in its entirety or in part submitted it at any university for a degree.

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ABSTRACT

Local Government in South Africa had undergone radical changes since the first democratic Local Government elections were held in 1995 and 1996. It was generally known that Local Government in South Africa during the apartheid era was racially fragmented. This resulted in historical and socio-economic imbalances.

The emergence of a negotiated settlement for a new dispensation paved the way for a process of developmental local government in order to enhance the quality of life of the people. Challenging approaches confronted municipalities to utilise the options and tools at their disposal to make themselves more developmental.

Integrated Development Planning (IDP) as a statutory obligation on all municipalities is considered pivotal to the planning of Local Government within post-apartheid South Africa. It is a vehicle to work in close collaboration with the local community to find sustainable ways to meet the socio-economic and material needs of all residents.

Fundamental transformation is needed to bring about this new vision. Municipalities will have to be proactive and innovative in order to facilitate the change and secure the maximum synergy between the different roleplayers at the local level and the available resources. Councillors and municipal officials have to work together with the public, as stakeholders and partners, to identify and address new priorities.

Against this backdrop the study aims to assess the attitudes and perceptions of councillors and officials with regards to IDP within the Municipality of Stellenbosch.

OPSOMMING

Plaaslike Regering in Suid-Afrika het sedert die eerste demokratiese verkiesing in 1995 en 1996 radikale veranderinge ondergaan. Dit is algemeen bekend dat tydens die apartheidsera plaaslike regering in Suid-Afrika op grond van ras gefragmenteer was. Dit het aanleiding gegee tot historiese en sosio-ekonomiese wanbalanse.

Die beweging na 'n onderhandelde skikking vir 'n nuwe bedeling het die weg gebaan vir 'n proses van ontwikkelingsgebaseerde plaaslike regering wat die lewensgehalte van die mense kan verhoog. Munisipaliteite word met uitdagende benaderings gekonfronteer om die keuses tot hul beskikking so te benut dat hulle hulleself kan ontwikkel.

Die Geïntegreerde Ontwikkelingsplan (GOP) as 'n statutêre verpligting op alle munisipaliteite, staan sentraal ten opsigte van plaaslike regeringsbeplanning in post-apartheid Suid-Afrika. Dit is 'n voertuig vir noue samewerking met die plaaslike gemeenskap ten einde volgehoue maniere te vind om die sosio-ekonomiese en materiële behoeftes van alle inwoners te bevredig.

Fundamentele transformasie is nodig om die nuwe visie te laat realiseer. Munisipaliteite moet dus proaktief en innoverend wees ten einde die veranderinge te fasiliteer, en die maksimum samewerking tussen die verskillende rolspelers op plaaslike vlak en die beskikbare hulpbronne te verseker. Raadslede en amptenare moet saam met die publiek as aandeelhouers en vennote werk om die nuwe prioriteite aan te spreek.

Teen hierdie agtergrond het hierdie studie dit ten doel om die houdings en persepsies van raadslede en amptenare te bepaal ten opsigte van 'n GOP in die Munisipaliteit van Stellenbosch.

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LIST OF ACRONYMS

ANC	African National Congress
BLA	Black Local Authority
CEO	Chief Executive Officer
CSIR	Council for Scientific and Industrial Research
DLG	Developmental Local Government
FCR	Foundation for Contemporary Research
GEAR	Growth, Employment and Redistribution
HR	Human Resources
IDP	Integrated Development Planning
LDO	Land Development Objective
LGNF	Local Government Negotiating Forum
LGTA	Local Government Transition Act
NGDS	National Growth and Development Strategy
RDP	Reconstruction and Development Programme
SANCO	South African National Civic Organisation
SWOT	Strengths, Weaknesses, Opportunities and Threats

CHAPTER ONE GENERAL OVERVIEW

1.1 INTRODUCTION

The Minister for Provincial Affairs and Constitutional Development, Minister Valli Moosa, stated in his foreword to the White Paper on Local Government (1998:v): "Local Government is the sphere of government that interacts closest with communities, is responsible for the services and infrastructure so essential to our people's well being, and is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability... Local Government stands at the threshold of an exciting and creative era in which it can and will make a powerful impact on reconstruction and development in our new democracy".

The exodus into a new dispensation in South Africa in 1994 has led to an era of transformation in all spheres of government, in particular that of Local Government. Local Government since 1994 is caught up in far-reaching changes directed by central government policy. This policy on Local Government is stipulated in the White Paper on Local Government, 1998, and has since been enacted in the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998).

It can be argued that at the dawn of the new system of Local Government there are different perceived attitudes and perceptions as to what this new dispensation entails or should entail. At the root of attitudes and perceptions lies the conviction that Local Government has occupied a central place in urban conflicts (Pycroft, 1996:241). The general opinion is that a democratic and developmental Local Government system should provide for the active participation by the community in the decision-making process.

Against the background of the perceived attitudes and perceptions of the different roleplayers relating to the Integrated Development Planning (IDP) process, the attitudes and perceptions of officials¹ (members of the top management) and councillors regarding the implementation of IDP within the Municipality of Stellenbosch will be assessed. Because of the limited scope of this study it is not possible to assess the perceptions and attitudes of all the roleplayers in the implementation of the IDP within the Municipality.

Local Government is mandated with developmental functions enabling them to work together with local communities to find sustainable ways to meet the needs of the communities and improve their quality of life (White Paper on Local Government, 1998:17). Thus, the need for effective, democratic Local Government within South Africa as a vehicle for development and integration is essential.

1.2 PROBLEM STATEMENT AND HYPOTHESIS

The following problem statement will be researched in this study:

What impact do attitudes and perceptions of the stakeholders with specific reference to councillors and officials, have on the implementation of the IDP within the Municipality of Stellenbosch?

From this problem statement the following zero and alternative hypotheses can be distilled:

Zero hypothesis (H_0) = The attitudes and perceptions of councillors and officials of the Municipality of Stellenbosch impact **negatively** on the implementation of the IDP.

¹ Within the context of this study the term "officials" will refer to members of top management

Alternative hypothesis (H_1) = The attitudes and perceptions of councillors and officials of the Municipality of Stellenbosch impact **positively** on the implementation of the IDP.

1.3 RESEARCH METHODOLOGY

A plurality of research methodologies as stipulated by Brynard & Hanekom (1997:30-39) have been used in this study. (See also Mouton, 1996: 63-68).

These include:

- a comparative and an integrated review of the relevant literature according to the mind mapping method (Brynard & Hanekom 1997:50);
- Surveys of the relevant government publications, i. e. The Constitution of the Republic of South Africa 1996, the White Papers on the RDP 1994 and Local Government 1998, the IDP, User-Friendly Guide 1998, and the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998) and the Municipal Systems Bill, 1999;
- quali-quantive research by means of a survey amongst the councillors and officials, who constitutes the top management of the Municipality of Stellenbosch as the universum; and
- participants who were actively involved in the IDP process for Stellenbosch, was observed by the researcher.

In addition the researcher has taken note of the possible implications of so-called "insider research" and research ethics as explained by Brynard & Hanekom (1997: 4).

1.4 CLARIFICATION OF CONCEPTS

In order to facilitate discussion it is essential to define key concepts which will be used in this study.

1.4.1 Attitudes

The important role of attitudes pertaining to the implementation of Integrated Development Planning cannot be stressed enough. The concept **attitudes** is defined by Eagly & Chaiken (1993:1) as "a psychological tendency that is expressed by evaluating a particular entity with some degree of favor or disfavor". The term *psychological* tendency refers to a state that is internal to the individual, and the term *evaluating* refers to all classes of evaluative responding, namely cognitive, affective or behavioral. **Attitudes** indicate how an individual thinks or feels about an issue which is the result of his/her thoughts and sentiments.

Given the descriptions above it is argued that attitudes are not directly observable, but can be deduced from observable responses.

1.4.2 Perception

The *Reader's Digest Great Illustrated Dictionary* (1984:1262) defines perception as "the awareness of the external world, or some aspect of it, through physical sensations and the interpretation of these by the mind". The concept can thus be defined as an interpretation based on one's impression, in other words, how an aspect of life is perceived by an individual.

1.4.3 Participation

The concept **participation** has no clear meaning. However, two definitions will be used to define the concept within the context of this study.

Firstly, Brynard (1996:41) defines **participation** as "an activity undertaken by one or more individuals previously excluded from the decision-making process in conjunction with one or more other individuals who were previously the sole

protagonists in that process". The process of participation can thus be seen as a collective action in order to enhance the decision-making process.

Secondly, Kellerman (1997:52) refers to **participation** as "a complex and ongoing process through which people are enabled to exercise varying degrees of influence over development activities that affect their lives". What is clear about this definition is that participation must be assessed in terms of the degree of influence people apply over development activities that impact on their lives.

Both authors agree that participation is an empowering process during which people have control over their own lives.

1.4.4 Sustainability

The concept **sustainability** has become a buzz word in development. According to Basiago (1995:200), the concept has its origin in the international environmental law and policy of the 1970s and 1980s.

Sustainability can be viewed from different perspectives thus leading to different meanings. Biologists speak of **sustainability** when they talk of "the interaction between human and natural systems thus referring to the need to save natural capital on behalf of future generations", while the concept to economists encompasses "instruments to internalize the environmental costs of industrial activity in the economy by way of public intervention in private markets" (Basiago, 1995:201). Basiago (1995:201) also defines the concept from both sociological and environmental perspectives. He addresses the sociological domain in which human interest groups make decisions over the use of natural resources and in which other humans are affected in their daily lives, while the environmental perspective probes the domain where humans ponder whether they are a part of nature, and how this should guide moral choice.

In considering the above domains it is argued that there is no precise definition of sustainability. A clear definition may still emerge as the **debate** on sustainability evolves. However, within the context of this study sustainability is defined as the recognition of the fact that the natural resources are depletable and therefore “each generation has the obligation for stewardship of the earth’s resources and the ecosystem on behalf of future generations” (Korten, 1990:4).

1.4.5 Empowerment

The concept **empowerment** is used differently in various contexts. Empowerment within the context of community development will be the focus in this study.

Block (in Cook, 1997:282) points out that empowerment “implies a shift of control towards the people who actually do the core work”. The emphasis is thus on exerting control and power and being operative at an individual level “in which the person becomes more able to direct his or her life and more likely to succeed in whatever he or she attempts” (Cook, 1997:282).

Burkey (1993:59) views **empowerment** as a process that makes power available so that it can be used for the direct access to the resources necessary for development and some active involvement and influence in the decisions affecting those resources.

Empowerment within the context of this study can be defined as enabling people to take their destiny into their own hands. The capacity of people are therefore increased to the effect that they can influence their own future. It can be seen as a process which provides power to be used to gain access to resources and to ensure the utilisation of these resources in achieving development objectives. The common denominator in the uses of the term is that it involves power.

1.4.6 Capacity-building

Capacity-building can be defined as a programme implemented to improve the ability of stakeholders or an organisation to perform specific functions and carry out responsibilities (CSIR, 1998:6).

Within the context of this study **capacity-building** can be understood as a process of increasing the ability of people and organisations to initiate, direct and control the process of social change they are involved in.

1.4.7 Social learning

Social learning can be defined as a process whereby “a culture of learning is established in respect of all aspects of a particular development project so that the local people (beneficiaries)(own emphasis) are included in the learning process” (Kotze & Kellerman, 1997:43). This can be viewed as a process during which mistakes can be anticipated, recognized and adjusted.

1.4.8 Integrated Development Planning

The concept of **Integrated Development Planning (IDP)** has become common in the development debate in post-apartheid South Africa. According to Planact (1997:iv) IDP is a process of planning which takes a range of sectors, development activities and actors into consideration and which adopt a holistic approach to the tools available to undertake such a process of planning. On this basis, IDP attempts to construct linkages between financial planning, infrastructure investment planning, service delivery and intergovernmental relations.

Integrated Development Planning within the context of this study will be viewed as a process through which a Local Government can observe issues and sectors

in relationship to each other and encompass all efforts to address the needs of the poor. This aims to achieve particular goals for the short-, medium- and long-term. **Integrated Development Planning** can therefore be defined as a holistic planning process which integrates all aspects of Local Government, be it economic, social, spatial and/or institutional. IDP is thus a structured plan to be followed in future, with a common agreement of action to be taken regarding the integration of different sectors in order to achieve set goals.

1.4.9 Holistic Development

The concept **holistic** is defined in the *Reader's Digest Great Illustrated Dictionary* (1984:804) as the emphasis of "the importance of the whole and the interdependence of the parts". Holistic can be seen as the interconnectedness of ideas, objects and events, and conferring meaning on the life experience of people (Kotze & Kotze, 1997:61). Two distinct aspects regarding this concept need to be distinguished, namely 'interconnectedness of ideas' and 'conferring meaning'. The former refers to the repetitive interaction of the ideas of an individual with the ecology of ideas of other people. The latter, on the other hand, refers to the meaning given to the way people observe and interpret the world around them.

Holistic development can be referred to as the process which brings about positive change by focusing on the whole as opposed to a fragmented approach to development.

1.4.10 Local Government

Heymans & Totemeyer (1988:2) define **Local Government** as "a decentralised representative institution with general and specific powers devolved on it in respect of an identified restricted geographical area within a state". This definition implies that Local Government is confined to a geographical area in

which certain public services are provided. Within this context it refers to a specific local structure of government.

Devenish (1998:199) defines Local Government as “that branch of government and administration that is most intimately concerned with the lives of ordinary people and with those matters that are closest to them in their daily experience and their basic needs”. Therefore it is the responsibility of Local Government to identify and address the basic needs of its citizenry.

1.4.11 Developmental Local Government

The White Paper on Local Government (1998:17) defines the concept as multi-faceted, seen as “the dynamic way in which local councils work together with local communities to find sustainable ways to meet their needs and improve their lives”. Following from this definition it can be discerned that Local Government is compelled to work together with local communities in order to enhance democracy and participation, thereby ensuring that their diverse needs are addressed.

1.4.12 Governance

The *Reader's Digest Great Illustrated Dictionary* (1984:707) defines **governance** as the act of governing. According to Swilling & Wooldridge (1997:491) governance refers to “working with and listening to citizens in order to manage the public's resources and respond to the needs and expectations of citizens as individuals, interest groups, and society as a whole”.

Within the context of Developmental Local Government (DLG) the concept can be defined as a process of participation and co-operation between stakeholders. (See Figure 1.1). The diagram shows that governance within the context of Local Government is the interaction between Council, the administration

(officialdom) and the residents as stakeholders and partners within the jurisdiction of the municipality.

Within the context of this study governance refers to the processes through which power and authority are exerted between Local Government and civil society around the allocation of (scarce) resources.

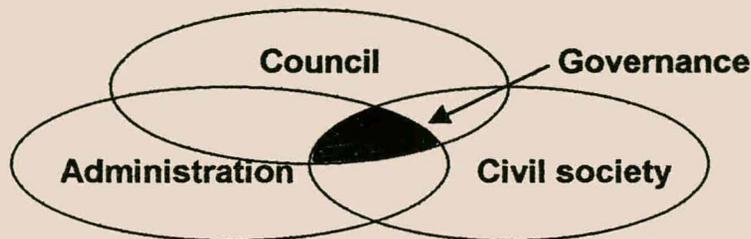


Figure 1.1 Governance at Local Government level (Urban Sector Network, 1998:8)

Figure 1.2 below shows the links between the concepts which contribute to governance at Local Government level. It will be argued in subsequent chapters that the concepts conceptualised above have not been part of the development jargon in the apartheid era governance. (See also figure 1.2 for the concepts).

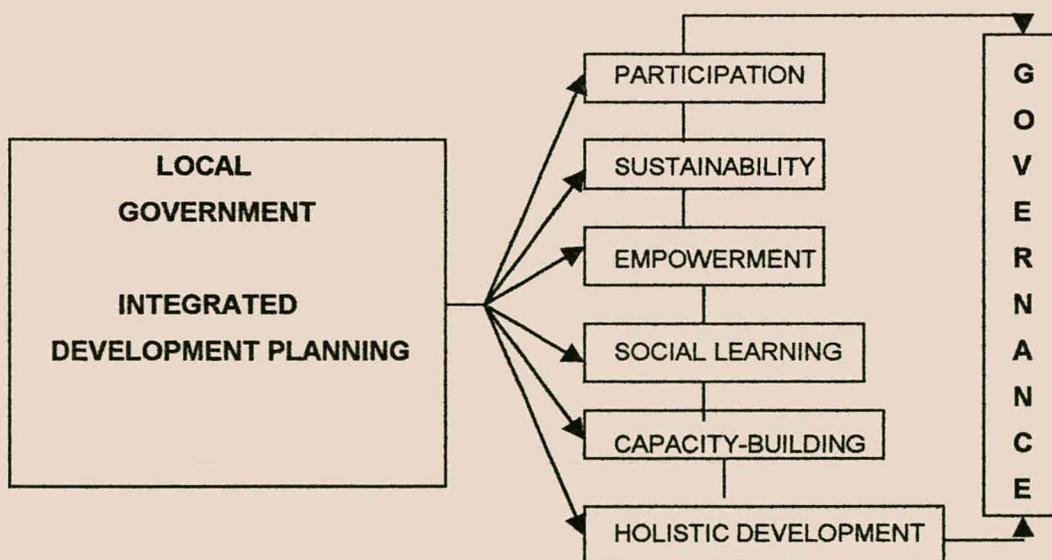


Figure 1.2 Interrelatedness of concepts as building blocks of Integrated Development Planning

1.5 CONCLUSION

Local Government has gone through far-reaching changes since the first democratic elections in 1994. At the dawn of this new Developmental Local Government there are different perceived attitudes and perceptions about the new dispensation in Local Government. The general opinion is that a democratic Local Government system should yield active participation of the citizenry in the decision-making process.

In this chapter the focus was on an introduction to the study, identifying a problem statement from which the hypotheses were distilled, a description of the methodology as well as the clarification of concepts which are to be used in this study.

Attitudes are important in their own right, regardless of their relation to the behaviour of an individual. The attitude of an individual towards other individuals, institutions and social issues reflect the way he or she perceives the life-world. The attitudes and perceptions of stakeholders in formulating an Integrated Development Plan (IDP), in particular that of councillors and officials, are crucial for the success of an IDP.

The concepts defined in Section 1.4 are interrelated and should therefore not be seen as separate entities. The linkage between the concepts (seen as building blocks of development shown in figure 3.1), between the concepts and IDP within Local Government as well as the linkage with governance is illustrated in Figure 1.2. For governance to take place within a democratic context, there needs to be interaction of the building blocks of integrated development.

The focus in the subsequent chapter will be on the history of Local Government development with specific reference to the 1980s and early 1990s.

CHAPTER TWO

HISTORY OF LOCAL GOVERNMENT DEVELOPMENT IN SOUTH AFRICA

2.1 INTRODUCTION

“It is an indisputable reality that South Africa’s population is characterised by a plethora of diversity. It is also a truism that the (sic) South African Local Government has been managed in a diverse manner, due to the erstwhile apartheid policies which caused towns and cities to become racially fragmented. Instead of becoming a bond to *cement* (own emphasis) society, Local Government became a mechanism which separated cultural and racial groups” (Hilliard, 1996:1).

The above quote portrays the fragmentation of South African Local Government based on racial differences. At the same time the aforesaid provides the reason for failing to develop the South African society in a sustainable and equitable manner. In contrast to this a process of reconstruction and development, aimed to enhance community participation and accountability was proposed (see Section 1.1).

In view of the above this chapter aims to give a brief review of the development of Local Government during the apartheid era with particular reference to the 1980s and early 1990s. According to Hilliard (1996:1) it should be clear that the apartheid legislation was responsible for racially fragmented towns and cities. The mandate of the newly democratised Local Government is to address the imbalances which resulted in the failure of the previous system.

2.2 LOCAL GOVERNMENT DEVELOPMENT IN THE 1980s AND EARLY 1990s

It is generally known that during the latter half of this century the Local Government focused particularly on the systematic implementation of apartheid (Hilliard, 1996:2). This resulted in the disempowerment of the large majority of the black urban constituency of the country. The Group Areas Act, considered to be the key piece of apartheid legislation, enacted strict residential segregation and compulsory removal of black people to 'own group' areas (White Paper on Local Government, 1998:1). Van Rooyen (1995:2) stated that since the early 1980s "different local authority systems for the various population groups were policy own affairs". This process of social engineering resulted in a situation where the affluent white municipalities had to bear the financial burden of servicing disadvantaged black areas.

The 'own management' structures for blacks at the local level during the apartheid era were to compensate for restricted rights and in part to "bolster the political and economic privileges of racial exclusion" (White Paper on Local Government, 1998:1). It can thus be argued that apartheid settlements were not designed for development, but rather for separation and control. A feature of these settlements was the poor centre-periphery design with the poorest people living furthest from work, services and facilities. The First Draft Policy Document concludes that millions of people in the rural areas in the former homelands had no or little access to economic opportunity or basic services as a result of the policy of separation on racial grounds (Department of Constitutional Development, 1998a:4). (See also Swilling, 1996:16-17).

In view of the aforesaid it is argued that development at Local Government level during the apartheid years was mainly confined to the affluent communities within the South African society. With increased pressure against racial discrimination during the 1980s, it became evident that separate racially based Local

Government became increasingly unacceptable to the black community. This statement is supported by Swilling (1988:193) who declares that "the state has failed to formulate a coherent and acceptable alternative to apartheid urban meaning". He further states that reforms had been vigorously resisted by national trade unions and community organisations who were in essence putting forward a very simple basic truth: "... the black majority are not demanding solutions, but rather the right to participate in the formulation of solutions" (Swilling, 1988:193).

In the early 1980s the National Party initiated what was regarded by many as repugnant offensive reform strategies. According to Ismail (1996:1) some of these reforms involved Local Government policy changes that gave birth to illegitimate structures, e. g. Coloured and Indian Management Committees and Black Local Authorities (BLAs). (See also Reddy, 1996:53-55). Ismail (1996:2) stated that the Management Committees, referred to above, became racially exclusive *own affairs* while responsibility over BLAs was made a *general affair*. As blacks were not thoroughly consulted with and local institutions continued to be based on ethnic foundations, the government initiatives at local level suffered from all the deficiencies which characterised the reform process in general (Heymans & Töttemeyer, 1988:100).

The BLAs attempted to impose rent and service charges on residents in the townships in order to increase revenue. This, in turn, led to increasing anger amongst the politicised communities (White Paper on Local Government, 1998:2). (See also Cloete, 1995:3). BLAs had no revenue base and it could be argued that the BLAs were seen by the majority of blacks as politically illegitimate. In 1984 the uprising in the townships resulting from the illegitimacy gathered momentum after the introduction of the tricameral parliament that still excluded blacks. This resulted in organised communities rallying against the appalling social and economic conditions in the townships (White Paper on Local Government, 1998:3).

The question might well be asked for what reason the BLAs were singled out as targets by those who claimed to have fought for the right to have a say in decision-making at central level. According to Heymans and Tötemeyer (1988:101) the answer could be found in the perception that BLAs were extensions of the separate development policy. The BLAs were regarded as undemocratic and ill-equipped to provide the necessary social, physical and economic services to the communities they were supposed to serve. In view of this statement the researcher argues that BLAs were designed to reinforce the policies of segregation and economic exclusion.

Ballard (1994:22) identified a number of changes during the 1980s which had a marked influence at the Local Government level, namely:

- the abolition of the four provincial councils with the retention of an adapted form of provincial administration;
- the establishment of the new tricameral parliament in 1983 with separate houses for whites, coloureds and indians;
- the centralisation of control over municipal remuneration packages through the establishment of a Local Government Industrial Council Board;
- the abolition of influx control in 1986 as part of the new urbanisation strategy, and the granting of freehold rights, and
- the creation of Regional Services Councils in 1987. (See also Van Rooyen, 1995:4-6).

Despite all the restructuring attempts by the National Government during the apartheid years, in particular during the 1980s, the disenfranchised communities were adamant that a democratic and non-discriminatory dispensation would effect the desired changes. Ballard (1994:23) attested to this by concluding that the effect of the constitutional reform on Local Government after 1983 was heralded by a wave of violence and anarchy which swept through South Africa as these reforms "excluded the Blacks (sic) from all levels of government except

from Local Government, the national states and the self governing territories". (See also Ismail, Bayat & Meyer, 1997:45-50).

Unsuccessful attempts by the government to maintain the collapsing BLAs towards the end of the 1980s proved that development in the black townships was a failure. Ismail, Bayat & Meyer (1997:58) stated to this effect that these "non-legitimate local authorities were vehemently resisted by the majority of South Africans". These structures were perceived as poor substitutes for national political rights thus resulting in widespread resistance campaigns throughout the country (Ismail, Bayat & Meyer, 1997:58).

Against the above background it can be argued that the disenfranchised understandably "portrayed negative attitudes towards development attempts by the government of the day" (Pycroft 1996:240). The researcher is of the opinion that the perceived attitudes hampered any of the development attempts by the ruling regime irrespective of the best intentions. The bottom line for the perceived attitudes has been the exclusion of blacks from all forms of governance².

The segregation of Local Government into fragmented and racial components is closely linked to government attempts over the years to prevent large-scale urbanisation of blacks through a policy of influx control. However, this policy attempt from government was abolished in 1986. According to Heymans (1993:11) the racially based Local Government structures were a logical consequence as blacks were seen to have "avenues for political expression in the homelands earmarked for them on the basis of reputed historical and ethnic claims".

The need for a radical change in the previous system of Local Government became increasingly evident as the disenfranchised intensified their onslaught on

² This concept has been defined in Section 1.4.12 above

the racially discriminatory measures towards the end of the 1980s. It was because of this need that the Council for the Coordination of Local Government Affairs appointed a technical committee in 1986 to investigate a new dispensation for Local Government in South Africa (Reddy, 1996:56). The report released by the committee in 1990 was, according to Reddy (1996:56), regarded as a framework for local negotiations. This will be the point of discussion in the next Section.

2.3 NEGOTIATING A NEW DEMOCRATIC LOCAL GOVERNMENT

It is generally known that the structure of Local Government during the apartheid era was highly fragmented and unresponsive to the basic needs and demands of society at large (see Section 2.2). This, *inter alia*, resulted in the collapse of the apartheid Local Government system towards the end of the 1980s and the realisation that a new system of Local Government through a process of inclusive negotiations was evident.

White municipalities, experiencing the financial impact of organised consumer, service and rent boycotts, started entering into negotiations with representatives from the black townships (White Paper on Local Government, 1998:3). These representatives formed an organisation known as the South African National Civic Organisation (SANCO) in 1991. In 1992 these representatives discussed the restructuring of Local Government in South Africa (Cloete, 1995:4). Ahlqvist (1996:15) stated that the racial oppression and capitalist exploitation got unbearable during the 1980s, hence the recognition by government that it was time for change. Pycroft (1996:235) also attested to this in the following quote: "... powerful elements within the National Party government's support base recognised that white domination and apartheid were no longer tenable".

The former government showed its intention to review the existing system of Local Government in its entirety through promulgating the Act on Interim

Measures for Local Government, 1991 (Act 128 of 1991) (De Beer & Lourens, 1995:86). The Act gave provincial administrators (under the previous dispensation) authority to recognize, or veto, local settlements. These administrations were also given the power to dissolve existing local authorities and to introduce new joint local authorities (Pycroft, 1996:236). The Act also made provision for collective administration which was considered to be the most important step towards non-racist, amalgamated Local Government (De Beer & Lourens, 1995:87). Although the Act had been widely criticised it produced some positive results and eventually became the foundation for the Local Government Transition Act (LGTA), 1993 (Act 209 of 1993).

In 1992 local forums collectively pushed for the establishment of a Local Government Negotiating Forum (LGNF). It was at this level that national debate regarding a transformed future Local Government took place together with the national negotiation process (White Paper on Local Government, 1998:3). (Also see Reddy, 1996:57 and Cloete, 1995:5). The objective of the LGNF launched in March 1993, was "to contribute to the democratisation of Local Government and the bringing about of a democratic, non-racial, non-sexist and financially viable Local Government system" (Ahlqvist, 1996:15). It can be argued that the establishment of a LGNF provided a platform for widespread debate on the form and function of Local Government, and provided a framework for the transition process to unfold.

By entering into negotiations both the government and the opposition (to the left of the political spectrum) wanted to change the old system of apartheid and move to a new democratic system. These negotiations had its qualms which Ahlqvist (1996:19), confirmed with his observation that the negotiators "had a feeling of great mistrust against each other". This could arguably be attributed to the different perceptions regarding the construction of the democratic system.

It could be argued that a negotiated settlement did not automatically guarantee the best possible solution as it involved a process of give and take. However, the researcher argues that a negotiated settlement enjoyed the support of the majority of the citizens which contributed to the negotiations being successful. The most important outcome of the LGNF was that “the negotiators were able to find an agreement acceptable to both parties (the NP and the ANC) and thus propelled the transition process as a whole” (Ahlqvist, 1996:31).

Reddy (1996:58) held that the negotiators were caught up in long and arduous discussions. This resulted in the introduction of the LGTA. According to the White Paper on Local Government (1998:3), the LGTA did not provide a blueprint for a new Local Government system, but it simply depicted a process for change. The Local Government Transition Act mapped out three phases for transition:

- The **pre-interim phase** began when the LGTA came into operation and ended with the start of the interim phase. During this phase, negotiating forums had to negotiate for the successful integration of Local Governments for different population groups into one Local Government within an area where all groups could be served efficiently and effectively.
- The **interim phase** started after the first democratic Local Government elections were held in November 1995 and May 1996 for members of local transitional councils.
- The **final phase** will start after the next Local Government elections which are to be held in 2000 (Du Toit & Van der Waldt, 1997:243). (See also the White Paper on Local Government, 1998:4). The changes regarding a fully transformed Local Government system are promulgated in the Local Government: Municipal Structures Act, 1998. More legislation is to follow.

2.4 CONCLUSION

In this chapter a broad outline was given about the history of Local Government in South Africa during the apartheid era with particular focus on the 1980s and

early 1990s. Local Government during the apartheid era was characterised by fragmentation along racial lines. Resulting from this was the intensified uprising against the apartheid policies of the previous regime in the 1980s. The apartheid system was resisted and challenged in numerous ways such as various forms of violence and mass action. The separate racially based Local Government became unacceptable to the disenfranchised, in particular the black community. As BLAs were regarded as extensions of the separate development policy, their legitimacy was questioned. Blacks were not thoroughly consulted with the result that the government initiatives at local level suffered from deficiencies which characterised the reform process. The collapse of the apartheid Local Government system towards the end of the 1980s eventually resulted in the realisation that a new system was unavoidable.

The intensified onslaught against the racially fragmented form of local governance during the 1980s culminated in the realisation that a new system of Local Government through a process of inclusive negotiations was evident.

The establishment of the LGNF was a major breakthrough for Local Government in South Africa. This forum, through collective bargaining and negotiations, paved the way for a relatively peaceful transition to a new democratic form of governance at local level. The final phase in the transition period (see Section 2.3) will bring to an end the era of undemocratic local governance. The Local Government elections in 2000 will usher in a new local democracy.

The subsequent chapter aims at exploring Developmental Local Government (DLG), of which the central responsibility is to work together with the local 'unified' community to find sustainable ways to meet their needs and aspirations and ultimately improving the quality of their lives.

CHAPTER THREE THE IMPLEMENTATION OF INTEGRATED DEVELOPMENT PLANNING

3.1 INTRODUCTION

The Minister for Provincial Affairs and Constitutional Development in his foreword to IDP, User-friendly Guide 1998, stated that "Local Government is at the heart of the development process in South Africa. Through its grassroots linkages, infrastructure investment programmes, local economic development strategies, partnerships with the private sector, and *integrated development plans* (own emphasis), Local Government is the public service agency best able to have a direct and enduring impact on the lives of its citizens. The new Constitution and Local Government legislation give municipalities significant powers to meet these challenges" (IDP, User-Friendly Guide, 1998:3). (See also the White Paper on Local Government, 1998:v).

The above quote emphasises the important role of a Local Government in developing citizens within its municipal boundary. This role of a Local Government to ensure the growth and development of its community, has also been stressed in the introductory chapter of this study. An Integrated Development Plan (IDP) is considered to be the central idea within post-apartheid planning on Local Government (Department of Constitutional Development, 1998a:3).

This chapter explores the developmental role of Local Government through integrated development planning as a strategic planning process. The legislative framework for the IDP will be the point of departure in this section. In addition the importance of the IDP, the IDP process as well as all contributors to the developmental role of the IDP will be discussed.

3.2 THE LEGISLATIVE FRAMEWORK OF IDP

There are a number of policy documents in terms of which IDP is legalised. These documents are seen as building blocks as shown in Figure 3.1 below, and include:

- the Constitution (1996);
- the Local Government Transition Act, 1996 (Second Amendment) 1996, (97 of 1996);
- the White Paper on Local Government 1998;
- Local Government: Municipal Structures Act, 1998 (Act 117 of 1998);
- The Western Cape Planning and Development Act, 1999 (7 of 1999); and
- the Municipal Systems Bill, March 1999.

The Constitution 1996 (Section 152) details the objectives of Local Government as to:

- provide democratic and accountable government for local communities;
- ensure the provision of services to communities in a sustainable manner;
- promote social and economic development;
- promote a safe and healthy environment, and
- encourage the involvement of communities and community organisations in the matters of Local Government.

These objectives must be achieved within the local authority's financial and administrative capacity. In order to achieve these objectives Section 153 of the Constitution (1996) further commits Local Government through a developmental focus and orientation to:

- structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community, and
- to participate in national and provincial development programmes.

It can be concluded from the above that Local Government has an important contribution to make towards the improvement of the welfare of the community.

Local Government is the sphere of government that is closest to the people and is therefore in a better position to identify the needs of its community. (See also Section 1.1).

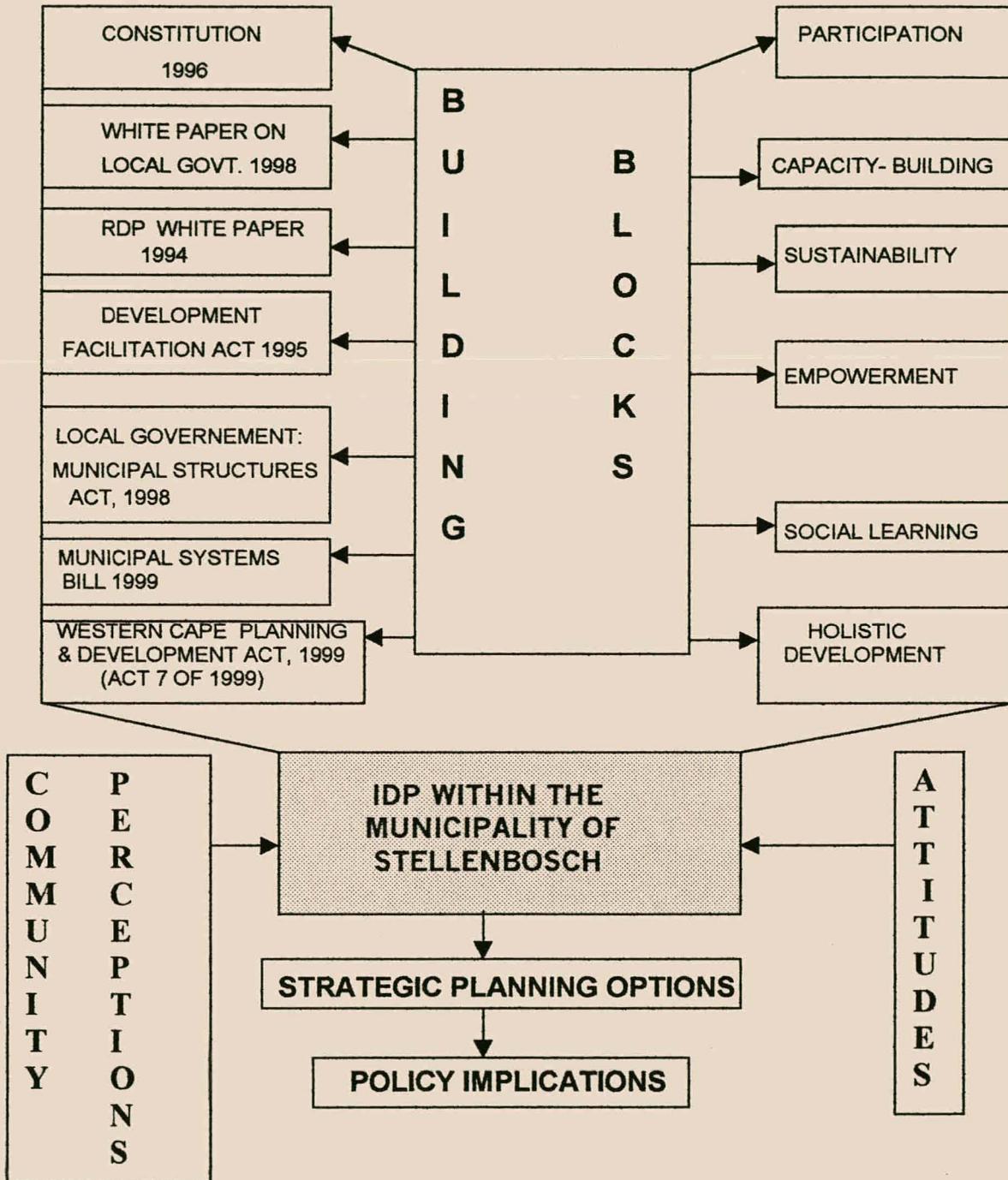


Figure 3.1 The building blocks and legislation regarding IDP

The Local Government Transition Act, 1996 (Second Amendment) 1996, (Act 97 of 1996) was the first document that referred to an IDP. This plan was first used in the post 1994 phase. Section 10D (4) of the Act stipulates that "every local council shall determine, formulate and implement an Integrated Development Plan". According to Section 10G (1) of the Act every municipality shall:

- conduct affairs in an effective, economical and efficient manner;
- be transparent in terms of finance;
- prepare a financial plan in accordance with their IDP;
- give priority to the basic needs of the community;
- regularly monitor and assess its performance against its IDP; and
- annually report to and receive comments from its community regarding the objectives set out in its IDP.

The Municipal Systems Bill is yet further legislation which will bring to an end the era of Local Government transition-legislation. The White Paper on Local Government, 1998 and the IDP, User-Friendly Guide 1998, are to be added to the plethora of legislation which direct the way towards transforming Local Government. These frameworks also serve as valuable tools to pursue the developmental mandate of Local Government. Contributions to integrated planning processes are also being demanded from Local Government by a number of National Departments, e. g. Land Affairs, Housing and Environment, Water Affairs and Forestry, Transport, and Tourism. (See Appendix B for National Policy Documents impacting on Local Government, Local Government Statutes of the Republic of South Africa, as well as Legislation relating to municipal planning in the Western Cape Province).

In addition to the frameworks mentioned above, two more policy frameworks exist which influence IDP significantly, namely the Reconstruction and Development Programme (RDP) and the Growth, Employment and Redistribution (GEAR) strategy. These two policy frameworks are discussed in the next two sub-sections.

3.2.1 The RDP and Development

The first two sentences of the RDP describe the context within which the IDP is supposed to function:

“The RDP is an integrated, coherent socio-economic policy framework. It seeks to mobilise all our people and our country’s resources towards the final eradication of the results of apartheid and the building of a democratic, non-racial and non sexist future” (RDP, 1994:4).

From the above it can be discerned that the RDP is a policy framework aimed at mobilising the people of the country and the resources in an integrated and coherent manner to address the legacy of apartheid.

The RDP emphasises the developmental role of Local Government and focuses on:

- delivering and maintaining affordable infrastructure services;
- integrating areas which were once divided under apartheid;
- strengthening the capacity of Local Government to provide services;
- capacity-building to strengthen community-based structures to assist in local planning and implementation;
- ensuring a more equitable role for women; and
- encouraging meaningful participation from residents and stakeholders (RDP, 1994:22; IDP, User-Friendly Guide, 1998:18).

These objectives are underpinned by the principles of the RDP, namely:

“a sustainable and integrated approach; a ‘people-driven’ process; promoting peace and security; nation-building; meeting basic needs and building the infrastructure; and democratising the South African society” (RDP, 1994:8).

The emergence of a new democratic dispensation in South Africa in 1994 necessitated a policy framework for integrated and coherent socio-economic progress to eradicate the results of apartheid. The RDP was primarily concerned

with meeting the basic needs of the country's population and with addressing the vast inequalities. The RDP was considered as such a framework that could eradicate the backlog (Roberts, 1996:279).

It has been stated that Local Government, the sphere of government closest to the people, is considered the best vehicle to achieve the above objectives. Hanekom (1988:18) agrees with this statement by saying that "local authorities are vital links in the relationship between the government and the citizenry as they are closest to the people who are affected by the problems which are unique to the area concerned". The strategic planning principle of *people centred-development* or *people first*, as argued by the humanist school, also argues that authentic development starts at grassroots and relates to a participatory, social learning, empowering and sustainable process. (See Korten, 1990; Burkey 1993; Chambers, 1997; Kotze (ed.), 1997). In this regard the RDP philosophy is in agreement with current international planning theories and strategies.

The researcher argues that the affluent section of our population has not been actively involved in RDP related projects as they perceived the RDP to be destined for addressing the needs of the poor and historically disadvantaged. Despite the alleged negative attitudes towards the RDP it could be argued that there were instances where objectives, within certain line ministries, were set and realised. By means of the National Water Project of the Ministry of Water Affairs and Forestry for example millions of people who did not have access to clean water were allowed access to this necessity.

Jackson (1997: 353) on the one hand agrees that the RDP has achieved a considerable amount as far as redressing the backlog of unequal resource allocation is concerned, but on the other hand argues that where the "levelling of the playing fields" has involved a change of performance by people employed in previously disadvantaged institutions such as the police force and hospitals, progress has been far slower. The researcher agrees with Jackson (1997:354)

who states: "Resources, attitudes and relationships have been a problem and it is these factors that need to change in order to change performance". Considering the above it can be concluded that municipalities are key institutions in the delivery of infrastructural services such as clean water and sanitation, health care, housing, transport and job creation³ (See also Ismail, Bayat & Meyer, 1997:5).

3.2.2 GEAR

GEAR could be regarded as the first authoritative document of the National Growth and Development Strategy (NGDS). Stewart (1997:9) stated that the GEAR strategy could be seen as an indication of a new approach to policy which is top-down, yet flexible and adaptable. The rethinking of an overall economic strategy by government culminated, according to Munslow & Fitzgerald (1997:48), in the GEAR strategy.

GEAR, set in motion in 1996, places great emphasis on an export orientated economy, and will lead to international openness and competition (CSIR, 1998, Section A:3). GEAR has important implications for planning in areas such as:

- initiatives to enhance private sector involvement in development through investment;
- broader investments in infrastructure; and
- more effective local spending and reprioritising of budgets (IDP, User-Friendly Guide, 1998:18).

According to Adams (1997:19) the GEAR strategy is unclear about the origin of the output growth and employment growth sources. This aspect generates another weakness of GEAR in that it is not integrated or co-ordinated into a 'development strategy'. This results in no clear linkage between it and the RDP. To this effect Adams (1997:19) notes that GEAR barely treats issues that aim to

³ See also Stewart (in Liebenberg & Stewart, 1997: 3-18) for a detailed discussion of the RDP

address the most disadvantaged sections of the South African society as set out in the RDP. These issues include the development of human resources, health and welfare, as well as meeting the basic needs and principles of the RDP.

Two key questions regarding the GEAR strategy can be posed:

1. Will it work within its own frame of reference?
2. Are the parameters laid out the correct ones?

According to Munslow & Fitzgerald (1997:51) this strategy is essentially about spending less but earning more. The development strategy concerned here involves ways to ensure that what we earn comes in such a way that it can be used to guarantee sustainable long-term development. The parameters referred to in the questions above can be tested against the economic ideals of GEAR which seem to be less helpful in mobilising developmental efforts.

The legislation in the RDP and the GEAR strategy attests to the statutory obligation of all municipalities to formulate integrated development plans together with all stakeholders, i. e. community organisations, individuals, the business sector and other interest groups within their area of jurisdiction. The RDP plays a pivotal role in ensuring the successful transition from a policy of separate development towards a more integrated and sustainable development future. Given the aforesaid it is clear that sustainability concerns is at the heart of the policy process and, according to Munslow & Fitzgerald (1997:60), an attempt was made "to combine macro-economic and fiscal prudence with genuine efforts to redress the inequalities of the past".

3.3 IDP WITHIN LOCAL GOVERNMENT

Integrated Development Planning, as defined in Section 1.4.8, is a vehicle by means of which the area where an individual lives is changed fundamentally. It is arguably the mechanism which can bring about the transformation of Local

Government through a process of greater community participation. It must be used to effectuate structural changes within municipalities and thus making the planning process much easier. In addition, it can also “re-orient the institution in a manner that will allow it to fulfil its new developmental role” (Planact, 1997:19).

Because of their changing role in transforming Local Government, municipalities are compelled by legislation, to produce IDPs. In addition to providing mainly the traditional municipal services, municipalities must now lead, manage and plan for development (IDP, User-Friendly Guide, 1998:3). Section B of the White Paper on Local Government, 1998, sketches the developmental role of Local Government which is intended to have a major impact on the daily lives of South Africans. This is a radical new focus which will create diverse challenges and opportunities for Local Government.

The developmental role of Local Government as summarised long before the transition period by Hanekom (1988:18), is relevant to the new and democratic Local Government which will eventually emerge after the next Local Government elections in 2000:

- local authorities are vital links in the relationship between the government and the citizenry as they are the closest to the people affected by the unique problems of the area concerned;
- local authorities are instruments for greater community participation, because they have jurisdiction over fewer people than higher levels of government;
- local authorities are intimately involved with those matters with which individual citizens identify or which they experience in a concrete manner; and
- local authorities are important training grounds for future leaders in government and could also serve to educate voters in the execution of their civic duties.

The aforesaid points make local authorities suited to attend to the developmental needs of the communities. This results mainly from the fact that local authorities

are in a better position to understand perceived local realities. In which way/s they will react to these challenges and opportunities, will depend on the willingness of the communities to take ownership of the IDP process. The researcher argues that the IDP process should empower all stakeholders with an interest in local governance, to map out a new future for their area. The stakeholders are in a position to empower themselves to accept full responsibility for collectively working out a common destiny together with the council and the officialdom. This implies a shift from previous forms of governance to coordinated governance as illustrated in Figure 1.1. Future Local Government must therefore play a central role in representing the communities and meeting their basic needs. This can be achieved by focusing its efforts and resources on improving the quality of life of all its citizenry⁴ (White Paper on Local Government, 1998:18).

3.3.1 The IDP and Land Development Objectives (LDOs)

Although different legal requirements apply for LDOs and IDP, the two frameworks are closely related. The White Paper on Local Government (1998:29) regards LDO components as critical instruments for guiding and managing development in the area. Once these components have been approved they have legal status.

Liebenberg (1998:17) states that within the Development Facilitation Act (DFA), development tribunals are given considerable powers to fast-track development. These include the ability to grant urgent interim relief, authorise orders, give directions and even determine the time period within which municipalities have to comply with DFA principles. The author further holds that the DFA not only provides a legal imperative to plan developmentally, but has the ability to force and fast-track the process to such an extent that it is completed within a shorter period.

⁴ See also Section 3.3.4

Municipalities (except those in the Western Cape and Kwazulu-Natal) are required by the (DFA) to produce land developments objectives (LDOs). In the case of the Western Cape, the Western Cape Planning and Development Act 1999, (Act 07 of 1999) has been promulgated to provide general planning and development principles (similar to those in the DFA) for the province (CSIR, 1998, Section A:32). Section 4(3)(a) of this Act stipulates that a “local authority, subject to regulations and after consultation with **the development councils**⁵ concerned –

- (a) shall prepare and submit to the Provincial Minister for approval an integrated development framework in respect of its area of jurisdiction”.

These frameworks must be reviewed at least every five years. Public participation regarding the compilation of these development frameworks is provided for. To this effect, Section 55(1) of the Act determines that “the Provincial Minister shall by proclamation in the *Provincial Gazette*, make regulations and issue guidelines on public participation when dealing with land development management and urban and rural development”. Section 55(2) further determines that “the council of a responsible municipality shall draft and approve a policy for public participation”. From the aforesaid it can be discerned that public participation in all aspects of land development is considered to be of paramount importance.

The subsequent sections will focus on the roleplayers in the IDP process, the benefits of the IDP and the phases in the IDP process.

3.3.2 Inclusive Development and Participation

⁵ In terms of Section 2 (13) of the Western Cape Planning & Development Act, 1999 development councils means the Western Cape Provincial Development Council and Regional Development Councils established and local development forums recognised in terms of the Western Cape Provincial Development Council Law, 1996 (Law 5 of 1996).

Inclusivity is a feature of the IDP process. It means that practically every individual, group or other stakeholder who wish to get involved in the process must be allowed to participate. Given the total population of 40 million the aforesaid statement can be questioned on the grounds that it is not practically possible to accommodate all people in a process of participation. Within the South African context, however, the reality is that up to date not many individuals have been making use of the opportunity to involve themselves in the process of local governance through participation⁶. The IDP, User-Friendly Guide (1998:4) details roleplayers internal (within Council) as well as external (outside Council) to this process.

The following **internal stakeholders** with their respective duties are identified:

- the Mayor and/or the Chairperson of the Executive Committee who should take strong leadership in encouraging maximum political support and participation by political interest groups;
- the Chief Executive Officer (CEO) who takes an overall logistical responsibility for the IDP ensuring that the officials fully participate in formulating and implementing the IDP; and
- directors/heads of departments who play a vital role in formulating and implementing the strategies of the IDP.

External stakeholders, on the other hand, include:

- non-governmental organisations (NGOs) and civic organisations who are often in a position to advocate the needs of the historically disadvantaged; They are seen as providers of logistical moral support and thereby they help to create positive and constructive public attitude towards the IDP;
- certain institutions, organisations and bodies who play a pivotal role because of their economic, social, moral or political position within the community. They can be of assistance because they may be able to provide advice, support and resources towards achieving the objectives of the IDP;

⁶ The reasons for people's non-participation are referred to on p. 33

- community leaders who should be mobilising the community to and obtain their active involvement and support in order to ensure that they do not feel isolated from the process;
- women, who previously were discriminated against. They should be acknowledged and their support and participation be secured;
- the media (local press, daily newspapers as well as the electronic media) who can arouse public debate on pivotal development issues facing the communities. This can ensure broad public participation;
- the disempowered and previously marginalised sections of the community i. e. women, the elderly, disabled and long-time unemployed people who should also be accommodated to ensure the engagement of the entire community.

To achieve the objective of inclusivity, municipalities must adopt inclusive approaches to foster community participation. These include strategies aimed at actively encouraging the participation of marginalised groups in the community (White Paper on Local Government, 1998:20). The researcher argues that although municipalities may pursue total inclusivity within the South African context, however, there seem to be a reluctance towards involvement from many citizens in the process of participation. Milbrath & Goel as quoted by Clapper (1996:57) identify three categories of citizens each of which has a different approach towards the process of participation. According to this categorisation, citizens can be identified as:

- *apathetics* who withdraw from the political process as they are disinterested and less informed about political life and issues;
- *spectators* who sporadically involve themselves in politics and political issues; and/or
- *gladiators* who are genuinely involved in the political issues and therefore regarded as the active group.

In addition, citizen participation can also be influenced by the following aspects:

- personal attitudes, beliefs, knowledge (or lack thereof) and personality traits;
- a lack of communication where the local authority fails to properly mobilise and inform the community of meetings; and
- the level of education. Clapper (in Bekker, 1996:65) argues that “persons who have attained higher levels of education are more likely to participate because they are more aware of the impact of government on the individual ... and consider themselves capable of influencing governmental activities”.

In view of the aforesaid it may be perceived that people with a low level of education is less likely to become involved in the process of participation.

However, Jagannadham (in Kotze & Kellerman, 1997:37) distinguishes between **participation** and **involvement**. In terms of this distinction participation implies “to share in”, whereas involvement refers to “a feeling of belonging and that people become involved on the basis of this feeling”. From this it can be deduced that if people experience a feeling of belongingness they will identify more easily with development efforts and participation which will result in inclusiveness. On the other hand it can be argued that if people are actively involved in a process of local governance they can take ownership of the decision-making and planning processes. It is, however, important that community involvement should be measured by active participation. This perspective is depicted in Figure 3.2 below.



Figure 3.2 Inclusive development and participation

When participation is analysed in this context, the key element is collective effort. Burkey (1993:59) confirms this by stating that the people “must come together and pool their human and material resources in order to obtain the objectives which they set for themselves”. Authentic grassroots participation and involvement, as Burkey (1993:63) argues, create a social learning process which in turn leads to the empowerment of those participating. This point is also argued by the RDP (1994:48-50). (See also Kotze (ed.), 1997:37).

Participation of citizens in local governance⁷ is an essential component for democracy. However, for various reasons not all citizens participate in governmental activities at all times “with equal zeal, commitment and influence” (Clapper, 1996:52). (See also FCR, 1999b:44-49).

The process of participation by which people are mobilised to take charge of their own lives can arguably result in them benefiting at all levels of development. This will be evident from the subsequent section.

3.3.3 Benefits of IDP

⁷ This concept is defined by Ismail, Bayat and Meyer (1997:3) as the “act of governing”. See also Figure 1.1

It is commonly known that the previous government actively promoted institutional fragmentation and spatial separation along racial lines. The scars left by apartheid planning on the spatial structures of our cities are still evident within the South African society. Planning in the past was prescriptive: towns were told how to plan. However, IDP provides an opportunity for a municipality to plan independently together with its citizens. In the past town planners did their planning without consulting the community and other stakeholders. Now, the community and stakeholders must be listened to and planning be done accordingly. This implies a bottom-up approach which, according to Kotze & Kellerman (1997:40), is mainly concerned with promoting local participation.

According to CSIR (1998, Section B:5) IDP furthermore attempts to promote developmental government because it:

- enables municipalities to align and direct their financial and institutional resources towards agreed policy objectives and programmes;
- provides vital tools to ensure the integration of Local Government activities with other spheres of development planning at provincial, national and international levels;
- serves as a basis for Local Government and citizens to engage at local level, and with various stakeholders and interest groups;
- enables municipalities to weigh up their obligations and systematically prioritise programmes and resource allocations. In a context of inequalities, IDPs serve as a framework for municipalities within which they can prioritise their actions in terms of meeting urgent needs, while in the meantime they maintain the existing economic and social infrastructures;
- assists Local Government to focus on the environmental sustainability (see Section 1.4.4) of their delivery and development strategies according to which basic social and economic services are delivered to all residents without threatening the viability of the ecological and community systems upon which these services depend (see Section 1.4.4); and

- assists Local Government to develop a holistic strategy for the alleviation of poverty.

These objectives must be achieved within the financial and administrative capacity of the local authority. In order to achieve these objectives Section 153 of the Constitution (1996) further commits Local Government by means of developmental duties to:

- structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community; and
- participate in national and provincial development programmes.

It can be argued that unless IDPs are translated into the Local Government budget, they will run the risk of becoming mere wish lists. The IDP, User-friendly Guide (1998:37) emphasises the importance of a financial plan which provides a strategy to budget and allocate resources in an equitable manner. This can contribute to development strategies, including Land Development Objectives (LDOs), being achieved within a budget and time frame. This plan will illustrate how priorities in the budget will change over the medium-term period to realise the IDP and LDOs (see Figure 3.3 below).

The above discussion implicates the important role of Local Government towards the improvement of the welfare of the community⁸. This role of Local Government, particularly with regard to those who were marginalised in the past, will next be emphasised.

3.3.4 The Developmental Role of Local Government

⁸ The White Paper on Social Welfare also emphasises the improvement of the welfare of the community and stresses the importance of participation

Section B of the White Paper on Local Government, 1998 focuses on the developmental role of Local Government and ushers in a new era of governance at local level. (See also Section 3.2 and Figure 1.1).

The questions may well arise in which way/s this radical new role of developmental Local Government will impact upon communities? Can municipalities live up to the expectations of government and communities to accommodate the diverse challenges and create opportunities? This discussion aims to answer these questions.

Municipalities within a changing and challenging environment, need to build relationships and partnerships with their communities, organisations, other stakeholders and the private sector who can contribute to the development of the area (White Paper on Local Government, 1998:17). The changing and challenging role of municipalities results in differences between the previous Local Government and the new Local Government as shown in Figure 3.3.

PREVIOUS LOCAL GOVERNMENT	NEW LOCAL GOVERNMENT
<p><i>Undemocratic and control orientated</i></p> <p>Only whites were allowed to vote for Councils.</p> <p>Black local Councils were centrally controlled without a financial base.</p>	<p><i>Participatory and democratic</i></p> <p>Development Local Government (DLG) embraces and prioritises accountability from councillors and officials, parallel to our commitment as citizens and communities</p>
<p><i>Racist and exclusionary</i></p> <p>Served the white privileged areas at the cost of poor black areas.</p>	<p><i>Oriented to redress and accountability</i></p> <p>DLG is accountable to all people through a system of monitoring and linked budgets.</p>
<p><i>Distorted segregationist planning</i></p> <p>Emphasised spatial and structure planning fragmented along racial lines.</p>	<p><i>Holism and integration</i></p> <p>DLG incorporates social, economic and environmental elements of local places and people's lives in the institutional and policy frameworks at local level.</p>

Figure 3.3 A paradigm shift from a previous to a new form of Local Government (Urban Sector Network, 1998:2)

According to figure 3.3 the previous Local Government was undemocratic, discriminatory along racial lines and planning was distorted and segregated. The new Development Local Government aims to be participatory and democratic, as well as to focus on holism⁹ and integration.

In terms of the Constitution Local Government is committed to take practical measures within its available resources to ensure that all South Africans have access to adequate housing, education, health care, food, clean water and social security (White Paper on Local Government, 1998:17). Besides its commitment to basic services, Local Government must:

- make sure that every citizen has the opportunity to participate in decision-making and planning;
- boost the local economy; and
- ensure that diverse resources are used wisely in order to improve the quality of life of the people.

With regard to participation and decision-making in planning, Brynard (1996:131) argues that the planning process in Local Government cannot succeed without some participation. Kotze & Kellerman (1997:41) agree with this statement by proposing that decisions should be taken through a partnership consisting of central and local decision-makers. To this effect Kotze & Kellerman (1997:45) argue that at least two advantages can be derived from joint planning and decision-making. They firstly reduce the risk of inappropriate methods being implemented. Secondly, they ensure that the resources of the community are not the foundation for development only, but that its resources are expanded to include new options.

According to the Urban Sector Network (1998:5), DLG is designed in such a way that municipalities country-wide can address the diverse needs of residents arising from the spatial legacies of apartheid. In order to fulfil its developmental

⁹ See Kotze (ed.) (1997:65) and Section 1.4.9 for the different usages of this concept

mandate, municipalities have to comply with four key inter-related characteristics of DLG (White Paper on Local Government, 1998:18). These characteristics include:

- maximise social development and economic growth;
- integrate and co-ordinate;
- promoting local democracy; and
- leading and learning. (See Section 1.4.7).

3.3.4.1 Maximise social development and economic growth

The municipality must liaise with its diverse communities to build a shared vision and set realistic goals to promote sustainable economic and social development. Local economic development should support community life and distribute the benefits of development equitably. The objective must be the sustainability of these benefits (CSIR, 1998, Section B:11). This objective can be obtained if all plans, programmes, projects and policies ultimately ensure a better quality of life for all. Cognisance must however be taken of the limited financial and institutional means that exist at local level (CSIR, 1998, Section B:12). This implies that the human and financial resources as well as capacity (see Section 1.4.6) are inadequate. The objective should be to use the available human and financial resources to do whatever is viable in the short-term and sustainable in the long-term (see Section 1.4.4).

3.3.4.2 Integrate and co-ordinate

DLG must provide a vision and leadership for all roleplayers (national and provincial government, community groups, trade unions and private sector institutions) by achieving prosperity within its geographical area (White Paper on Local Government, 1998:19). This prosperity depends on the utilisation of all available human and material resources to achieve the development goals. Local Government must therefore build and strengthen partnerships with all

roleplayers and ensure that all its efforts and contributions are utilised to achieve the common goal of development. This can best be achieved by integrating and co-ordinating the spatial inequalities that is present in local authorities as a result of the apartheid legacy.

3.3.4.3 Promoting local democracy

The municipal council represents the interests of the community. Therefore it must involve the citizens and groups in decision-making and/or other processes which affect them (White Paper on Local Government, 1998:20). In order to support its claim to be democratic, Local Government should adopt inclusive approaches to foster community participation (see Section 1.4.3 and Figure 3.1). Local Government should also consider the fact that the poor never had the opportunity to participate in a democratic process. These people therefore need time "to formulate and express their ideas, participate in open debate, take collective decisions and follow-up with co-operative action" (Burkey, 1993:69). Despite this seemingly deterring factor, Local Government must furthermore make special efforts to ensure that all its citizens are able to participate.

3.3.4.4 Leading and learning

Given world-wide changes, local communities are forced to find new ways to sustain their economies, build their societies, protect their environments and eliminate poverty (White Paper on Local Government, 1998:21). There are a myriad of ways to address these goals and therefore local communities must find their own ways of achieving these goals in a sustainable and equitable manner¹⁰.

The White Paper on Local Government (1998:22) details amongst others the following favourable social conditions to build community capacity through:

¹⁰ See Kotze & Kotze (1997:71-81) for a detailed discussion of enabling settings

- responsive problem-solving and a commitment to work in open partnerships with other stakeholders such as business, trade unions and community-based organisations;
- ensuring that knowledge and information are acquired and managed in a way that promotes continuous learning¹¹ (see Section 1.4.7);
- the building of an awareness of environmental issues and the encouragement of residents to utilise scarce resources in a prudent manner (see Section 1.4.4); and
- actively seeking to empower all in the community, in particular the marginalised groups (see Section 1.4.5).

In view of the aforesaid it can be argued that municipalities face massive challenges to fulfil their developmental mandate. The expectations from government and communities are high. The question may be raised as to whether municipalities will be able to apply policy requirements that are meant to realise their developmental mandate and thereby acceding to the expectations of communities. The subsequent section will focus on an outline of the IDP process.

3.3.5 An Outline of the IDP Process

Both theoretical and practical concepts of the IDP as defined in Section 1.4.8, are strategically used by Local Governments in transformation to bring together a number of separate plans and instruments for planning and management. However, the process for the formulation of an IDP can be divided into different phases (IDP, User-Friendly Guide, 1998:24 ; Planact, 1997:21; FCR, 1999b:3 ; Municipal Systems Bill, March 1999 ; CSIR 1998, Section C:3).

One outstanding aspect of IDP is the fact that it is non-prescriptive. This leaves ample scope for a municipality to develop an IDP according to its particular

¹¹ See Kotze (ed.) (1997:41-47) for a detailed discussion of the learning-process approach

needs. The Department of Constitutional Development shares the views on non-prescriptiveness in the IDP (Draft Policy Document, 1998:13). These views are also expressed in the IDP, User-Friendly Guide, 1998. According to the Department of Constitutional Development non-prescriptiveness leaves scope for professional creativity and local ingenuity, i. e. a social learning-process (see Section 1.4.7). In addition, it also emphasises the importance of learning and adapting by doing. This approach also links well with the planning principle of development management and social learning as discussed by Kotze & Kellerman (1997:43). The IDP, User-Friendly Guide, 1998, can be considered “supportive rather than prescriptive in nature” and adaptive to change that may be brought about by real life experiences (IDP, User-Friendly Guide, 1998:1). These changes can be brought about by the so-called building blocks of development i. e. participation, social learning, empowerment and sustainability (see Figures 1.2 & 3.1). (See also Theron & Barnard, 1997, 35-62). One possible problem regarding the IDP process might occur when project management principles – the formative, blueprint and rigid type – are used as implementation tools for the IDP (De Beer & Swanepoel, 1998: 49-60 and Conyers & Hills, 1990: 41-61).

The process of IDP is different from the way it has been done in the past. The difference is manifested in the fact that the ordinary citizen can participate in the drafting of an IDP. The municipality invites members of the community¹² to partake in the process of formulating an IDP in accordance with the needs of the citizenry within its jurisdiction.

The IDP process, being non-prescriptive, is not a blueprint but merely an attempt to serve as a guideline according to which an IDP can be formulated within the parameters of the legislative framework. Formulating an IDP can thus be viewed as a social learning process aimed at empowering the people to work towards sustainable development (see Figure 1.2). Each of the phases outlined in Figure

¹² Examples of these members are individuals, interest groups, non-governmental organisations, community-based organisations and the business sector

3.4 below can be further divided into different phases (see CSIR, 1998, Section D). Within the context of this study, however, only the phases as set out in Figure 3.4 will be dealt with.

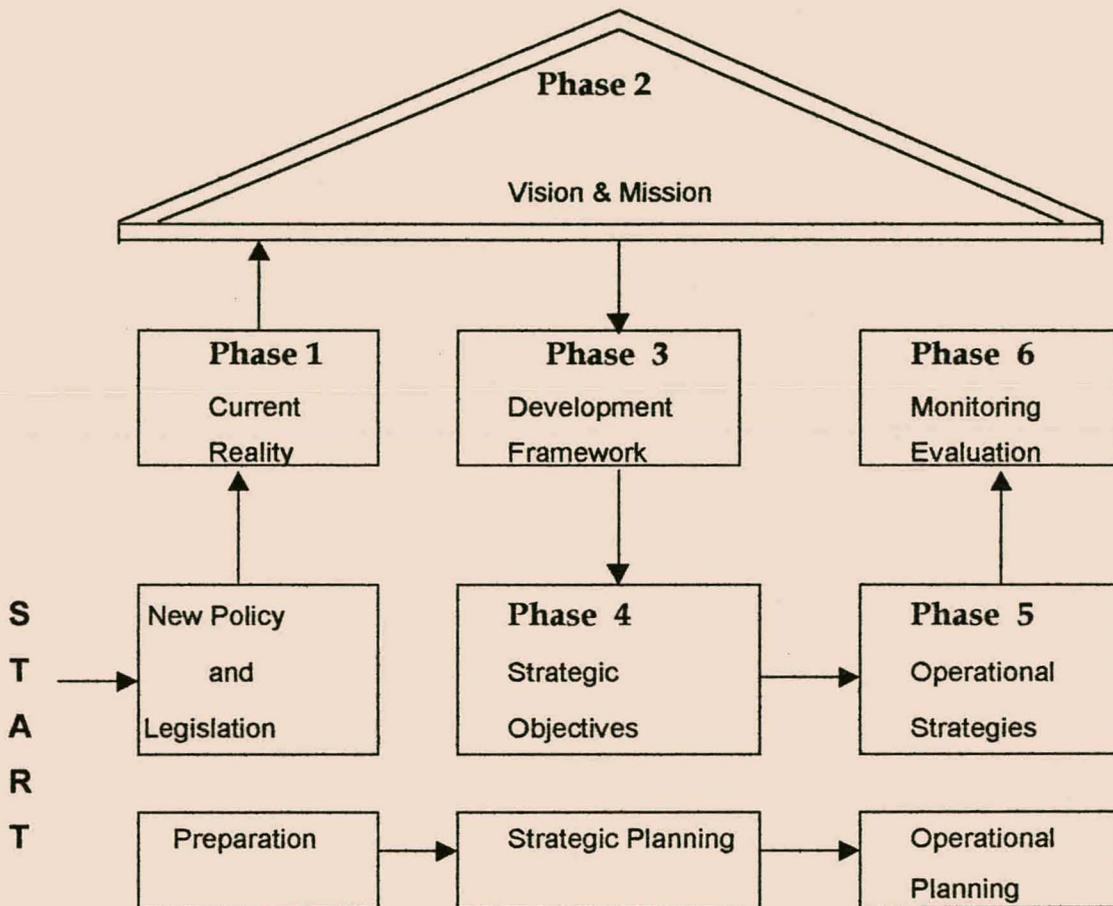


Figure 3.4 The phases in developing an IDP (Adapted from CSIR, 1998, Section C)

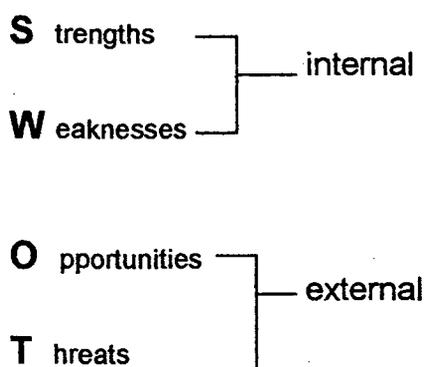
The different phases of IDP aim to provide a base document for future planning within Local Government. Important aspects of such a document include flexibility and adaptability in order to accommodate any change in the needs of the community. This is confirmed by Conyers & Hills (1990:51) who state: "Planning should be flexible so that it can respond to uncertainty more effectively". To this effect Seers (in Conyers & Hills, 1990:51) recognises the need for planning to be "based on a process of learning to enable policy-makers

to respond to changing circumstances". (See also Burkey, 1993:122-124 and Swanepoel & De Beer, 1998: 17-32, 49- 60).

3.3.5.1 PHASE 1 - Current Reality

The starting point for IDP is an assessment of the **current reality** of the municipality. For future plans to be clearly directed and realistic it is imperative for the municipality to understand its current situation. An analysis of the current situation can provide valuable and useful information for all local activities. It can also serve as a platform upon which future plans are to be based, and it can help to mobilise a much broader spectrum of resources, skills and capacities (Planact, 1997:22).

The analysis aims to assess the present performances and practises. The question arises as to whether there are issues that can be dealt with differently in order to change the present situation. One way of achieving the objective of assessment is through a **SWOT analysis**¹³. The acronym SWOT stands for:



The strengths and weaknesses of the municipality are known as the **internal categories** while the opportunities and threats are called the **external categories** (Smith, 1994:18). The SWOT analysis must be conducted with

¹³ See also Riggs (1971) regarding a so-called profile analysis method, by means of which needs, resources, obstacles and potentialities (NEROP) can be assessed.

councillors and officials during a workshop and with the help of a facilitator (IDP, User-Friendly Guide, 1998:24).

The researcher argues that the SWOT analysis must not only involve councillors and officials but also the wider spectrum of stakeholders, i. e. community organisations, interest groups, individuals and stakeholders from the business sector. It must be a holistic approach as argued in Section 1.4.9. These stakeholders must participate in the process right from the start, because they are in a position to contribute meaningfully towards identifying the strengths, weaknesses, opportunities and threats of the municipality. It is essential that the analysis be done as thoroughly and objectively as possible.

According to Planact (1997:22) the information gathering process may include assessments of:

- the existing infrastructure within the municipal area;
- the spatial make-up of the municipal boundary;
- the access to and standards of a range of services;
- the local economy;
- the environment; and
- local and external financial resources, skills and capacity.

The gathered information should be systematised and captured in databases and should also provide a development profile of the needs and resources, as well as the capacity and undercapacity of significant issues and development trends (IDP, User-Friendly Guide, 1998:24).

Once a close assessment of the current reality of the total area under the jurisdiction of the municipality has been made, community needs have been determined and available resources have been audited, the focus needs to shift to a vision and mission statement indicated in phase two.

3.3.5.2 PHASE 2 - Vision and Mission Statement

In order to effectively perform its developmental mandate the municipality must establish a **vision and mission statement**. A vision can be seen as a realistic and inspiring statement about something to be done in future. Section D of the CSIR document on the IDP (CSIR, 1998:1) refers to a vision "as the strategic intent based on the development priorities identified by the people in the municipal area". Within the context of IDP a vision statement aims to know where an organisation is at present and to determine where it wants to go. According to the IDP, User-Friendly Guide (1998:25), the IDP aims to build a base for agreement and consensus thus providing "a broad base of support for future development initiatives".

The vision for development must, however, be established in collaboration with the diverse community. It must recognise the different aspirations and ambitions, priorities and perspectives of the community. All key stakeholders must therefore participate in the visioning process that results in a shared vision¹⁴. The IDP, User-Friendly Guide (1998:25) emphasises the need to find ways by means of which aspirations of the people can come together and compromises can be made.

Once the vision has been established the next phase entails the development of a framework that aims to identify the core issues and goals.

3.3.5.3 PHASE 3 - Development Framework

This phase provides general direction to the development of strategies and decision-making over the medium-term (CSIR, 1998, Section C:9). This phase involves more technical support than the preceding phases. It is the set of principles, priorities, goals and ideas that form the framework according to which

¹⁴ See Senge 1990:205-232 for a detailed discussion of a shared vision

the decisions are made. The Workbook on a Step by Step Approach to IDP (CSIR Workbook 2, 1998:14) views this phase as essential in the IDP process because:

- it provides the Development Tribunal with a framework to guide their decisions;
- it also provides the private sector with a framework within which to operate; and
- it will assist local authorities in the traditional development control function by providing them with a clear yardstick against which to manage land use.

Once the **development framework** is in place, the next step will be to formulate integrated development strategies.

3.3.5.4 PHASE 4 - Development Strategies

In this phase it is important to set clear and realistic goals which should reflect the expected achievements of the municipality. These goals need to reflect the priorities, and the collective priorities of the broader community (IDP, User-Friendly Guide, 1998:26). There are two reasons why the prioritisation of identified needs are essential. *Firstly*, because there are not sufficient resources to meet every single request, and *secondly*, because the diverse communities within the municipality may have different priorities (Planact, 1997:22).

According to Section 26 of the Local Government: Municipal Systems Bill (January 1999) the **development objectives and strategies** of the municipality must be aimed at meeting the Council's development priorities and must:

- contain particulars of the specific priority development programmes and projects to be implemented, as well as improvements in delivery of services identified as priorities;
- contain an operational strategy for the implementation of the IDP;

- take into account options available to the Council to meet its development objectives in partnership with the private sector or other municipalities; and
- take into account development principles and policies of the national and provincial governments; and be reconcilable with national and provincial development planning requirements binding on the municipality in terms of national or provincial legislation.

These principles are defined, in more or lesser detail in the Constitution (Section 154), the RDP (1994) and the White Paper on Local Government (1998:Section C).

3.3.5.5 PHASE 5 - Operational Strategies

During this phase, benefits which are stipulated in the development goals, are delivered. Kellerman (1997:50) views this phase as the most important by stating that “all planning, design and numerous decisions culminate in physical implementation”. This author furthermore contends that it is during this phase that overarching development objectives have to blend with grass-roots actions, combining a range of interrelated actions in order to secure sustainability of the development investment (Kellerman, 1997:50). (See also Conyers & Hills, 1990:81, 154-168).

Cushworth & Franks (1993:85) consider this phase essential because it entails the process during which ‘project inputs are converted to project outputs’. According to them this phase provides the basis to budget for money and resources, to identify bottlenecks and to test assumptions. They also regard this phase as the basis for accountability and measurement (Cushworth & Franks, 1993:86). The theory and strategy to project management principles are important in this phase (Van der Waldt & Knipe, 1998:23-25).

In view of the above, one may venture to say that practical implementation can be considered to be the real test for projects. To this effect Kellerman (1997:56)

emphasises that this stage of “community infrastructure projects requires the careful coordination of activities and responsibilities between a range of role-players”. These roleplayers include:

- representative community organisations who are responsible for daily supervision, the organisation of daily tasks and the management of and control over project progress;
- community facilitators, normally community-based staff who are responsible for assisting project committees in managing the project, ensuring day-to-day communication between project committees and other role-players involved in the implementation process; and
- consultants who assume responsibility for guiding implementation tasks in communities that lack the technical skills to plan, design, and implement infrastructure projects.

In addition, it needs to be ensured that the appropriate financial and institutional arrangements are in place to support the implementation of the IDP (CSIR, Workbook 2, 1998:24). According to the White Paper on Local Government (1998:29) the municipality should develop a financial plan involving a medium-term projection of capital and recurrent expenditure. This medium-term financial plan forms the basis according to which annual budgets can be drawn up. In order to realise the goals set out in the IDP, the financial plan must also indicate the medium-term (five year period) changes in the budget (White Paper on Local Government, 1998:30). The relationship between planning and budgeting is shown in Table 3.1 below.

Table 3.1 The relationship between planning and budgeting

	PLANNING	BUDGETING
Long term (up to 25 years)	Vision	
Medium term (up to 5 years)	Integrated Development Plan (including LDOs)	Financial Plan (including infrastructure investment plan on capital side)
Short term (one year)	Key Projects (Annual Action Plan)	Annual Budget

(White Paper on Local Government, 1998:30)

It can be discerned from table 3.1 that the annual budgets must be based on the medium-term financial plan. The links between the vision, IDP, financial plan, annual budget and key projects form the basis for the annual budget. By basing annual budgets on the medium term financial plan, the municipality will be better able to direct and manage resources in a more focused and disciplined way.

The annual budget that is compiled and prepared for approval by the Council should, according to Ismail, Bayat & Meyer (1997:79), indicate:

- operating income and expenditure;
- capital expenditure;
- salaries and allowances;
- general expenses;
- repairs and maintenance; and
- capital charges.

The annual budget should reflect the development profile and priorities of the area, and manage resources in a focused and controlled way in order to realise the goals of the IDP process. According to the White Paper on Local Government (1998:29) it is essential that IDP should be linked to financial

planning as shown in Table 3.1. It is furthermore essential that the budget reflects the needs of the community. It must not deviate from the strategic objectives which the Local Government officials and/or Council may consider to be more economically viable. However, this statement is based on the understanding that not all community needs will be met and that “prioritisation and compliance to budgetary constraints will be observed” (Venson, 1996:28).

3.3.5.6 PHASE 6 - Monitoring, evaluation and review

With the operational strategies (implementation phase) in place, a system is needed according to which the performance of the implementation of the IDP can be assessed. This system must be part of the annual planning and budgeting process. It must be used to improve the performance of the IDP process within the local area and must also serve as a yardstick to identify and rectify any shortcomings (CSIR, Workbook 2, 1998:28). Although the final phase (Figure 3.4) focuses on **monitoring, evaluation and review**, it must be viewed as an ongoing or cyclical activity that constitutes an essential part of the IDP process (CSIR, 1998, Section D:1). It is therefore essential that monitoring should take place on a continuous basis in order to determine whether the expected objectives are being achieved. Cushworth & Franks (1993:161) support this argument by saying that project monitoring comprises the development of a plan in each of the following areas:

- measurement of physical progress;
- measurement of financial progress;
- quality control, and the fitness of the project outputs for their intended purposes; and
- other information specific to the project, i. e. environmental aspects.

The IDP, User-Friendly Guide (1998:39) views the monitoring and evaluation of the IDP essential because:

- it can measure the municipality's performance in meeting the development needs of the electorate; and
- it enables the municipality to re-examine the IDP as conditions change and priorities are adjusted according to the new conditions.

Monitoring is a continuous activity that forms the basis for performance management. It measures the efficiency and quality by means of performance **indicators**. Conyers & Hills (1990:170) argue that monitoring "helps to pinpoint problems requiring action and it is also important in the context of coping with uncertainty in planning". According to Planact (1997:32) monitoring enables the planner to see problems and to identify any necessary changes in the implementation of the plan.

Evaluation is that part of the planning process which assesses the value of the implemented strategies. It measures whether and to what extent the development goals are being achieved through the implementation of the IDP (CSIR, 1998, Section C:1). According to CSIR Workbook 2 (1998:31) evaluation is concerned with the assessment of the medium to long-term goals and measures project outcomes in terms of quality of life (socio-economic features, integration, sustainability and systems performance).

The development initiatives which are prevalent during the operational phase will necessitate the need to develop a set of development indicators. These indicators will be used to evaluate the outcome of the initiatives (CSIR, 1998, Section D:25). This evaluation process should be undertaken by the officialdom of the local authority, who is responsible for the implementation of the strategies. They should take into account the feedback from community members and the beneficiaries. It is imperative that this information, after being amended by Council where appropriate, should be communicated to the public to ensure transparency and accountability.

Review deals with the revaluation of development strategies after it had been implemented and relies on the results obtained from the monitoring and evaluation processes described above (CSIR, 1998, Section D:37). It should be noted that the review is carried out after the completion of the monitoring and evaluation processes and is, according to CSIR (1998, Section D:37), concerned with:

- the adjustment of project outputs in terms of outputs and customer satisfaction; and
- the revision of development plans.

The review process aims to assess the development plans and to bring into effect any changes to address problem areas. The IDP is an essential component of future development planning within Local Government. It ensures participation from the community and other stakeholders. The researcher argues that the implementation of IDP within a municipality will speed up delivery, empower a municipality to enhance the process of community participation and will also avoid the waste of scarce resources.

It should be noted that although the phase - monitoring, evaluation and review - is depicted as the final phase in Figure 3.4, monitoring and evaluation should be built into each of the other phases as portrayed in Figure 3.5 below.

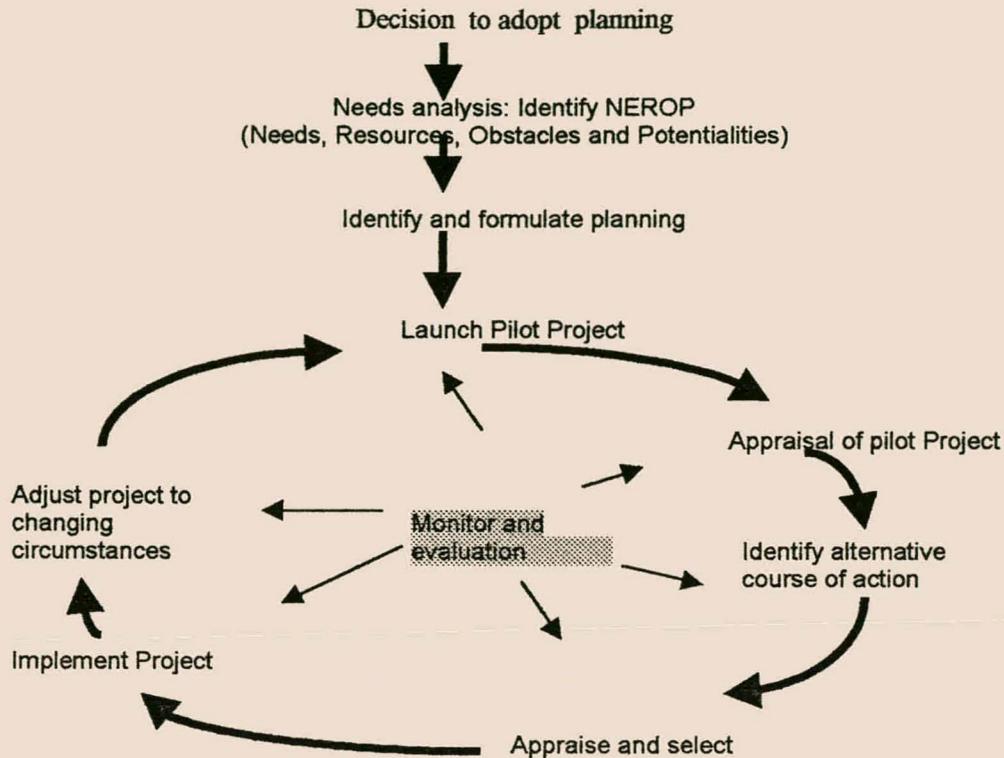


Figure 3.5 The development planning process (Adapted from Conyers & Hills, 1990:74)

Given the different histories (political, economic, social and cultural), priorities, needs and aspirations of the communities, it becomes apparent that the municipality needs to be responsive to the diverse needs of the communities which result from the extreme disparities in their levels of living. The phases in the IDP process as depicted above can empower municipalities to strategically focus their activities and resources towards addressing the most pressing needs.

3.4 CONCLUSION

This chapter focused on a theoretical model for the implementation of IDP within a municipality. The legislative documents detailed in this chapter direct the way towards transforming Local Government. The Constitution compels Local Government through a developmental focus to structure and manage its administration as well as its budgeting and planning in order to prioritise the basic needs of the community and to promote the social and economic development of

services, but they must lead, manage and plan for development (see Section 3.3).

The RDP stresses the developmental role of Local Government and focuses on amongst others capacity-building, empowerment, sustainability, meaningful participation and an integrated approach (see the concepts in Section 1.4 and figure 1.2). An IDP is arguably the mechanism which can bring about the transformation in Local Government through a process of greater community participation (see Sections 3.3 – 3.3.4.4).

Developmental Local Government is designed in such a way that municipalities country-wide can address the diverse needs of its citizenry arising from the legacy of apartheid. This mandate can be achieved through four interrelated characteristics, namely: maximising social development and economic growth, integration and co-ordination, promoting local democracy, and leading and learning.

An IDP enables Local Government in a process of transformation to bring together a number of separate plans and instruments for planning and management. It has been shown in Section 3.3.5 that IDP is non-prescriptive leaving ample scope for a municipality to develop an IDP according to its particular needs. Citizens are enabled to participate in the planning and decision-making processes which is a move away from the top-down approach. The emphasis in the bottom-up approach as opposed to the top-down is on people-centred development which results in the enhancement of their capacity to actively participate in the development process.

The subsequent chapter focuses on the **application** of IDP theory within the Municipality of Stellenbosch.

CHAPTER FOUR

DEVELOPMENT OF AN IDP PROCESS WITHIN THE MUNICIPALITY OF STELLENBOSCH

4.1 INTRODUCTION

“IDP participants have spent many months working on a vision, mission and goals for the town. This is a people’s plan and only when the people participating in the process, are satisfied with it, can it be submitted to Council. Otherwise, no amount of effort or persuasion will succeed in selling it to the stakeholders and the public out there” (*Eikestadnuus*, 19 February 1999).

To comply with its legal and constitutional obligations, as stipulated in the relevant Acts and other legal documents (see Section 3.1 as well as Figure 3.1), the Municipality of Stellenbosch started the process to develop an IDP framework. This process aimed, among others, to create mutual understanding of the IDP process among all stakeholders and roleplayers. The process was furthermore designed to help the municipality to implement its principles (as stipulated in its vision and mission statement)¹⁵ of good governance, and sound management by clearly identifying its developmental role, powers and duties (see Appendix D).

The IDP is a new initiative which aims to produce a plan for the integrated development and management of the town and its satellite towns¹⁶ as a whole (See the map in Appendix E). The process will involve an annual cycle of long and short-term planning, action and review, as shown in Figure 3.4, to enable Council to integrate its activities and resources in a strategic, accountable and cost-effective manner.

¹⁵ See vision and mission statement in Appendix D

¹⁶ The satellite towns are: James Town, Johannesdal, Klapmuts and Kylemore.

This chapter focuses on the progress of the IDP process within the Municipality of Stellenbosch. It will also discuss the development of an IDP model for the Municipality within the framework of the legal requirements that are applicable.

4.2 PROGRESS REPORT ON IDP

Towards the end of 1996 the Town Council of Stellenbosch initiated a Steering Committee (comprising councillors and officials) to manage the IDP process. The Town Council appointed a facilitator who initiated the public participation process on 26 August 1997 (IDP, Municipality of Stellenbosch Progress Report, 1999:1).

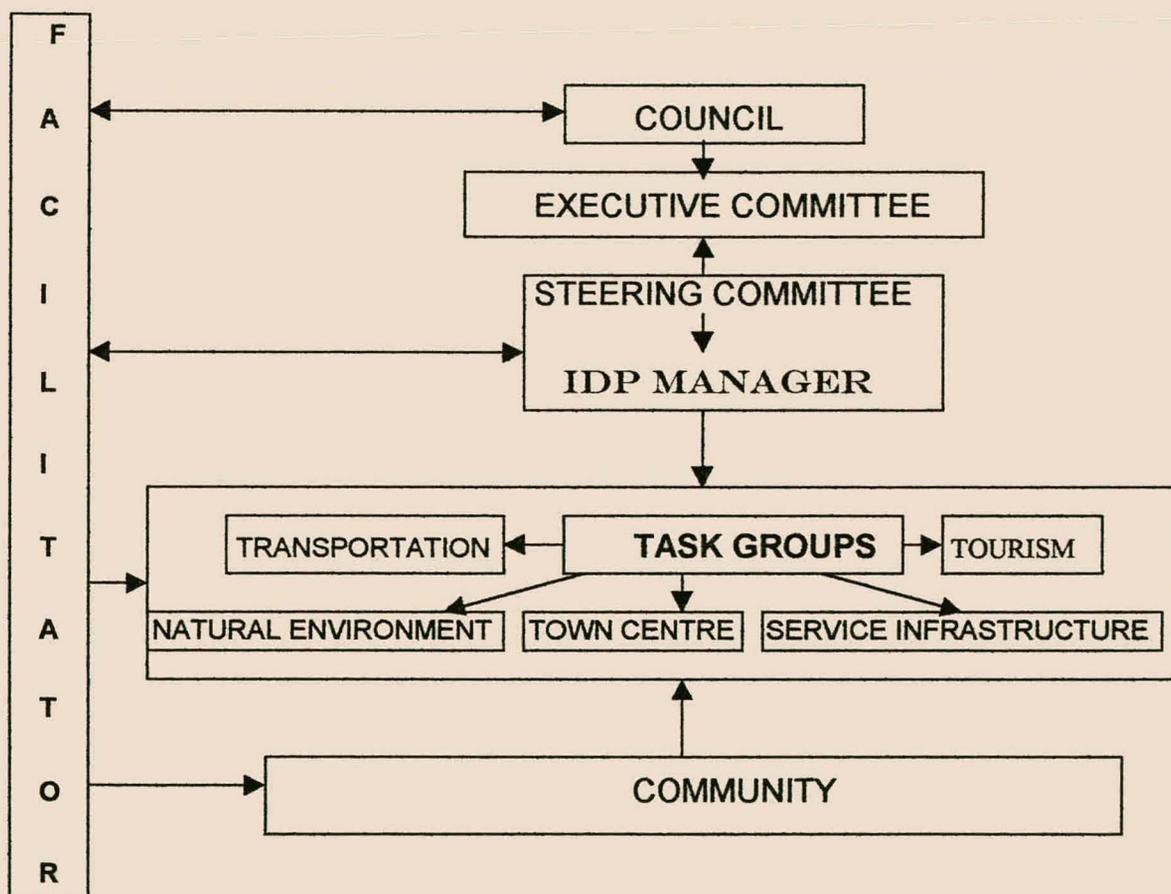


Figure 4.1 Organigram of Municipality of Stellenbosch IDP structure

Figure 4.1 portrays the links between the facilitator and the other stakeholders in the process. It should be noted that the Steering Committee (see Figure 4.1) was replaced by an IDP manager who initially formed part of the said committee. An observation by the researcher that this improved communication, cooperation and enthusiasm among most of the stakeholders was confirmed by informal discussions with participants in the IDP process. It is believed that the steering committee was not deemed very effective in achieving the IDP goals.

The process involved all stakeholders and started with informative meetings during the latter half of 1997 in the different residential areas. These informative meetings were forerunners to workshops that were held during 1998. It was envisaged that many of the residents from the diverse community would register to participate as partners in the workshops to work out a better future for all in the municipal area. Some of the attendees at the informative meetings were concerned with the poor attendance at the meetings. It was suggested that a concerted effort should be made to communicate the whole process to the wider community and to encourage the communities to become part of the process of governing the town of Stellenbosch.

The workshops started with a broad overview of the current reality, whereafter the participants brainstormed a vision and mission statement for Stellenbosch. A SWOT-analysis (see phase 1 in 3.3.5.1), of the Municipality of Stellenbosch, was undertaken by the participants.

A distinct feature of the workshops was the reference that was made to the past. Groups *inter alia* focused on understanding each other's past in order to pave the way for a more reconciliatory approach to the formulation of an IDP. This became evident from the following quote in a local newspaper, *Eikestadnuus* (12 June 1998:4): "At the plenary meetings, bridges were gradually built over racial and geographical divides, and firm friendships were made. These too, are precious and have to be nurtured as evidence of an integrated community in the making". (See also Appendix C).

The facilitator appointed for the IDP process within the Municipality of Stellenbosch, in collaboration with some officials, compiled a Public Participation Workbook during March and April 1998. It was compiled from previous planning documents, input received by means of meetings with Council and the Top Management Team of the Municipality, bilateral discussions and an opinion survey (IDP, Municipality of Stellenbosch Progress Report, 1999:1). A development profile for the greater Stellenbosch which could be useful during the public workshops in May 1998 was also included in the Public Participation Workbook.

Participants involved in the process identified eight key issues which should be addressed in the planning process. These issues involved **population and housing, transportation, service infrastructure, community facilities, economic base, natural environment, tourism and town centre**. During the first round of large public workshops¹⁷ the broad goals and objectives relating to these issues were discussed, as well as the vision and mission statement.

A series of task group meetings (see Figure 4.1 for the different tasks groups), to refine the work of the large workshops and to deal with the more detailed matters, were held between July 1998 and October 1998. Two plenary public meetings were held on 19 and 21 October 1998 to verify and endorse the task group work and the input from the Heads of Departments and consultants (IDP, Municipality of Stellenbosch Progress Report 1999:2).

A plenary public meeting which also served as a signing ceremony, was held in the Town Hall on 15 February 1999. At this meeting the vision and mission statement were signed by the participants. However, the goals were referred to a task team for final rearranging and editing. A work session was held by senior management members of the Municipality on 18 February 1999. At this session the process of strategy development was detailed and the 1999/2000 budget linked with the IDP. On 24 February 1999 Council approved the vision and

mission statement subject to one amendment to the mission statement (IDP, Municipality of Stellenbosch Progress Report, 1999:2).

During March 1999 the broad goals and objectives were rearranged and edited by the task team. The vision and mission statement as well as the broad goals were approved by Council and signed during a plenary session on 7 April 1999. Although the vision and mission statement were approved by Council and signed by the plenary, the legitimacy thereof can be questioned as the vision and mission statement were not officially communicated to the wider community.

In the next phase of the process the eight key issues, referred to in this subsection, will be refined. Concrete and prioritised goals for development will be identified and linked to the budget. Prioritising the strategic objectives may be problematic as the different communities tend to believe that their needs are more pressing than those of the other communities. However, all participants agree that the housing backlog within the municipal area is a matter of high priority. Provision should at least be made in the budget to address this problem as a matter of urgency.

The different phases that the Municipality of Stellenbosch followed to formulate an IDP, and the stakeholders that they involved, are in line with the process described in Chapter 3. The following phases, depicted in figure 4.2 below, were completed thus far:

- | | | |
|---------|---|------------------------------------|
| Phase 1 | - the assessment of the current reality | 18 – 20 May 1998 |
| | - the development of a vision and mission statement | 8 – 10 June 1998 |
| Phase 2 | - the determination of the strategic objectives or key issues | 22- 24 June 1998
& 20 July 1998 |

¹⁷ Workshops were held on the following dates: 18, 19 & 20 May; 8,9,10,22, 23, 24 June and 20 July 1998

Up to date the progress with the IDP process within the Municipality of Stellenbosch evolved at a slower rate than had been foreseen. This can mainly be attributed to the diversity and variety of the perceived attitudes from the participants which at times seemed to derail the process (own observation). (see also Appendix C). It can be argued that although the progress with the process seemed to be very slow, the end result will ultimately be a legitimate IDP, at least for all role-players who participated.

The subsequent section aims to formulate an IDP model according to the legal requirements for the Municipality of Stellenbosch.

4.3 DEVELOPING AN IDP MODEL FOR THE MUNICIPALITY OF STELLENBOSCH

Figure 4.2 below attempts to contribute to the formulation of an IDP document which can serve as a basis for IDP within the Municipality of Stellenbosch. It should be noted that the objective is to be non-prescriptive. The model is not meant to be a blueprint document for IDP. On the contrary, the model is meant to contribute to a better understanding of the formulation of an IDP document which is flexible and adaptive to accommodate any changes.

The model is presented in four phases:

- vision and mission statement
- strategic objectives
- business plan, and
- job description.

From the diagram it can be discerned that the IDP process is divided into three components. These three components deal with *strategy* (comprising the phases vision and mission, as well as strategic objectives), *business plan* and *job*

description. Phase one focuses on the design of a vision and mission statement in order to create a clear and visionary picture of the desired future of the Local Government area. All roleplayers, as indicated in figure 4.2, have been involved in the design of the vision and mission statement and the

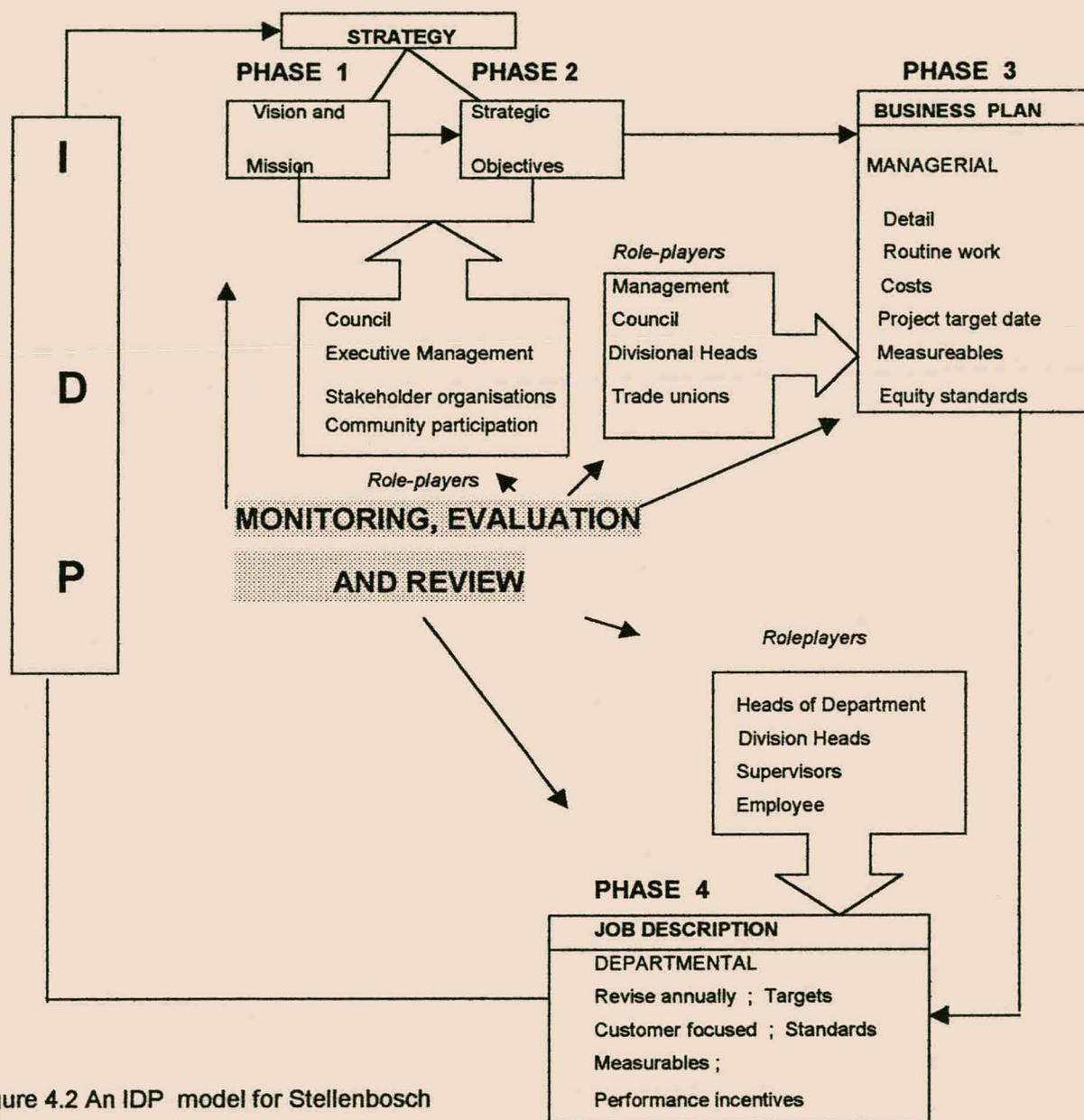


Figure 4.2 An IDP model for Stellenbosch

development of the strategic objectives for the Municipality of Stellenbosch as detailed in Section 4.1. The strategic objectives, phase two, form part of the participative process in which all stakeholders have been involved.

The second component, phase 3 in figure 4.2, focuses on the development of a business plan that should be operative at the managerial level. Detail, routine work, cost estimates, and measurable project target dates should be contained in this component. The business plan defines the desired outcomes and describe what needs to be done to achieve this outcome in a holistic manner. Prioritisation, and the determination of the importance of outcomes and actions should take place in this phase. The roleplayers involved in this component include the management team, heads of department, divisional heads and the trade union organisations who represent the interest of the workers on ground level (see Figure 4.2). The researcher argues that the other stakeholders such as the members of the community, interest groups and business sector should not be excluded from this phase. This statement is based on the argument that the experience and diverse skills of the other stakeholders could be valuable in the planning process.

The third component comprises the job description level which is taking place at departmental level. This is the component, phase four in the diagram, where the implementation and execution of projects takes place. The objectives set are revised continuously to ascertain whether the targets and goals have been met. The role-players, stipulated in Figure 4.2, consist solely of the officials who must be customer focused, and who are responsible for the completion of projects. It is argued that this is the phase where community representatives should be included to exercise some influence over development activities which affect their lives. Kellerman (1997:52) maintains that "merely taking part passively in externally designed and managed activities, or using facilities provided through a development project, does not in itself represent participation". Participation by the beneficiaries¹⁸, it can be argued, would enhance project efficiency and effectiveness as well as building the capacity of the beneficiaries.

Important aspects regarding the implementation of the IDP concern monitoring and evaluation. These should be ongoing processes as is evident from Figure 4.2 above. Systems to monitor business plan objectives, together with a detailed action plan for each department, can be put into place as illustrated in Tables 4.1 and 4.2 respectively. Next, an example of the Human Resources (HR) Department is used to promote a better understanding of an operational monitoring system. For each department business plan objectives and detailed action plans should be put into place. An IDP should be formulated involving all stakeholders through a process of participation from the outset, in particular the different heads of departments or divisional heads, who are responsible for the implementation of projects. Failing to do this can result in the process being derailed.

Human Resources

Table 4.1 Business Plan Objectives

Business Plan Objectives	Detailed Action Plan
1. Create a professional and efficient HR department	1-3
2. Apply and monitor the approved affirmative action policy	1
3. Ensure that the necessary resources for all departments are available	3
4. Start a management development programme	2
5. Establish a training programme aimed at managing diversity	2
6. Develop a fair performance driven reward system	3
7. Institute a uniform code of conduct policy	3
8. Implement a plan to improve motivation in the workforce	2

¹⁸ For a detailed discussion of community participation in project implementation see Kellerman, 1997: 55-60.

Table 4.2 Detailed Action Plan

Detailed Action Plan	Delivery Date	Responsible Person	Progress
1. Organisational review of all current Organigrams in line with the business plan			
2. Perform skills audit on training plan or programme on all staff			
3. Streamline and upgrade current staff administration			

From the above it is evident that the golden thread through formulating an IDP is on Developmental Local Government (see Section 1.4.11) with the focus on inclusivity and participation. (See also Section 3.3.2 and the building blocks of IDP in Figure 3.1). It can be argued that building the capacity of the community and other stakeholders through a process of social learning will empower them (the community) to claim ownership of the IDP.

4.4 CONCLUSION

This chapter has reviewed the formulation of an IDP for the Municipality of Stellenbosch. It had been shown that the municipality complied with the legislation in the formulation of an IDP which should be inclusive as depicted in Section 3.3.2.

The municipality attempted to give its citizenry as much say as possible in the planning of their town. However, as is evident from the newspaper clippings in Appendix C, that the participants were initially apathetic towards planning for the future of their town.

A progress report on the IDP process thus far has shown that the participants as stakeholders and partners in formulating an IDP have been involved in a social learning process (see Section 1.4.7). The building blocks of development as illustrated in Sections 1.4 and 4.2, as well as Figures 1.2 and 3.1 were characteristic of the IDP process within the Municipality of Stellenbosch. A number of key issues considered to be the crucial areas for development, i. e. population and housing, service infrastructure, community facilities, transportation, economic base, natural environment, tourism and town centre, were addressed by the participants in workshops.

It can be discerned from Section 4.2 that the Municipality of Stellenbosch complied with the legal stipulations relating to the formulation of an IDP. Although there was not a full representation of the diverse community the process up to now is making provision for active participation of the different stakeholders (external and internal as depicted in Section 3.3.2). A feature of the IDP process has been the recognition of the diverse skills and expertise of the participants.

The critical phase according to the researcher in the process is that of prioritising the strategic objectives and the linking of them to the annual budget. This is the phase where the whole plenary should be involved to iron out any problems that may emanate from the diverse needs of the community.

The model of an IDP proposed in Figure 4.2 is not a blueprint document. It should be seen as an attempt to contribute to a better understanding of formulating an IDP which is flexible and adaptive to accommodate any changes.

The attitudes and perceptions of councillors who are the decision-makers, and officials who are responsible for the implementation of the decisions, will be assessed in the subsequent chapter.

CHAPTER FIVE DATA ANALYSIS

5.1 INTRODUCTION

This Chapter aims to analyse the data that had been gathered in order to assess the attitudes and perceptions of councillors and officials (meaning members of top management in this context). An outline will firstly be given on how the data was gathered as well as the universum from which it was gathered. This will be followed by an analysis of the data through a comparison between the responses of officials (meaning top management in this context) and councillors. A discussion of the findings based on the combined responses of councillors and officials are given in this chapter.

5.2 GATHERING OF THE DATA

The data which were used to test the hypotheses (see Section 1.2) have been gathered by means of a *questionnaire* (see Appendix A). This deals with general details regarding the respondents such as their age, place of residence, their political conviction as well as whether they are a member of Council or top management (questions 1 to 5 and 27). Questions 6 to 26, on the other hand, deal with matters concerning IDP.

The universum was drawn from all councillors and top management, i. e. the Heads of Departments and the Chief Executive Officer of the Municipality of Stellenbosch. Questionnaires have been handed out to 12 municipal officials, members of top management, and the 20 councillors. The researcher experienced problems with the return of some of the questionnaires, mainly those of the councillors. This resulted in a delay in the gathering of the data. However, the response indicated that nine out of twelve officials (75%) and

seventeen out of twenty councillors (85%) returned their questionnaires. In general the respondents were cooperative in completing the questionnaires.

5.3 ANALYSIS AND DISCUSSION

In this section the collected data are analysed and discussed. The following general information about the sample was obtained from the questionnaires:

- 21 of the 26 respondents were male;
- 4 of the women respondents were councillors;
- 1 of the women respondents was an official;
- 17 out of 17 councillors reside within the municipal boundary;
- 7 out of 9 officials reside within the municipal boundary;
- 11 out of 17 councillors indicated that the policy of the African National Congress (ANC) corresponds mostly with their views;
- 4 out of 17 councillors indicated that the policy of the New National Party (NNP) corresponds mostly with their views;
- 1 out of 17 councillors indicated that the policy of the Democratic Party (DP) corresponds mostly with his views; and
- 1 out of 17 councillors indicated that the policy of the United Democratic Movement (UDM) corresponds mostly with his views.

In contrast to the councillors 5 out of 9 officials' views do not correspond with any of the policies of the political parties while only 3 indicated that the policy of a political party correspond with their views (see Table 5.1).

TABLE 5.1 SUMMARY OF RESPONSES TO QUESTIONS 1 TO 5 AND 27

QUESTION	1 %	2 %	3 %	4 %	5 %	6 %	7 %	8 %	9 %	10 %
1*	1 4	2 8	3 12	4 15	4 15	4 15	4 15	4 15		
2	21 81	5 19								
3	24 92	2 8								
4*	5 19	3 12	3 12		2 8	1 4		1 4	1 4	10 38
5	17 65	9 35								

*Total percentage rounded off to nearest 100

QUESTION 27 COUNCILLORS	ANC = 11 66%	NNP = 4 24%	DP = 1 5%	UDM = 1 5%	
QUESTION 27 OFFICIALS	ANC = 1 11%	NNP = 1 11%	DP = 1 11%	UNSURE = 1 11%	NONE = 5 56%

The rest of the questions on the questionnaire (questions 6 – 26) dealt with matters relating to an IDP. This part of the questionnaire was subdivided into two subsections. Questions six to nine dealt with the involvement of the respondents in the IDP process and their perceptions about the encouragement of active participation. It also assessed perceptions of the respondents towards the consultation process within the communities with regard to decision-making and implementation. Questions 10 – 26 dealt with various statements that relate to IDP.

The following results were obtained from questions 6 – 9:

- 6 out of 9 officials were registered as IDP participants
- 13 out of 17 councillors were registered as IDP participants
- 6 out of 9 officials were informed about the IDP
- 14 out of 17 councillors were informed about the IDP
- 9 out of 9 officials agreed that Council should encourage active participation
- 17 out of 17 councillors agreed that Council should encourage active participation

- 9 out of 9 officials are in favour of consultation with the communities regarding decisions on the implementation of IDP
- 17 out of 17 councillors are in favour of consultation with the communities regarding decisions on the implementation of IDP

The responses relating to statements ten to twenty six are presented by means of charts below. These charts are shown in comparative form in order to distinguish between the responses of the decision-makers (councillors) on the one side and the implementors of the decisions (officials) on the other side.

STATEMENT 10

The IDP process will assist councillors and officials to be effective leaders and managers of development.

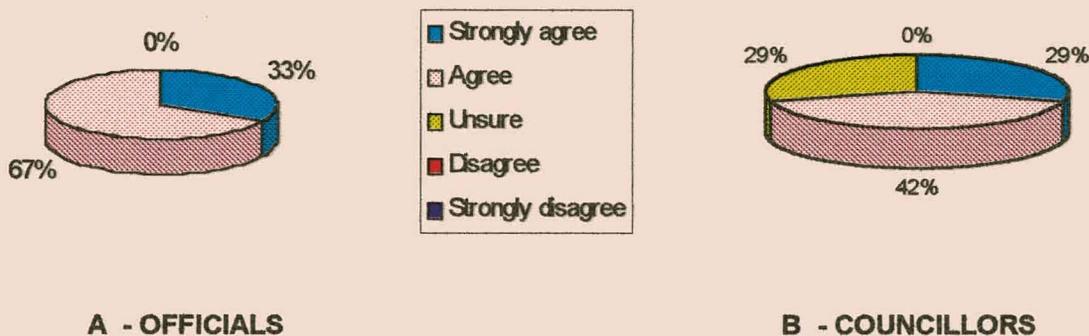


Chart A shows that 100% of the officials, 9 out of 9, are convinced that the IDP process will assist councillors and officials to be effective leaders and managers of development. In contrast, chart B indicates that only 71% of councillors, were convinced that the IDP process will assist councillors and officials to be effective leaders and managers of development. The chart also shows that 29% were unsure.

STATEMENT 11

The IDP process will assist the municipality to allocate scarce resources in the most effective way, in order to meet priorities.



C - OFFICIALS

D - COUNCILLORS

According to Charts C and D, 89% of the officials (8 out of 9) and 100% of the councillors agreed with the statement respectively.

STATEMENT 12

The IDP process will enable the municipality to establish genuine credibility in the eyes of the residents of Stellenbosch.



E - OFFICIALS

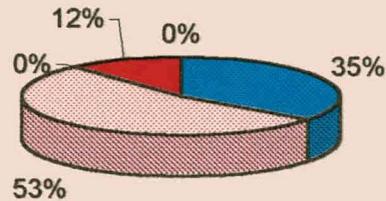
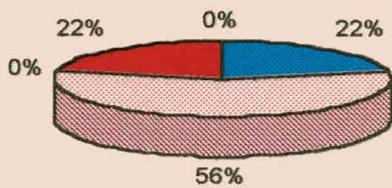
F - COUNCILLORS

From Chart E above it can be discerned that 78%, of the officials (7 out of 9) were of the opinion that the IDP would enable the municipality to establish genuine credibility in the eyes of the residents of Stellenbosch. Only 59% of the

councillors agreed with the statement and 29% of this group of respondents were unsure.

STATEMENT 13

The IDP process is essential for effective well-managed local management.



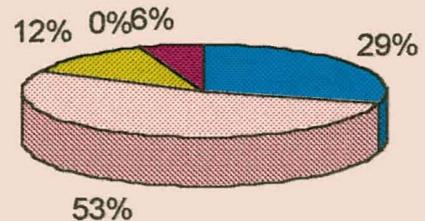
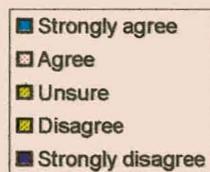
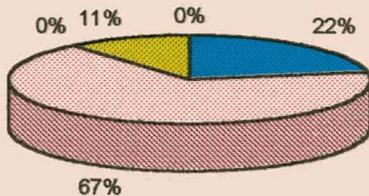
G - OFFICIALS

H - COUNCILLORS

According to Chart G, 78% of the officials (7 out of 9) viewed the IDP process as essential for effective well-managed Local Government, while 88% of the councillors agreed with the statement.

STATEMENT 14

Strategic priorities should drive the budget.



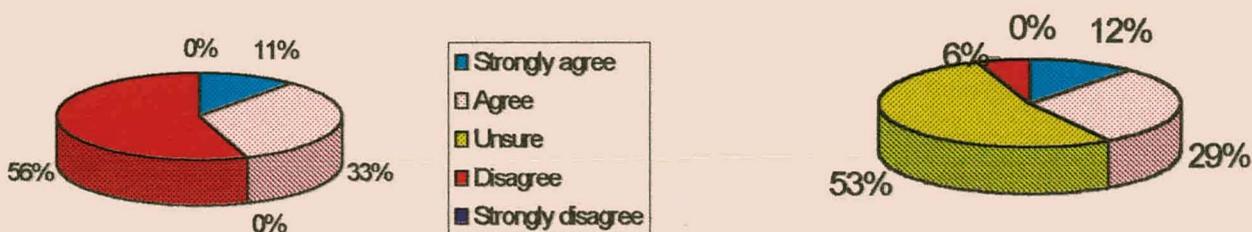
I - OFFICIALS

J - COUNCILLORS

Of the officials, 89% (8 out of 9) agreed with the statement (see Chart I), whereas 81% of the councillors agreed that strategic priority should drive the budget (see Chart J).

STATEMENT 15

The municipality should provide the funding for the IDP process from its own resources.



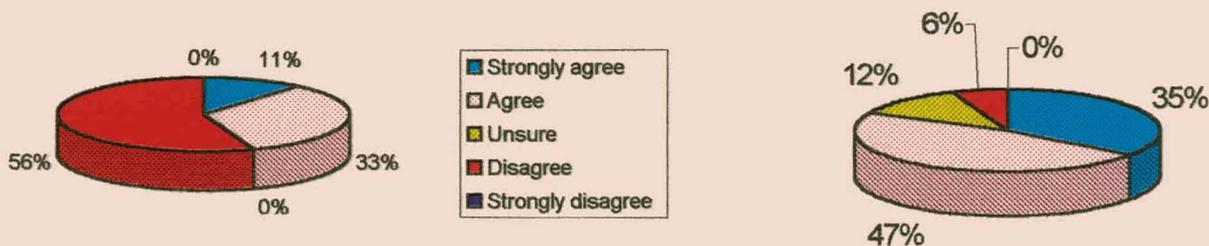
K - OFFICIALS

L - COUNCILLORS

Respondents had diverse opinions regarding this statement. Chart K shows that 56% of officials (5 out of 9) disagreed with the statement, whereas only 41% of the councillors felt that the municipality should provide the funding for the IDP process. Fifty three percent of this group of respondents indicated that they were unsure (see Chart L).

STATEMENT 16

The stakeholders accept the vision and mission statement of the IDP.



M - OFFICIALS

N - COUNCILLORS

Chart M shows that 89% of officials (8 out of 9) were of the opinion that the stakeholders accepted the vision and mission statement formulated for the IDP. According to Chart N 82% of councillors agreed with the statement.

STATEMENT 17

The municipal officials accept the vision and mission statement of the IDP.



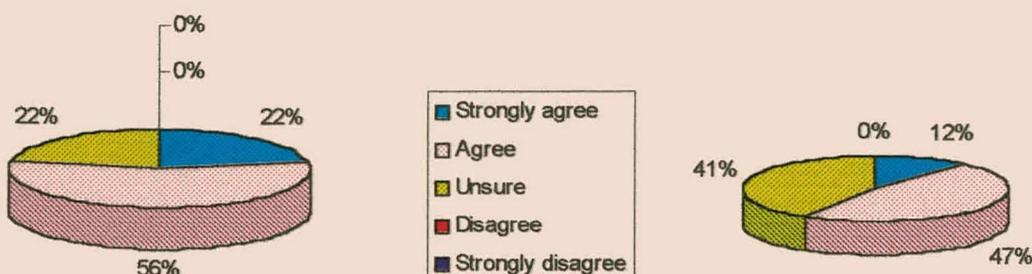
O - OFFICIALS

P - COUNCILLORS

A comparison of the two graphs (O and P) shows that more officials agreed with this statement than did councillors. According to Chart O, 89% of the officials agreed with the statement, whereas only 56% of the councillors indicated agreement (see Chart P).

STATEMENT 18

The public accepts the vision and mission statement of the IDP.



Q - OFFICIALS

R - COUNCILLORS

A comparison of the above charts shows that 78% of officials (7 out of 9, see Chart Q) and 69 % of the councillors (see Chart R) had the perception that the public accepted the vision and mission statement formulated for the IDP.

STATEMENT 19

Implementing the IDP within the Municipality of Stellenbosch will impact negatively on the budget.



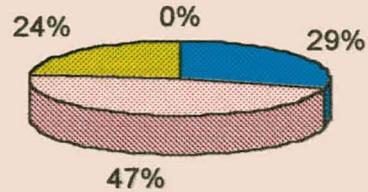
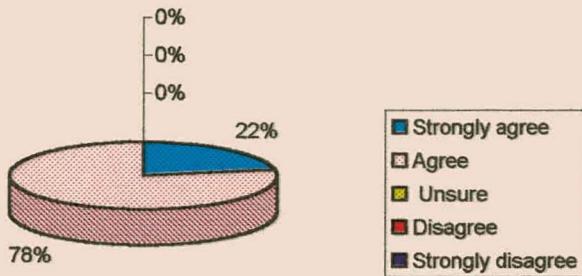
S - OFFICIALS

T - COUNCILLORS

Sixty seven percent of the officials (6 out of 9, see Chart S) and 65% of the councillors, (see Chart T) were of the opinion that implementing the IDP within the Municipality of Stellenbosch would not impact negatively on the budget.

STATEMENT 20

The municipality should ascertain the view of the public about the services provided for them.



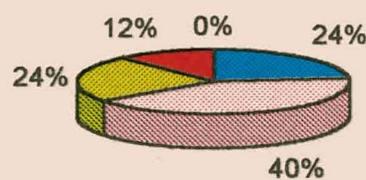
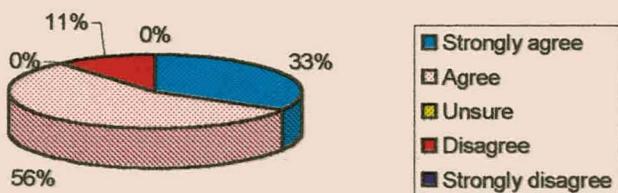
U - OFFICIALS

V - COUNCILLORS

With regard to the above statement 78% (7 out of 9) of the officials (see chart U) and 76% of councillors (see Chart V) agreed that the municipality should ascertain the view of the public about the services provided for them.

STATEMENT 21

There is a need for better communication across the councillor-official divide within the Municipality of Stellenbosch.



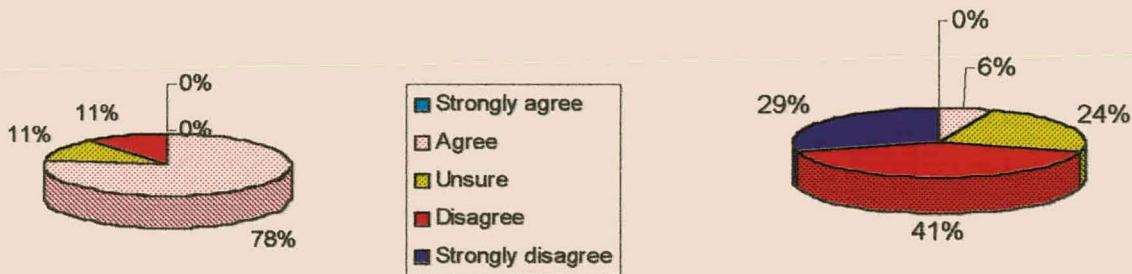
W - OFFICIALS

X - COUNCILLORS

Most officials, 89% (8 out of 9) agreed that there was a need for better communication between councillors and officials (see Chart W). Chart X however, shows a greater divergence on the issue among councillors, with only 64% of them agreeing with the statement. Twenty four percent of the councillors indicated that they were unsure.

STATEMENT 22

The municipality takes account of people's own perceptions of their needs.



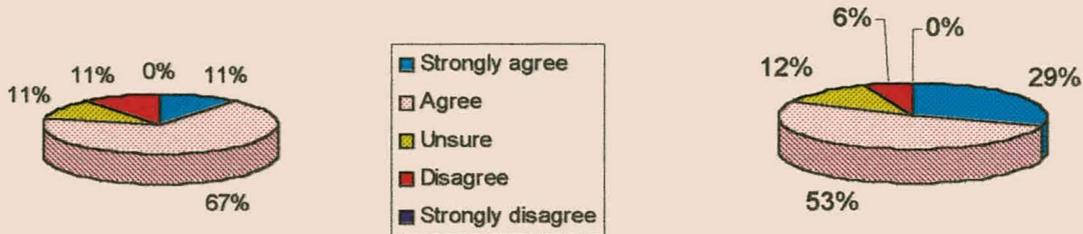
Z - COUNCILLORS

Y - OFFICIALS

The responses to the above statement show a significant difference in the opinions of the officials and the councillors. Chart Y indicates that 78% of the officials, agreed with the statement. Only 30% of the councillors agreed and 41% were unsure (see Chart Z).

STATEMENT 23

The municipality should have an influence over the local economy.



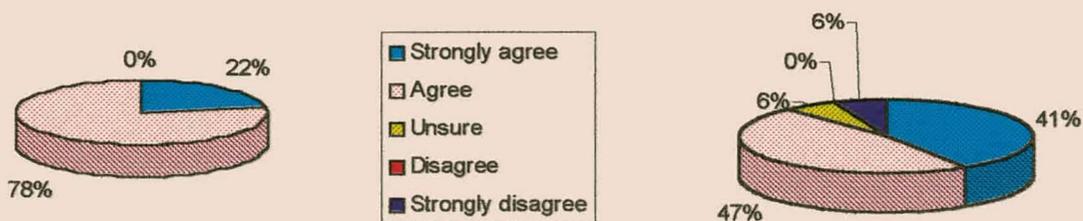
AA - OFFICIALS

BB - COUNCILLORS

Most of the officials (78%, see Chart AA) as well as the councillors (79%, see Chart BB) agreed that the municipality should influence the economy.

STATEMENT 24

The appointment of an IDP manager to drive the IDP within the municipality is essential.



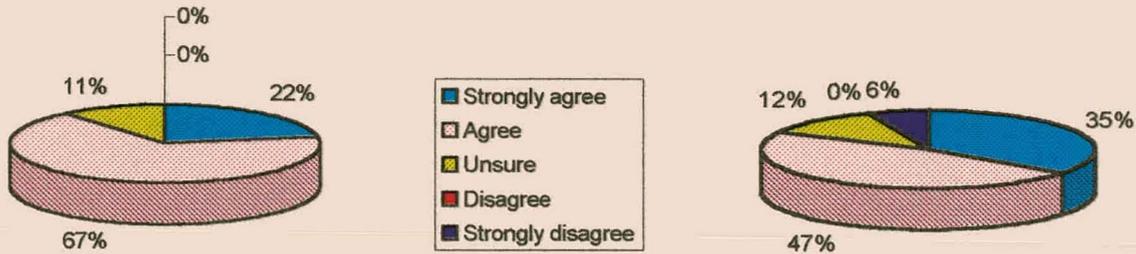
CC - OFFICIALS

DD - COUNCILLORS

Although the majority of the councillors and officials agreed with the statement, more councillors (89%, see Chart DD) than officials (78%, see Chart CC) voted in agreement.

STATEMENT 25

The role of community leaders in the IDP process is important.



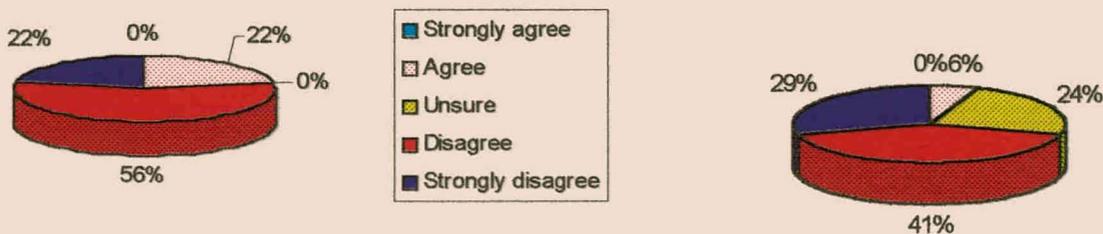
EE - OFFICIALS

FF - COUNCILLORS

Eighty nine percent of officials (8 out of 9, see Chart EE) viewed the role of community leaders in the IDP process important, whereas 81% of councillors agreed with the statement (see Chart FF).

STATEMENT 26

Citizen participation in the IDP can have a negative impact on Local Government.



GG - OFFICIALS**HH - COUNCILLORS**

The majority of both officials (78%, 7 out of 9, see Chart GG) and councillors (71%, see Chart HH) considered citizen participation to have no negative impact on Local Government.

5.3 FINDINGS

This section discusses the findings of the data presented in Section 5.2. The problem statement given in Section 1.2 poses the question regarding the attitudes and perceptions of councillors and officials¹⁹ in the implementation of the IDP within the Municipality of Stellenbosch. The approach in this section is to test the two hypotheses distilled from the problem statement. The combined responses of the officials and councillors as depicted in Table 5.2 below, will be used throughout the discussion. It should be noted that the guidelines stipulated in the IDP, User-Friendly Guide, 1998 will be used to substantiate the responses.

Table 5.2 Combined responses of officials and councillors on statements 10 - 26

STATEMENT	1 a	%	2 b	%	3 c	%	4 d	%	5 e	%
10	8	31	13	50	5	19				
11	8	31	17	65	1	4				
12	7	27	10	38	6	23	3	12		
13	8	31	14	54			4	15		
14*	7	27	15	58	2	8	1	4	1	4
15	3	12	8	31	9	35	6	23		
16	11	42	11	42	3	12	1	4		
17*	9	35	9	35	7	27	1	4		
18	4	15	13	50	9	35				
19			3	12	6	23	16	61	1	4
20	7	27	15	58	4	15				
21	7	27	12	46	4	15	3	12		
22	2	8	10	38	6	23	6	23	2	8
23*	6	23	15	58	3	12	2	8		
24*	9	35	15	58	1	4			1	4
25*	8	31	14	54	3	12			1	4
26			3	12	4	15	12	46	7	27

* Total Percentage exceeds 100% because figures have been rounded off

Legend

- 1a Strongly Agree
- 2b Agree
- 3c Unsure
- 4d Disagree
- 5e Strongly Disagree

Substantial evidence exists that there was general agreement amongst councillors and officials that the encouragement of active participation as indicated in Section 3.3.2, and consultation relevant to the IDP process, is

¹⁹ By officials in this context is meant top management

important. It should, however, be mentioned here that the Council is responsible to determine the strategic direction of the municipality. In view of the aforesaid the findings show that community organisations as well as Local Government can benefit from partnership with the external stakeholders²⁰. Stakeholders who can contribute to the planning process in a meaningful way should therefore be actively involved. The sharing of expertise and information can leverage resources for achieving development objectives.

For Local Government the IDP is about development and municipalities are therefore obligated to fulfil a developmental role as argued in Sections 1.1 and 3.3.4. This role can only be sustained through pro-active and strategic planning and proper management. To this effect 84% of the respondents agreed that the IDP process was essential for effective well-managed local management.

A lack of resources is a reality facing all municipalities (see Section 3.3.4.1). The diverse communities have different priorities that need to be addressed. Therefore, resources should be allocated in an equitable manner. There was general agreement among respondents (95%) that the IDP would assist to allocate the scarce resources in the most effective way.

IDPs, however well-formulated, will remain mere wish lists unless they are translated into the Local Government budget. Sections 3.2 and 3.3.3 emphasises the importance of a financial plan which provide a strategy to budget and allocate resources in an equitable manner. Eighty five percent of the respondents agree that the budget should be driven by strategic priorities. The needs of the communities should be assessed and prioritised through a process of community participation. Gathered information should reveal an audit of all available financial resources.

²⁰ The external stakeholders are indicated in Figure 3.2 and Section 3.3.2

As mentioned in Section 3.3.4.1, municipalities are experiencing a lack of financial resources. If municipalities have to fund the IDP from its own resources it will place a further burden on the local taxpayer. The variation in responses obtained from statement 15 which states that the municipality should provide the funding for the IDP process from its own resources attests to the financial constraints within which Local Governments operate. Only 43% of the respondents agreed with the statement whilst 35% indicated that they were unsure.

It is important that the vision and mission statement which have been workshopped by the participants, should be widely accepted to ensure legitimacy (see Section 3.3.5.2). There were varying perceptions among the respondents with regard to the acceptance of the vision and mission statement (see the responses to questions 16, 17 and 18). These divergent perceptions raised the question as to whether the vision and mission statements had been widely communicated.

Municipal budgets should be linked to the municipal IDP as argued in Section 3.3.3. Thus, IDPs will have a major effect regarding the allocation of the budget. The IDP will identify key projects and establish programmes to implement these projects within certain time frames. The IDP will also set targets for service delivery which are crucial for sustainability. Sixty five percent of the respondents agreed that the implementation of the IDP will impact negatively on the budget.

The success of IDP depends on sound communication between the municipality and all those involved in the IDP process. Stakeholders (internal and external)²¹ and residents should have access to accurate and timely information. The findings show that the respondents place a high value on sound communication between councillors (the decisionmakers) and officials (the implementors of the decisions). This is reflected in the response to statement 21 where 73% perceive

²¹ The internal and external stakeholders are indicated in Section 3.3.2 and Figure 3.2

that there is a need for better communication between the officials and councillors (see charts W and X, related to statement 21 for the perceptions of officials and councilors respectively). In view of the findings it can thus be stated that there is room for improved communication between councillors and officials.

The local economy focuses on the development of local areas. Generally, the development of these areas is the responsibility of the municipality. The development of a local geographical area will result in less unemployment, greater equality between people and ultimately better living conditions if the municipality can work in partnership with local business to promote sustainable and economic development as argued in Section 3.3.4.1. If more people are employed, the tax base increases and more money can be invested in services. The results obtained in this study revealed that 81% of the respondents agreed that the municipality should influence the local economy.

Once instructions have been received to formulate an IDP, the most crucial decision is to allocate responsibility for the process to a key individual or co-ordinating committee as referred to in Section 4.2. This individual or committee must ensure:

- that an appropriate process is developed and initiated within all structures
- that all stakeholders are informed of the process
- that deadlines for activities are met, and
- that the planning process is managed effectively.

This will avoid a 'last-minute rush' to complete the IDP. The expectations were met by the respondents that the appointment of an IDP manager to drive the IDP process within the municipality was important.

The involvement of community leaders can hardly be overrated. Their involvement can ensure that communities do not feel isolated from the process. This implies that community leaders have an important role to play in mobilising community involvement and support as argued in Section 3.3.2. The findings

show that 85% of the respondents perceive the role of community leaders as important in the IDP process.

Municipalities, in their new developmental mandate²², are obligated to mobilise participation, commitment and energies of its citizens and stakeholders. This should be done by establishing participatory processes which are constructive and effective as argued in Sections 3.3.4.3. Competing claims on the limited resources may lead to conflict. In order to address this problem municipalities will have to provide direction and ensure fairness, build agreement and consensus around common shared goals. The results obtained from this study revealed that 73% of the respondents did not agree with the statement that citizen participation in the IDP can have a negative impact on Local Government whilst 15% of the respondents were unsure.

The results obtained from this study show that positive attitudes were portrayed by councillors and officials, which were evident from their responses. These positive attitudes contributed to the success of the IDP within the Municipality of Stellenbosch. It is important, however, that their attitudes and perceptions should also be reflected in them being more actively involved in the process itself.

Given the findings above it can be stated that the zero hypothesis, namely the attitudes and perceptions of councillors and officials of the Municipality of Stellenbosch impact negatively on the implementation of the IDP as formulated in Section 2.1 should be rejected. On the other hand, the alternative hypothesis, namely the attitudes and perceptions of councillors and officials of the Municipality of Stellenbosch impact positively on the implementation of the IDP, can be accepted.

5.4 Conclusion

²² See Section 3.3.4 for the developmental role of Local Government

The focus in this chapter was on the gathering and analysis of the data. It can be concluded that the respondents were cooperative in completing the questionnaire given a response figure of 80%. The findings show that the councillors and officials maintain positive attitudes and perceptions towards IDP within the Municipality of Stellenbosch.

These findings are significant in many ways. The first important issue is that of the legitimacy of IDP (from the view of the internal stakeholders) within the Municipality of Stellenbosch. This paves the way for continuous involvement of the other stakeholders in formulating an IDP for Stellenbosch. Councillors and members of the management cadre of the municipality in the process must show their continuous support for the process through active participation in workshops.

Another aspect of the findings is the fact that the attitudes of the officials and particularly that of the councillors, transcends beyond political boundaries. Despite the diversity in political views and policy of the decision-makers it proves that they can work together towards empowering the people to be involved in effective local governance. It should be warned that if the IDP were to be politicised, it may run the risk of non-participation of stakeholders and partners in this process.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The aim of this study was to assess the attitudes and perceptions of stakeholders, in particular the attitudes and perceptions of councillors and officials (meaning the members of top management within this context), in the development of an IDP within the Municipality of Stellenbosch. A few recommendations aimed at Local Governments and policy-makers based on the buildings blocks of development (see Section 1.4 and Figures 1.1, 1.2 and 3.1) will be proposed. As argued in Section 1.5 these building blocks of development should not be seen in isolation but rather as interrelated. The limitations of this study and suggestions for future research will be discussed. In the final analysis a conclusion based on the contents of this study will be made.

6.2 RECOMMENDATIONS

Against the backdrop of IDP still being in its infancy the following recommendations are aimed at Local Governments and policy-makers:

The first recommendation concerns the issue of **attitudes and perceptions** of all stakeholders (external and internal) (see Section 3.3.2). They must critically evaluate their current mindset and move towards a mindset which reflects the values, attitudes and perceptions of a changing South Africa. This demands a move from a search for 'quick fix' solutions towards a view of development as a long term and incremental process.

A second recommendation involves the issue of **inclusivity and participation**. The legislative directives should make provision for all stakeholders to be partners in the formulation of an IDP. All stakeholders have to be involved and

mobilised by means of workshops to participate in the IDP process from the outset and throughout all the phases in the process. It is through participation that people learn to take charge of their own lives and are enabled to solve their own problems. If people or groups become involved in change, they will take ownership, rather than regarding the change as something that is forced upon them.

A third recommendation involves the **empowerment** of people, in particular those who have been marginalised in the past. As argued in Section 1.4.5 empowerment is a process that makes power available so that it can be used for the direct access to resources essential for development and active involvement as well as influence in the decisions affecting those resources. It is through a process of meaningful participation that people are empowered to influence the decisions that affect their livelihood. A community should thus be empowered by actively involving it in all phases of a project through the available structures. The involvement of the community in development and upliftment will ensure the success of such a project.

A fourth recommendation concerns **sustainability**. As argued in Section 1.4.4 sustainability can be viewed as the recognition of the fact that the natural resources are depletable and therefore the obligation for stewardship of these resources by each generation. Sustainability within the development context is not a blueprint but rather a direction which will demand continuous learning and capacity building involving all stakeholders. Sustainable development within the South African context should be based on the beneficial achievement of access to and the mobilisation of resources, in particular by the historically disadvantaged, in order to address their basic needs. Local Government must through a massive educational effort make its citizenry aware of the need to manage resources wisely to achieve the maximum benefits at the minimum cost, not only to fulfil their own needs, but also those of their children tomorrow and of future generations.

Another recommendation involves the issue of **capacity-building**. As stated in Section 1.4.6 capacity-building is a process of increasing the ability of people to initiate, direct and control the process of social change in which they are involved. The citizenry should therefore be mobilised to lead their own change processes through active participation in IDP. By building the capacity of the people a development milieu should be created in which the people become actors themselves and not mere subjects of change.

A further recommendation relates to a process of **social learning**. The learning-process approach is focused on the bottom-up approach of decision-making and partnership. In formulating an IDP Local Government should foster a learning attitude from the start and should institute a culture of learning whereby the local people are included in the learning process. In embarking on this approach the aim would be on bringing together the elements of planning and design; the local authority involved in implementing the plan; and the beneficiaries of the plan. This implies that the municipality must be flexible in such a way as to accommodate errors, plan in conjunction with all stakeholders and bring the actions of the municipality in line with the processes of knowledge building.

A recommendation relating to **holistic development** concludes the recommendations on the building blocks of development. A mechanistic and fragmented approach to development (which was inappropriate) stands opposed to a holistic approach. Municipalities in addition to its traditional function of service delivery should lead, manage and plan for development. Local Government must foster co-operative governance and public-private partnerships in order to ease the burden on the limited resources and capacity of Local Government. In order to achieve this requires holistic thinking meaning that issues are looked at in relationship to each other.

By applying the building blocks of development as depicted in Figures 1.2 and 3.1 a municipality is implementing the principles of **governance**. Local

Government is compelled by legislation to make a paradigm shift from apartheid governance to a new form of governance set in motion by the first democratic elections in 1995 and 1996. By means of this paradigm shift Local Government must empower its citizenry to address common challenges and the vigour of civil society to respond to those challenges. There needs to be interaction between Council, the administration (officials) and civil society as depicted in Figure 1.1.

In addition to the recommendations based on the building blocks of development the researcher would like to make the following recommendations:

Another recommendation relates to mechanisms that should be put in place to ensure effective feedback to all stakeholders. For meaningful participation to take place, the community needs to be fully informed and able to transmit its views. The community should have access to user-friendly information. The establishment of a **communication care centre** should be considered where issues relating to local governance in general, and IDP in particular, can be addressed. The stakeholders and community need to be kept abreast of the IDP process on a continuous basis. Such a communication care centre should accommodate all queries, questions from the stakeholders and community and feedback on progress with IDP priorities.

A further recommendation concerns the issue of **training**. It is essential that all stakeholders should be well-informed about the process. Given the diverse levels of education of the community in general and the participants in the IDP process in particular, it should be noted that informal training - be it by means of workshops or discussion sessions - is essential. Public officers at local level should be trained to gain a proper understanding of the new form of governance. The South African Local Government Association (SALGA) should be prominent in the training of councillors, officials and other stakeholders in the IDP process. If the municipality does not have the financial means to provide funds for training

programmes it may consider applying to the Local Government Sector Education and Training Authority for the funding of such programmes.

A further recommendation concerns **strategic planning**. Given the formidable changes which will come into effect after the Local Government elections in 2000 municipalities should position themselves to be able to cope with the demands and complexities thereof. The municipalities will have to build strategic capacity by moving away from the "classical" strategic planning processes adopted up to now. In order to fulfil its developmental mandate a municipality should implement a strategic management process i.e. focusing on key issues to address the imbalances of the past and hence distribute resources more equitably. Organisational transformation, a result of becoming more strategic, should be brought about in a holistic manner.

The changing role of municipalities and the legislative obligation regarding IDP can be considered an opportunity for positive change. The **positive attitudes** of councillors and officials towards the IDP, as assessed in Chapter 5, should be communicated to the stakeholders and community at large. It is, however, essential that Council and the officialdom should work in close collaboration with the community to ensure transparency, accountability, efficiency and sustainability.

The IDP places more responsibility on Local Government to perform **developmental tasks**. However Local Government should not perform this task alone, but the vast pool of skills and expertise of the external stakeholders (see Section 3.3.2) can be utilised to create an environment which is conducive to the improvement of the lives of citizens within the jurisdiction of the municipality. This means that the municipality must work together with its diverse communities in order to fulfil its developmental mandate. The inputs of the people with their diverse skills, knowledge and energy must be coordinated by means of the IDP.

6.3 LIMITATIONS OF THE STUDY

Because of the limited scope of this study all aspects regarding IDP have not been explored. Some other avenues for exploring are: an assessment of the attitudes of the officials at the lower levels within the municipality, the external stakeholders (see Section 3.3.2) and the community at large.

In the final analysis concerning the hypotheses distilled from the problem statement as formulated in Section 1.2, it can be stated that the assessment shows that the zero hypothesis can be rejected on the grounds of the findings. The alternative hypothesis, namely, the attitudes and perceptions of councilors and officials (meaning the top management) impact positively on the implementation of IDP within the Municipality of Stellenbosch, can thus be accepted.

6.4 CONCLUSION

It is commonplace that apartheid has left its imprint on South Africa's Local Government institutions. Local Government during the discredited apartheid era was characterised by fragmentation along racial lines. Resulting from this was the intensified revolt against the apartheid policies of the previous regime in the 1980s. The collapse of the apartheid Local Government system towards the end of the 1980s eventually resulted in the realisation that a new system was inevitable.

The negotiations between all major stakeholders paved the way for a new dispensation through a process of transition. The establishment of workable transitional entities was to include all stakeholders, in order to ensure an effective, sustainable and democratic Local Government system. This meant a complete change from exclusive, apartheid Local Government structures to structures which addressed inequalities. This change also brought about financial and legitimacy problems at Local Government level.

Municipalities are key institutions to deliver infrastructural services, to manage local economic development, to extend local control and to redistribute public resources. The development challenges facing the country as a whole and Local Government in particular, require accountable and effective leadership. Therefore it is becoming increasingly evident that municipalities will have to position itself to operate within an ever changing environment.

Integrated Development Planning (IDP) should be viewed as a platform from which discussion and debate, based on case studies and best practices, can be initiated. This planning should be dynamic, i. e. be adaptive to change over time. It should also take into consideration the constantly unfolding development reality in the country and the lessons to be learnt from it. Failing to do so, could result in total failure of the planning process.

Developmental Local Government is mandated to work with local communities and other stakeholders to find sustainable ways to meet the needs of the community and to improve the quality of life of the people. IDP, central to realising the Developmental Local Government vision, provides the mechanism which can bring about a change of Local Government through a process of greater community involvement and participation. The formulation and implementation of IDP imply that municipalities must, in addition to service delivery, also lead, manage and plan for development. IDP enables all stakeholders to work and plan together in order to address the development imbalances of the past.

An IDP puts a statutory obligation on municipalities and provides a framework through which the active participation of communities in decision-making can be structured. This enables municipalities to move away from a 'blueprint' strategic planning process to a process where stakeholders can contribute as partners in a meaningful way through innovative ideas. The citizens should be empowered to

participate in the planning and management of development projects within the jurisdiction of the municipality. (See also the building blocks in Figure 1.2 and Figure 3.1).

IDP should assist councillors and officials to be effective leaders and managers. The programmes need to be developed to ensure that these supporting mechanisms are in place.

The IDP process embarked upon in the case of the Municipality of Stellenbosch is in line with the legal obligation imposed on municipalities. In terms of this, municipalities are obliged to work in collaboration with their communities to enhance the quality of life of their citizens. The findings in the previous chapter indicated that the attitudes and perceptions of councillors and officials (meaning the top management cadre) do not impact negatively on the implementation of an IDP within the Municipality of Stellenbosch. In view of the findings it is essential that the municipality must align itself with its environment.

The question can be raised as to whether the attitudes expressed are accurate indicators of the respondents' thinking. The most common problem with the measurement of attitudes is accuracy. Some people might be inclined to either agree or disagree with statements, regardless of the content of the statement. They may opt to give a socially accepted answer, rather than revealing their actual attitudes.

Given the findings of the data in the previous chapter and the argument above the question can be posed: Are officials and councillors change agents or are they merely paying lip service to changes in the social and political environments?

In the final analysis the researcher would like to conclude with an extract from James Yen's Credo which could be applied in formulating an IDP:

Go to the people

Learn from the people

Plan with the people

Work with the people

Start with what the people know

Build on what the people have

Teach by showing; learn by doing

Not a piecemeal but an integrated approach²³.

²³ See Wetmore & Theron (1997:101) for the entire credo

CHAPTER SEVEN

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APPENDIX A



UNIVERSITEIT VAN STELLENBOSCH
UNIVERSITY OF STELLENBOSCH

The undersigned is currently doing research on implementing IDP within Local Government at the Municipality of Stellenbosch. It would be highly appreciated if you can assist in completing the questionnaire as soon as possible. The responses will be anonymous and all completed questionnaires returned will be treated as strictly confidential.

The questionnaire consists of four pages. The completion thereof should take no longer than 15 minutes of your time.

Your responses should be indicated in the blocks provided after each question. Please encircle the number in the block of your choice.

The questionnaire will be collected soon after you have received it. Therefore attending to the questionnaire as soon as possible will be appreciated. It is only with your honest and full completion of the questionnaire that the objective with this research will be achieved.

Thanking you in anticipation for your kind co-operation.

Nicky Ceasar

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INTEGRATED DEVELOPMENT PLANNING

QUESTIONNAIRE

Office Use

1. In which of the following age categories do you fall?

25 -29	1
30 -34	2
35 - 39	3
40 - 44	4
45 - 49	5
50 - 54	6
55 - 59	7
60 + years	8

 1

2. Gender

Male	1
Female	2

 2

3. Are you residing inside or outside the Stellenbosch Municipal boundary?

Inside	1
Outside	2

 3

4. If residing inside, for how many years?

0 - 4 years	1
5 - 9	2
10 -14	3
15 -19	4
20 -24	5
25 - 29	6
30 -34	7
35 -39	8
40 - 44	9
45 or more	10

 4

Office Use

5. Are you a member of council or of top management?

Member of council	1
Member of top management	2

5

6. Are you registered as an IDP participant?

Registered	1
Not registered	2

6

7. How well informed are you with regard to the IDP?

Well informed	1
Informed	2
Not informed	3
Not at all informed	4

7

8. Should the Council encourage active participation in the IDP process?

Yes	1
No	2

8

9. Should decisions on implementation be taken in consultation with the communities?

Yes	1
No	2

9

10-26. To what extent do you agree or disagree with the following statements?

STATEMENT	Strongly agree	Agree	Unsure	Dis-agree	Strongly disagree
The IDP process will assist councilors and officials to be effective leaders and managers of development	1	2	3	4	5
The IDP process will assist the municipality to allocate scarce resources in the most effective way, in order to meet priorities	1	2	3	4	5
The IDP process will enable the municipality to establish genuine credibility in the eyes of the residents of Stellenbosch	1	2	3	4	5

10

11

12

Office Use

STATEMENT	Strongly agree	Agree	Unsure	Dis-agree	Strongly disagree	
The IDP process is essential for effective well-managed local management	1	2	3	4	5	<input type="checkbox"/> 13
Strategic priorities should drive the budget	1	2	3	4	5	<input type="checkbox"/> 14
The municipality should provide the funding for the IDP process from its own resources	1	2	3	4	5	<input type="checkbox"/> 15
The stakeholders accept the vision/mission statement of the IDP	1	2	3	4	5	<input type="checkbox"/> 16
The municipal officials accept the vision/mission statement of the IDP	1	2	3	4	5	<input type="checkbox"/> 17
The public accept the vision/mission statement of the IDP	1	2	3	4	5	<input type="checkbox"/> 18
Implementing the IDP within the municipality of Stellenbosch will impact negatively on the budget	1	2	3	4	5	<input type="checkbox"/> 19
The municipality should seek to learn the public's views about the services provided for them	1	2	3	4	5	<input type="checkbox"/> 20
There is a need for better communication across the councilor-officer divide within the Municipality of Stellenbosch	1	2	3	4	5	<input type="checkbox"/> 21
The municipality takes account of people's own perceptions of their needs	1	2	3	4	5	<input type="checkbox"/> 22
The municipality should have an influence over the local economy	1	2	3	4	5	<input type="checkbox"/> 23

Office Use

STATEMENT	Strongly agree	Agree	Unsure	Dis-agree	Strongly disagree
The appointment of an IDP manager to drive the IDP within the municipality is essential	1	2	3	4	5
The role of community leaders in the IDP process is important	1	2	3	4	5
Citizen participation in the IDP can have a negative impact on Local Government	1	2	3	4	5

24

25

26

27. The policy of which political party corresponds mostly with your views?

27

Thank you for your co-operation

APPENDIX B

Local Government Statutes of the Republic of South Africa : 1982 - 1999

PRE-INTERIM PHASE - ACT	ACT NUMBER
Black Local Authorities	Act 102 of 1982
Promotion of Local Government Affairs (Amended)	Act 91 of 1983
Regional Services Council (Amended)	Act 109 of 1985
Black Communities Development	Act 4 of 1984
Regional Services Council (Amended)	Act 109 of 1985
Abolition of Influx Control	Act 68 of 1986
Local Councils (House of Assembly)	Act 94 of 1987
Local Government Affairs Council	Act 84 of 1989
Local Government Transition (Amended)	Act 209 of 1993

INTERIM PHASE	ACT NUMBER
Repeal of Local Government Laws	Act 42 of 1997
Organised Local Government	Act 52 of 1997
Local Government: Municipal Demarcation	Act 27 of 1998
Transformation of certain Rural Areas	Act 94 of 1998
Local Government: Municipal Structures	Act 117 of 1998
Local Government: Municipal Systems	(To be enacted)

NATIONAL POLICY DOCUMENTS, SINCE 1994, WHICH IMPACT ON LOCAL GOVERNMENT

WHITE PAPERS	DATE	RESPONSIBLE DEPARTMENT
RDP	23 November 1994	Ministry in the Office of the Deputy President
Water Supply and Sanitation	November 1994	Department of Water Affairs and Forestry
Housing	23 December 1994	Department of Housing
Education	15 March 1995	Department of Education
Urban Development Strategy	3 November 1995	Ministry in the Office of the President
Rural Development Strategy	3 November 1995	Ministry in the Office of the President
National Transport Policy	1996	Department of Transport
Development and Promotion of Tourism in South Africa	1996	Department of Environmental Affairs and Tourism
Growth Employment and Redistribution (GEAR) Strategy	1996	Department of Finance
Social Welfare	08 August 1997	Department of Welfare and Population Development
Local Government	March 1998	Department of Constitutional Development

NATIONAL LEGISLATION RELATING TO LOCAL GOVERNMENT: 1993 - 1999

Acts and Regulations	No. and year of Act/Regulation	Responsible Department
Local Government Transition	209 of 1993 04 February 1993	Provincial Affairs and Constitutional Development
Development Facilitation Act	67 of 1995 04 October 1995	Land Affairs and Agriculture
Development Facilitation Act Regulations and Rules	67 of 1995 30 August 1996	Land Affairs and Agriculture
The Constitution of the Republic of South Africa	108 of 1996 04 February 1997	Provincial Affairs and Constitutional Development
Council of Traditional Leaders	10 of 1997	Provincial Affairs and Constitutional Development
Housing Act	107 of 1997 19 December 1997	Housing
Water Services Act	108 of 1997 19 December 1997	Water Affairs and Forestry
Environmental Impact Assessments Regulations	R 1183 of 1997 05 September 1997	Environmental Affairs and Tourism
Local Government: Municipal Structures Act	117 of 1998	Provincial Affairs and Constitutional Development
Municipal Systems (To be enacted)	1999	Provincial Affairs and Constitutional Development

LEGISLATION RELATING TO MUNICIPAL PLANNING IN THE WESTERN CAPE PROVINCE

LEGISLATION	DATE	SECTION/S
Physical Planning Act (Act 125 of 1991)	1991	22 ; 24
RDP	23 November 1994	1.3
Development Facilitation Act (Act 67 of 1995)	04 October 1995	3
Local Government Transition Act Amendment Act (Act 97 of 1996)	22 November 1996	10D(4) 10G(1)
Constitution of the Republic of South Africa (Act 108 of 1996)	04 February 1997	152 ; 153 156(4)
White Paper on Local Government	March 1998	Section B 1.1 ; 1.2 ; 1.3 2.2 ; 2.3 ; 3.1
Local Government: Municipal Structures Act (Act 117 of 1998)	11 December 1998	39(2) 39(3)
Western Cape Planning and Development (Act 7 of 1999)	07 April 1999	4 ; 5 55(1) ; 55(2)

(Adapted from FCR, 1999)

APPENDIX C

Residents' apathy towards town's future alarming

RESIDENTS of Stellenbosch are truly apathetic towards planning for the future of their town.

This was clearly evident at the workshops on the Integrated Development Plan for Stellenbosch which were held in the Town Hall this week.

This plan is required by law and by organising numerous workshops, the Municipality has attempted to give the public as much say as possible in the planning of their town. However, only about 100 people pitched up on Monday evening. On Tuesday the numbers were down to 85 and remained about the same for Wednesday evening.

Those who, however, did make the effort, were enthusiastic and very serious about making an input in the strategic planning for their town. Participants were however vexed that the majority of Councillors and Heads of Municipal Departments were not present at the workshops. Not many repre-

sentatives of the business sector were to be seen amongst those present either.

Some participants submitted a memorandum, declaring that those present wished to state emphatically that the process was not wholly representative of all the communities of Stellenbosch. They also emphasised that the process had been extensively and timeously advertised. As far as they were concerned, areas such as Kayamandi, Idas Valley, Cloetesville, Kylemore, Klappmuts, Johannesdal and James-town were not sufficiently represented and they urged representatives of these communities to register themselves as soon as possible.

There is a deep concern that the plan which is eventually compiled, will not be approved by the rest of the community.

Monday's workshop suffered a serious setback when it became apparent that the facilitator and his team had not

presented the participants with a very necessary development profile of the town. This problem was eventually solved on Tuesday, when officials of the Department of Planning worked like beavers to compile just such a document for that evening's meeting!

From then on there was a proper agenda and participants could get down to some serious work, doing a SWOT analysis and contributing towards a vision and mission for the town.

A considerable amount of work, however, still lies ahead. The next workshops will be held on 8, 9 and 10 June and then again on 22, 23, and 24 June.

This is an opportunity for all the residents of Stellenbosch to make a contribution towards the strategic planning for their town. Residents can register for the workshops by calling tel. 808-8375 during office hours. Transport will be provided.

See further reports on page 19.

EIKESTADNUUS Friday, 21 NOVEMBER 1997

'Hard work still lies ahead'

"WHERE! Oh where are the residents of Stellenbosch? This echoed through the Town Hall on Tuesday evening.

For me the answer lies in what happened before and most notably, the previous evening (18 May). It is something that the facilitator and the Municipality - the Councillors and the officials - should have foreseen. After the earlier 'tentative' meetings that were held in the various centres of the town during October and November of last year, some homework should have been done.

Then came Tuesday night! What an experience to see those present knuckling down with a low drone of voices emanating from the various tables. They were not prepared to give up till they had finished their tasks in the "SWOT" analysis. Thanks to the hard work of the team during the day, we were lead into the agenda in an efficient manner - the way things should be done!

These are only some of the many versions of questions which were asked in the past - not only by planners but also politicians and ordinary people - conservationists, preservationists and developers - all spheres of life posed many such and related questions. They are still very relevant and real today.

The promised cherry is that the profile will be revised, updated and expanded as we ask questions and more information becomes available. This promise was made to all

present and the team will have to live up to it. It was a pity no one was able to answer the questions on traffic and the future. However, we were informed that as soon as the consultants were available, they

will supply the information.

Then came the actual workshop, each table discussing the "strengths", the "weaknesses", the "opportunities" and the "threats" of Stellenbosch. Time ran out too fast for many, including yours truly. We still have so much to learn from each other.

That there are perceptions and opinions in Stellenbosch is certain. Different experiences form different views and opinions. In the past all was not, and today all is not, a bed of roses. There are different cultures and ways of life in the various sectors of the community that reside in the various residential areas of Stellenbosch and its surrounding "townships". Past experiences have coloured and tainted our viewpoints and opinions. They have tainted our outlook on things and it will take far more than the past four years to change or heal matters. This is an observation that came to mind on Tuesday evening.

Ahead lies more work on the "Vision", "Mission" and "Objectives". The development of "Principles and Goals", leading onto "Strategies and Implementation Proposals" together with "Financial Strategies" will have to be attend to in documents of the Integrated Development Plan.

Workshop takes time off for lessons of the past

RECONCILIATION requires that we listen to stories of the past, stories that have to be told.

Stellenbosch is still a long way off from being an integrated community, but the first, albeit hesitant, steps in that direction were taken this week.

At the fourth workshop on the Spatial Development Framework for Stellenbosch on Monday evening, representatives of disadvantaged communities insisted on dealing with the past before moving on to planning for the future.

A bus tour of Kayamandi, Cloeteville and Idas Valley which was undertaken by participants of the workshops on Saturday, had sparked off this reaction. "On the bus, people said that we should not mention the past. However, linked to what we saw, talking about the past does become relevant," Mr Chris Swart said.

"We cannot plan for the future if we don't understand the current

situation," Mr Howard Korkie said. "There is a genuine reluctance amongst my fellow-residents to talk about the history of the town. We need to examine the past, open up and then get rid of the baggage."

When Dr Dawie van Velden expressed his fears that these issues would retard the process, Mr Korkie explained that the IDP was initiated because of the political history. "This is why we are here - to get the mistakes of the past out of the way."

To plan for the future you have to understand what happened in the past. "The past has made us what we are today," one participant said.

At the various tables, it was the turn of whites to keep quiet and listen to their coloured and

black fellow-residents' personal experiences during the past forty years. Almost an hour was spent on discussing the lessons of the past, during which time some people were uncomfortable and impatient, while others remained silent as they listened to the hurt and pain of their fellow-citizens.

In the memorandums submitted to the facilitator, issues addressed included the fact that people should learn to listen. There were stories to be told, stories about forced removals and the effect they had on communities, schools and church congregations.

Perceptions existing in the community, such as that whites were arrogant and blacks wanted to make the whites feel guilty, were also expressed.

Reference was made to the Group Areas Act which had led to the development of Cloeteville. This Act had uprooted families, affected schools and congregations and caused social problems.

Another sore point was the lack of consultation in the past. This had led to unsympathetic structures such as the blocks of flats in Cloeteville, which in turn, had given a very negative connotation to the concept of high density development. Poorly constructed houses with a lack of privacy, space and facilities, had adversely affected the people living there.

The importance of restoring some of the buried history of the town was mentioned. There was a richer, more varied history to be recorded and marketed. People have to be actively encouraged to participate in the planning of their town and future; the culture of silence has to be broken. Up to now, input on developments has only come from one sector of the community; other sectors remained silent.

Viljoen and councillor Oosthuizen being the exceptions - did not help to allay fears that Council was not serious about either the process or the plan. Neither did the realisation that the Stellenbosch Town Council and the Wineland District Council's proposed joint venture to compile a Structure Plan together for the town and district, was now in jeopardy, as the former had not yet decided whether to appoint Mr Marais as facilitator for the district's Structure Plan.

EIKESTADNUUS, FRIDAY, 21 NOVEMBER 1997

Frustrations vented at Structure Plan meeting

THE proposed Structure Plan must not be shelved like its predecessor. This was the sincere wish of councillor Dirk Oosthuizen, expressed at one of the first public meetings held as part of the first phase in formulating a Structure Plan for Stellenbosch.

Presented by Mr Freddie Marais, the facilitator for the public participation process of the Structure Plan, these meetings were intended to inform the public about the process to be followed in the formulation of an acceptable plan and to grant them an opportunity to raise issues which they wished to have addressed in such a plan.

Both meetings, however, quickly deteriorated into a situation where those present spent most of their time venting their frustration at the local authorities' handling of the process thus far. Although most of them ex-

pressed their sincere desire for the establishment of a Structure Plan for Stellenbosch and promised Mr Marais their support, fears were also expressed that Council and the officials would use the public as a mere rubber stamp for something that they had already decided upon.

There is a great deal of scepticism, suspicion and anger amongst members of the public with regard to the Council and its officials' handling of the town's affairs and their dealings with the public. This was clearly evident in the way that those present at the meetings demanded that minutes of all the public meetings be kept and made available to them, as well as all relevant documentation which Mr Marais was incorporating in an abbreviated document to be used at future workshops.

The absence of councillors at the meetings - councillor Piet



APPENDIX D

VISION AND MISSION STATEMENT

'We, the people of Stellenbosch, accepting the challenge of reconstruction and development in a spirit of co-operation and co-ownership, declare the following as our':

Vision

'An integrated and reconciled community, free from all forms of discrimination; a town with a gratifying and sustainable lifestyle for all, visibly acknowledging its diverse socio-historical heritage while conserving its rich built, agricultural, rural and natural environment; an acclaimed centre of learning, viticulture and sport'.

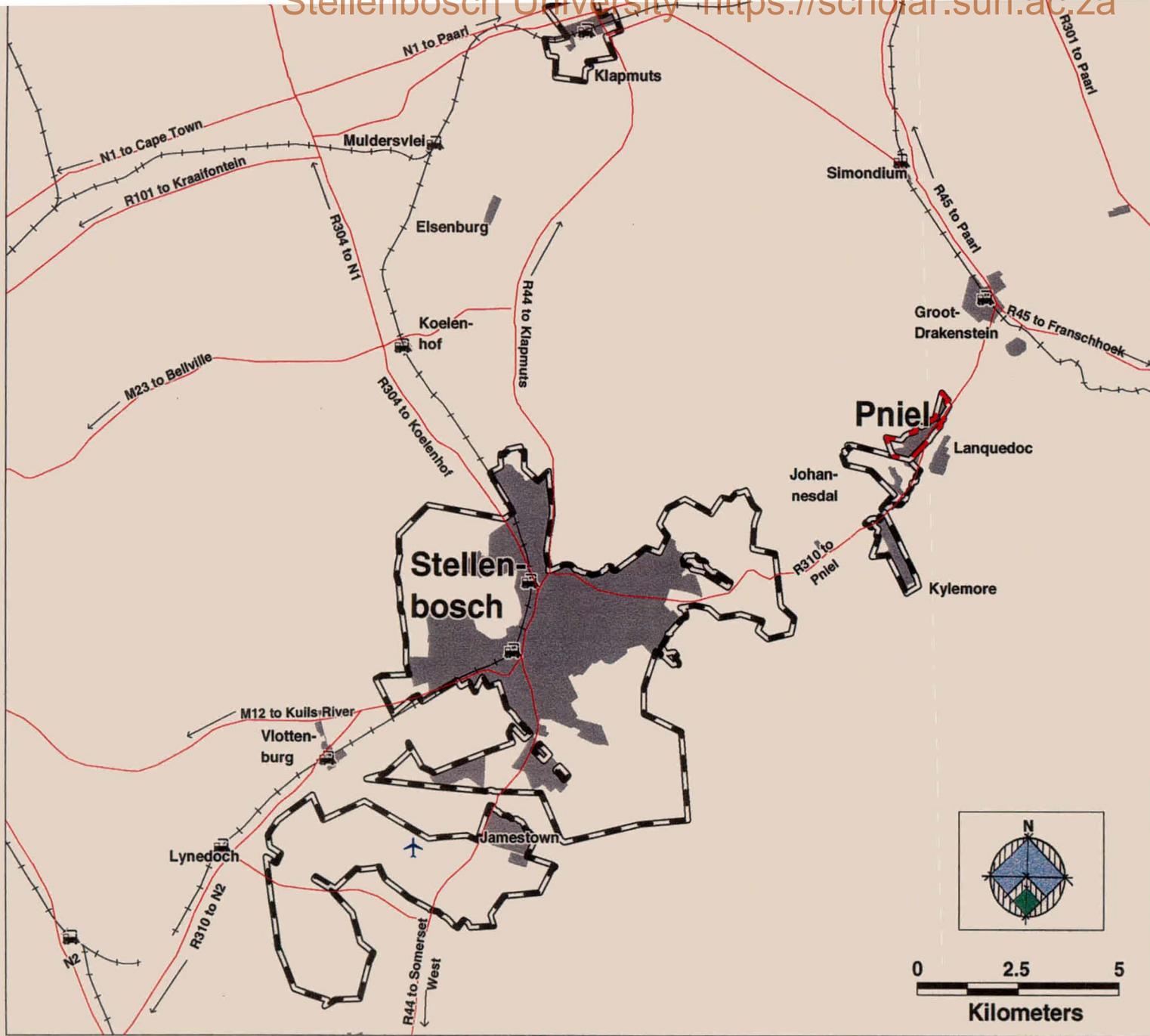
'To realise our vision, we commit ourselves to the following as our':

Mission

- 1. 'to uphold principles of non-discrimination and respect for the dignity and worth of all, irrespective of colour, class, creed, gender, language, age or ability**
- 2. to encourage freedom of association towards the social and residential integration of communities and people previously separated**
- 3. to ensure that the socio-historical character of the town visibly reflects the place and contribution of all communities and people**
- 4. to foster a spirit of collective ownership of Stellenbosch as our town**
- 5. to ensure that the economic development is stimulated and employment opportunities are created to eradicate poverty and to address the needs of all inhabitants in a sustainable manner**
- 6. to foster a spirit of financial integrity and worth of all in the management of the town**
- 7. to uphold principles of respect for the dignity and worth all living creatures**
- 8. to conserve the bio-physical environment for posterity, and to explore and develop the potential of the rural environment in a sensitive manner**

9. to encourage and expand a visitor and tourism-friendly culture
10. to promote Stellenbosch as a centre of learning
11. to ensure transparency and accountability, accessibility and responsiveness in all processes affecting public life
12. to empower all communities, particularly those in greatest need, to influence the allocation and utilisation of resources, and
13. to provide and maintain effective infrastructure of acceptable quality in an efficient, affordable and environmentally sensitive manner' (Stellenbosch IDP, April 1999:iv).

APPENDIX E



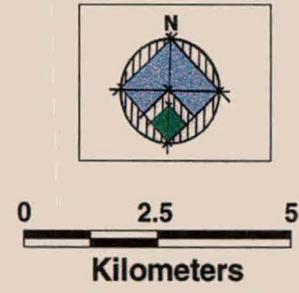
R310	Major Roads	+	Railways
[Grey Box]	Urban Areas	[Train Icon]	Stations
[Red Outline Box]	Pniel Municipal Jurisdiction	[Airplane Icon]	Airfield
[Black Outline Box]	Stellenbosch Municipal Jurisdiction		

**draft
for discussion**

**Development Profiles
June 1999**

**MAP 7
Infrastructure
(Major Road and Rail Access)**

**STELLENBOSCH
IDP**



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