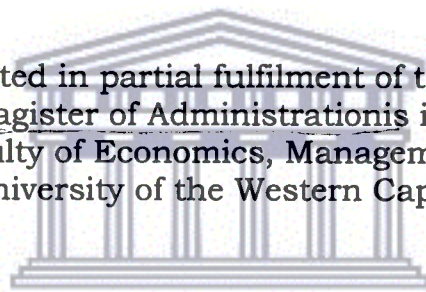


**INTEGRATED DEVELOPMENT PLANNING IN
DRAKENSTEIN MUNICIPALITY: ISSUES AND
CONSIDERATIONS**

OWEN HOWARD WITBOOI

A minithesis submitted in partial fulfilment of the requirements for
the degree of Magister of Administrationis in the School of
Government, Faculty of Economics, Management and Sciences
University of the Western Cape



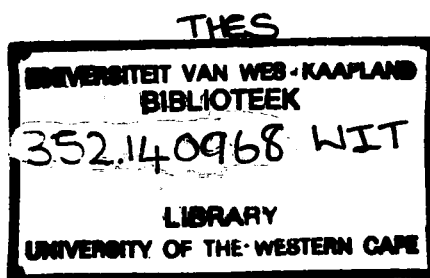
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Supervisor: Professor Chris Tapscott

October 2002



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DEDICATION

I wish to dedicate this research to my deceased father Fred Witbooi who has had great astuteness for my future and my ability to excel in life. I would also like to dedicate this paper to my mother Elizabeth Ester Erasmus who has devoted herself and her entire life to unselfishly, and without hesitation, contributing to my life and academic advances, for which I will be eternally be grateful.



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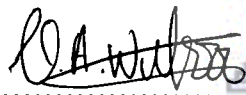
DECLARATION

I declare that Integrated Development Planning in Drakenstein Municipality is my own work; that it has not been submitted before for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

OWEN HOWARD WITBOOI

OCTOBER 2002

Signed:.....



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ACKNOWLEDGEMENTS

I would like to express my sincere thanks to the following people for their invaluable assistance in bringing this technical report to fruition:

First of all to my Lord and Saviour Jesus Christ, my Creator and Redeemer, to Whom I owe and devote my entire life and through Whom all things are possible. Praise be to Him! Amen

To my lovely girlfriend, Michelle, for her endless patience, encouragement and unselfish love, understanding and support during my study period. The sacrifice was not always easy (from both sides) but her positive attitude and inspiration made it worthwhile. Thank you for believing and trusting in me.

To my mother Elizabeth and grandfather Daniel, who always motivated me to continue my studies and become the best that I could be. Thank you for your prayers, for always setting an example, for your encouragement, motivation and constant support. You made a big sacrifice over the years, but the trust and confidence you displayed in me never faded. This I will always treasure.

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Owen Howard Witbooi
Cape Town
October 2002



ABSTRACT

The primary objective of this study is to critically examine the extent to which the Drakenstein municipality has achieved the principles spelt out in legislation and policy documents in relation to the implementation of Integrated Development Planning (IDP). Central to this process is to determine the roles that each of the stakeholders plays in the design, implementation and monitoring of the IDP

Issue:

On investigating the IDP it became evident that there were various shortcomings in the process in which it was prepared. For example, there was a lack of participation with necessary stakeholders, and, as a result of inadequate knowledge on the subject, councillor discussion in general council meetings on issues pertaining to development and especially to the IDP process was inadequate. Also lacking was the necessary administrative capacity, and proper consultation with other spheres of government with regards to the IDP process.

Implementation:

The IDP is a key development instrument for Drakenstein municipality and its people and it is essential that proper systems are in place to effectively address the need for development in the region. However, budgetary constraints curtail the capacity of the Municipality to address all its priorities in one given year. Important and significant gaps therefore exist between the IDP and departmental business plans. It is in these gaps where the private sector and community organisations can add to the capacity of the municipality in support of broad community development priorities. Therefore, to address the aforementioned, it was found that departments should institute business plans in order to translate strategic themes into tangible and measurable activities. The IDP should define synergies between the activities of the Council, NGOs/CBOs and the business community (especially the farming sector) where different players are encouraged to explore roles for their organisations towards a better life for all.

<u>Table of Content</u>	<u>Page</u>
Dedication	ii
Declaration	iii
Acknowledgements	iv
Abstract	vi
List of Figures	vii
Abbreviations	viii
Chapter 1: Introduction	1
1.1) Background	1
1.2) Problem Statement	3
1.3) The Development of the Drakenstein municipality	4
1.4) Objective of the Study	5
1.5) Methodology of the study	6
1.6) Limitations of the Study	6
1.7) Significance of the Study	7
Chapter 2: Overview of Legislation, and Institutions	9
Related Policy Documents to IDP	
2.1) Legal Framework	10
2.1.1) The Local Government Transition Act, Second Amendment Act, Act 97 of 1996	12

2.1.2) The Municipal Systems Act (No 32 of 2000)	15
2.2) Policy documents of DPLG and other Related Articles	17
2.2.1) Why Integrated Development Planning?	20
2.3) Community Participation	24
2.4) The Role and Responsibilities of the Municipal Manager	28
2.5) Capacity Building	31
2.6) Financial Stability	32
Chapter 3: A Case Study of IDP in the Drakenstein Municipal Area A Critical Analysis of the IDP Process	34
3.1) Paarl/ Wellington TLC	35
3.1.1) Spatial	35
3.1.2) Demographics	36
3.1.3) Public Service	37
3.2) Gouda	38
3.2.1) Spatial	38
3.2.2) Demographics	38
3.2.3) Public Service	39

3.3) Saron	39
3.3.1) Spatial	39
3.3.2) Demographics	40
3.3.3) Public Services	41
3.4) A Critical Analysis of the Drakenstein Municipality	61
3.4.1) Projects	61
3.4.2) Paarl	61
3.4.3) Wellington	62
3.4.4) Saron	62
3.5) Analysis	63
3.5.1) IDP Process	64
3.5.1.1) Analysis	64
3.5.1.2) Strategies	66
3.5.1.3) Projects	67
3.5.1.4) Integration	68
3.5.1.4) Approval	68
3.5.2) Financial Planning	70
3.5.3) Participatory Development	72
3.5.3.1) Ward committees	73
3.5.3.3) Functions and powers of ward committees	75
3.5.4) Outstanding debt	76

Chapter 4: Summary and Recommendations and Conclusions 79

4.1) Summary 79

4.2) Recommendations 80

4.2) Conclusion 83

5) Bibliography 85



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List of Figures

Page

Fig 2.1	Key Steps to Implementing the Future Local Government System: Overview of the IDP Process	14
Fig 2.2	Public Participation	26
Fig 3.1	Race	42
Fig 3.2	Gender	43
Fig 3.3	Age	44
Fig 3.4	Labour Brake Down	45
Fig 3.5	Occupation	46
Fig 3.6	Industry	47
Fig 3.7	Education Levels	48
Fig 3.8	Annual Household Income	49
Fig 3.9	Dwelling Types	50
Fig 3.10	Household Classification	51
Fig 3.11	Water	52
Fig 3.12	Electricity	53
Fig 3.13	Sanitation	54
Fig 3.14	Refuse Removal	55
Fig 3.15	Telephones	56

Abbreviations

- IDP : Integrated Development Planning
- DPLG : Department of Provincial and Local Government
- MIIU : Municipal Infrastructure Investment Unit
- LDO : Land Development Objectives
- LGTA : Local Government Transitional Act (no 209 of 1993)
- KPA : Key Performance Areas
- SDP : Spatial Development Plan
- PAWC : Provincial Administration - Western Cape
- CBOs : Community Based Organisations
- NGOs : Non Governmental Organisations
- IMFO : Institute of Municipal Financial Officers
- ILGM : Institute of Local Government Managers
- SALGA : South African Local Government Association
- MSPs : Municipal Service Partnerships
- RDP : Reconstruction and Development Programme
- FRC : Foundation For Contemporary Research

Chapter 1:

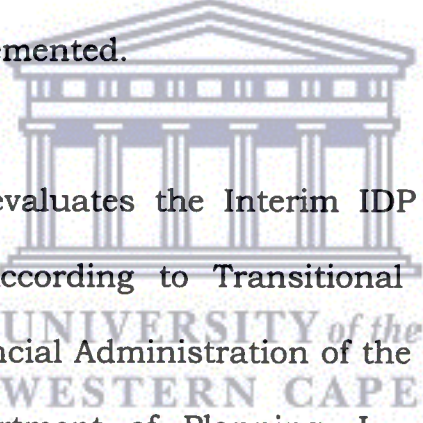
Introduction

Background

A new era of democratisation and transformation has dawned on South Africa and all its machinery of governance, and this has resulted in local government assuming a more important development role than in the past. In the current dispensation and working towards the future, it is becoming apparent that the sphere of local government is becoming of ever-increasing importance to politicians, central and provincial government, the community and to all other role players “benefiting” from this sphere. This has been complicated by the fact that all role players involved in local government have been confronted with the reality that Integrated Development Planning (IDP) has become a requirement in terms of national legislation. According to the Department of Provincial and Local Government (DPLG) “National government plays an important role in leading and directing the course of change, but local government is perceived to be the agent of change and the vehicle of development” (DPLG 1998:10).

Integrated Development Planning has called for a new approach towards management at local government level in South Africa. According to the DPLG “IDPs will assist municipalities to find a focus within an increasingly complex and diverse set of demands, and help

them to direct resource allocations and manage institutional systems around a new set of developmental priorities” (DPLG 1998:10). The abovementioned quotation gives rise to the following question “Will the new Uicity local governments which were established in the late 1990s, have the capability in terms of resources and structures, to foster the successful implementation of the IDP at local government level?” This question is posed because under the previous system of local government, which was guided by the Transitional Amendment Act for Local Government, IDP failed dismally, in most cases resulting only in discussion groups and the establishment of policy frameworks, which were never implemented.

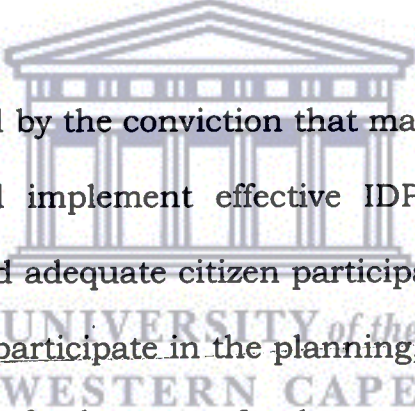


This research report evaluates the Interim IDP of the Drakenstein Municipality, which according to Transitional Arrangements, was submitted to the Provincial Administration of the Western Cape, more specifically, the Department of Planning, Local Government and Housing in November 2000. Although the final IDP was completed in July 2002, the research findings are based on the Interim phase of local governance in general and the Drakenstein Municipality in particular.

The thesis is divided into four chapters: chapter 1 provides a background to the study, including a statement of the research problematic, and overview of the study. Chapter 2, inter alia, provides an overview of legislative instruments in place to regulate the activities

of municipalities. It also provides background information on the objectives of IDPs and the responsibilities which municipalities must assume in formulating and implementing them. Chapter 3 provides an overview of the demographics, the economic base and the services of the transitional local councils of Paarl, Wellington and Saron, as well as a critical assessment of the Drakenstein municipalities interim IDP. Chapter 4 provides a summary of the thesis and advances recommendations as to how a final IDP should be improved.

Problem Statement



This research is guided by the conviction that many municipalities are unable to design and implement effective IDPs due to a lack of resources, capacity and adequate citizen participation. The inability of citizens to adequately participate in the planning, implementation and monitoring processes, furthermore fundamentally undermines the achievement of social equity and integrated development. The experience is similar to that which obtained during the apartheid era in which a significant section of the population lacked the opportunity to participate in and influence their own advancement. The apartheid regime considered it appropriate to perpetuate dependency among communities rather than reward and nourish their self-reliance.

According to Ismail, et al, (1997:47):

“Local government development during the apartheid era was characterised by differentiation and fragmentation of structures and processes. Local authorities were created along racial lines in terms of Acts of Parliament. Additionally, they were a function of provincial governments. Thus, the development patterns of local authorities differed from one race group to the other, and also from province to province.” (Ismail, et al, 1997:47)

This study strives to establish the extent to which the Drakenstein municipality and the local government administrations which formally comprised Paarl, Wellington, Saron has achieved the objectives of the IDP in the interim phase of local government restructuring, as spelt out in legislation and policy documents. In addition, it evaluates the extent to which communities have been involved in the IDP process, and have been allowed to take responsibility for their own development.

The Development of the Drakenstein Municipality

To understand and comprehend the role and importance of the Drakenstein municipality in the IDP process, it is considered essential to briefly sketch a background to the emergence of this local authority. As the sphere of government closest to the people the

Drakenstein municipality is expected to interact closely with communities in identifying their needs, and in defining and collectively addressing them. In this connection, van der Walt and du Toit (1997) intimate that, in order for optimal transformation to occur in the public sector, there needs to be a meaningful interaction between the government and its citizens. This assumption forms the basis for restructuring and transforming local government throughout the country.

The Drakenstein geographical area was previously comprised of three municipal areas namely the municipalities of Wellington, Paarl and Saron. However, following nation wide restructuring of local government and the accompanying demarcation process which was brought about by the Municipal Demarcation Act No 27 of 1998 and the Municipal Structures Act, No 117 of 1998 and its amendments, these municipalities were merged and integrated into one municipality.


Objectives of the Study

The primary objective of this study is to critically examine the extent to which the Drakenstein municipality has achieved the principles spelt out in legislation and policy documents in relation to the IDP. Central to this process is to determine the roles that each of the

stakeholders plays in the design, implementation and monitoring of the IDP. Specific issues that will be discussed are:

- 1.) An assessment of the manner in which various administrations interfaced it in the IDP process;
- 2.) The extent to which the notion of citizen participation has become part of the IDP process in the Drakenstein municipality;
- 3.) The effectiveness of the Drakenstein municipality in advocating the development needs of the community;
- 4.) The extent to which the challenges of involving citizens in the IDP process are being resolved.

Methodology of the Study



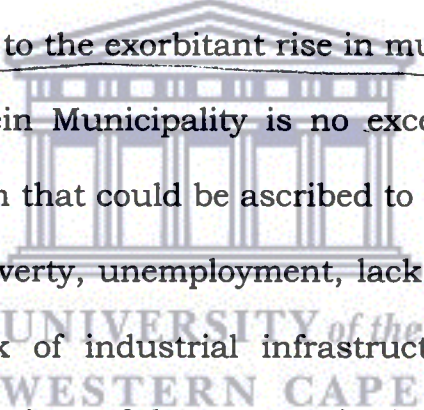
Research data was collected by means of a literature study of the available internal and external sources such as books and journals dealing with topics of municipal structures, municipal finance, legislation affecting municipalities and national and provincial regulations and laws pertaining to the IDP.

Limitations of the study

This thesis is limited due to the fact that the Drakenstein Municipality had, according to legislative requirements, only drawn up an interim IDP document, at the time in which the research was conducted. A

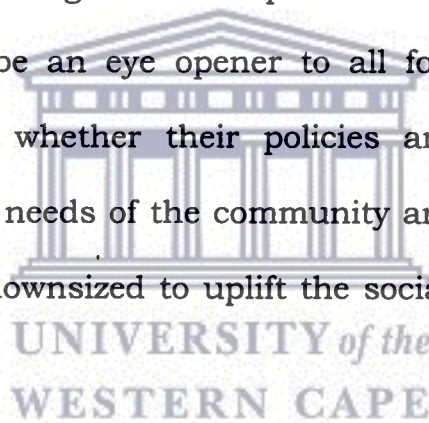
final IDP report has subsequently been submitted to the Western Cape Provincial Government.

Significance of the Study

As previously alluded to, Integrated Development Planning, according to the White Paper on Local Government (1998), should be the heartbeat of municipal development in South Africa. However, it appears that municipalities in the Western Cape are losing the battle against poverty and inequality, leading to non-payment for essential municipal services and to the exorbitant rise in municipal debt. In this respect, the Drakenstein Municipality is no exception. Some of the biggest areas of concern that could be ascribed to this problem are the “increasing levels of poverty, unemployment, lack of economic growth and development, lack of industrial infrastructure and inequality experienced by large sections of the community (May; 1998:6)”. 

According to the Foundation for Contemporary Research (FCR) “it must be acknowledged that communities are not homogeneous. They have varied identities, value systems and characteristics that must be taken into consideration when designing engagement mechanisms” (FCR 2000:8)). Thus it is of the utmost importance that municipalities need to be sensitive (and in most cases made sensitive) to issues that have a direct impact on the community.

The research conducted in the thesis could be of significance to central, provincial and local Governments, in the sense that it will give them a clearer indication of the type of development that is taking place in the various municipal areas. The research is of importance to the community, because it will make all role players who have the potential to make an effective developmental contribution, aware of the difficulties experienced by communities at large and the reasons for their inability to pay. It is of vital importance that the Drakenstein Municipality becomes more aware of the necessity of community-participation in addressing the developmental needs of its different communities. It can be an eye opener to all forms of government, giving them an idea whether their policies are in line with the essential development needs of the community and, if not, how these could be improved / downsized to uplift the social well-being of their communities.



Municipalities in South Africa are not focused enough on development and in general do not have sufficient understanding of what it is like to become development orientated. A redirection of all municipal efforts from being service orientated to being developmentally orientated could be a start to this process. This might come about, for example, through hosting IDP capacity training programmes with municipalities who have had success in this field.

Chapter 2:

Overview of Legislation, Policies and Institutions Related to IDPs

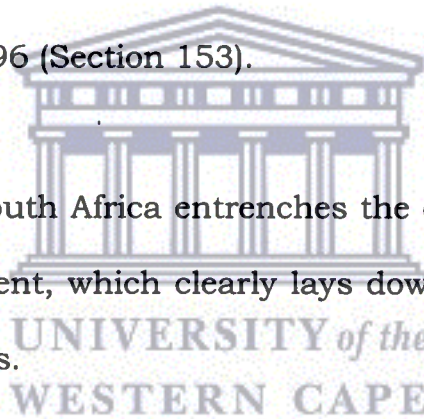
In order to ensure citizens needs, wants and expectations are protected, entrenched and delivered within the means and objectives of local government, certain legislative measures had to be brought into place. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), was published to establish a framework for planning, performance-management, the effective use of resources, and organisational change in a business context. According to this legislation, each elected council must, within a prescribed period, adopt an inclusive plan that links and co-ordinates the various schemes and proposals for an area's development. This plan will form a policy framework and a basis on which annual budgets must be drawn up. This integrated development must reflect the council's vision for the long-term development of a municipality with emphasis on developmental and internal transformation needs. The Act also establishes a system for local councils to report on their performance, and gives an opportunity for residents to compare this performance with others. Public-private partnerships are also regulated by the Act. It allows municipality's significant powers to corporatise their services, establish utilities for service delivery, or enter into partnerships with other service-providers. The Act provides for the adoption of a credit-control policy by municipalities that will provide for the termination of

services in the event of non-payment. Under the legislation municipalities will have the power to pass bylaws to implement the policy

The Legal Framework

The Integrated Development Plan (IDP), is both a legislative requirement and a useful management tool that serves to integrate the activities and budgets of a local authority within a framework directed towards fulfilling its developmental duties as prescribed in the Constitution of 1996 (Section 153).

The Constitution of South Africa entrenches the community's right at large to social upliftment, which clearly lays down the developmental duties of municipalities.




“A municipality must -

- a. 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*
- b. Participate in national and provincial development programmes”*
(RSA; 1996: paragraph 153)

Whilst the preparation and ongoing refinement of an Integrated Development Plan by municipalities is regarded as good management practice, it is also a legal obligation.

In this context it is important for a municipality to address its political, managerial and community requirement through its IDP. At the same time, the municipality needs to align its IDP with a variety of legislative requirements to ensure statutory compliance. Thus with the inception of the Municipal Systems Act (Act No.32 of 2000), the focus of municipalities has been drawn into a much closer relationship with the community as reflected in the objectives of the Act:



“To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all; to define the legal nature of a municipality as including the local community within the municipal area, working in partnership with the municipality’s political and administrative structures; to provide for the manner in which municipal powers and functions are exercised and performed; to provide for community participation; to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change which underpin the notion of developmental local government; to provide a framework for local public administration and human

resource development; to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts; to provide for credit control and debt collection; to establish a framework for support,, monitoring and standard setting by other spheres of government in order to progressively build local government into a frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment; to provide for legal matters pertaining to local government; and to provide for matters incidental there to” (Municipal Systems Act; 2000:2).



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**The Local Government Transition Act, Second Amendment Act,
Act 97 of 1996**

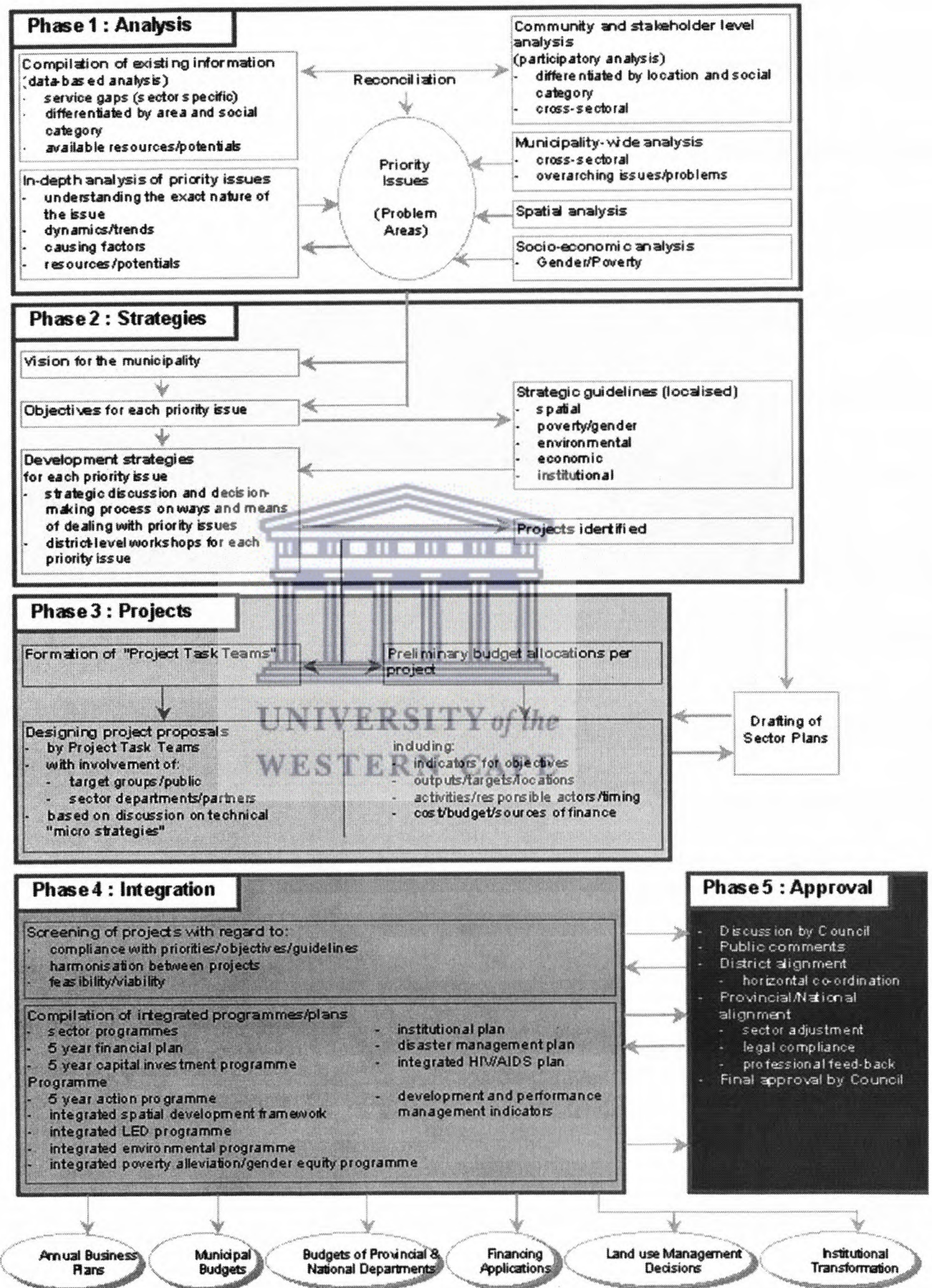
The previous legislation, which governed the dispensation of local governance in South Africa, namely, the Local Government Transition Act, Second Amendment Act, Act 97 of 1996 (LGTA), introduced an obligation on municipalities to prepare an Integrated Development Plan. According to section 10(g)(1) of this Act every municipality shall:

- conduct its affairs in an effective, economical and efficient manner;
- be transparent in terms of its finance;

- prepare a financial plan in accordance with the IDP;
- regularly monitor and assess its performance against its IDP; and
- annually report to and receive comments from its community regarding objectives set out in its IDP.

However, with the local government election, which took place on 5 December 2000, the LGTA, was replaced by new legislation, which will be governing the transformation period and the move into a new dispensation of local government in the new millennium. The Municipal Structures Act, the Municipal Systems Act and the Municipal Financial Management Bill have collectively been providing the new legislative framework at the national level for the preparation of IDPs since the local government elections last year. The following diagram according to the IDP for Stellenbosch municipality (2002:15) depicts how the IDP process will be accomplished within local government:

Diagram 1: Overview of the IDP Process



The diagram shows that the IDP process involves five distinct phases. In the first phase the municipality needs to analyse the development needs of the community and assess planning priorities. In the second phase, to envision the municipality's future and draw up appropriate objectives. On the basis of this exercise, strategies must be formulated to meet the goals it sets. In the third phase, the municipality formulates projects, which will bring about the necessary development according to the available resources. In the fourth phase, the different development projects are integrated into a coherent plan and in the final phase, the plan is submitted to the council for approval and subsequent implementation.

The Municipal Systems Act (No 32 of 2000)

The Municipal Systems Act, Act 32 of 2000 could be seen as the operational guideline to municipalities in terms of how functions should be implemented at local government level. In chapter 5 of the Act, the adoption process of an IDP within a municipality is clearly described. This chapter also makes reference to The Constitution of South Africa, where the idea of an IDP originated and stresses how important it is from a national perspective to local citizens. It also stipulates the importance of intergovernmental relations between the spheres of governments in view of other related programs.

In terms of section 22, it makes it imperative that a municipal council must adopt an IDP program within a specified period after the council has taken office after an election. The Act stipulates that when the IDP is adopted it should remain in place until the next council is elected. It is also fundamentally important that when the IDP is drawn up, that it should be realigned with the financial ability and capacity of a municipality. The council's vision and mission for its area of jurisdiction must also feature prominently within the program adopted according to section 23.

In terms of section 25 of the Act, public participation within the process is central to the development of any IDP program. This chapter also outlines the legislative responsibility that rests upon municipalities to submit their IDPs within a reasonable time to their respective Provincial Governments and MECs.

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The Municipal Systems Act, Act 32 of 2000, obliges municipalities to adopt a single, inclusive plan for development of the municipality that inter alia:

- integrates and co-ordinates all plans and proposals for the development of the municipality;
- aligns the resources and capacity of the municipality for the implementation of the plan;

Integrated development Plan

- forms the policy framework and general basis on which annual budgets must be based; and
- is compatible with national and provincial development planning requirements.

The Local Government Municipal Structures and Systems Act, also seeks to give structure and content to the concept of participatory governance at local government level, in that it requires local authorities to encourage public participation in the formulation of development and service priorities and on reporting on progress in these matters. The Bill requires that each municipal Council must prepare an IDP which must reflect the long term development vision, emphasising municipalities' most critical development and internal transformation needs and the most critical development needs for each identified priority.

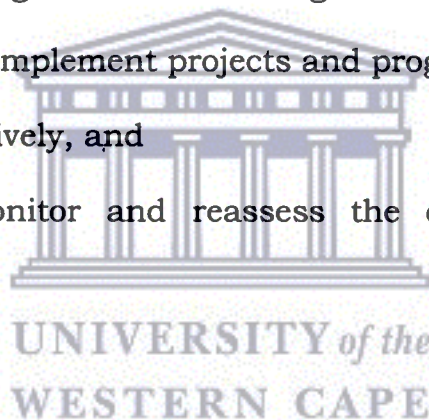

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Policy documents of DPLG and other related articles:

The IDP is supposed to be the main instrument for ensuring that local government can fulfil its new development role in order to overcome the socio-economic, institutional and fragmentation of the past. The White Paper on Local Government describes IDPs as “powerful tools for municipalities to facilitate integrated and co-ordinated delivery within their locality.” This new task also entails a shift from local government’s role as a sole provider to that of active involvement in

development tasks, including the strategic planning of its area of jurisdiction. The IDP process is assessed as an instrument to assist a municipality to establish a development plan, which will enable it to:

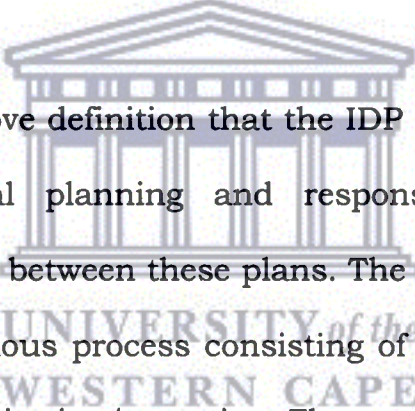
- assess its current situation, including available resources, skills and capacities,
- assess and prioritise the needs of the community in order of urgency and importance,
- set goals to meet these needs,
- develop strategies to achieve the goals within a set timetable,
- develop and implement projects and programmes,
- budget effectively, and
- regularly monitor and reassess the development (DPLG; 1999:6).



National policy makers have therefore conceptualised IDPs as a tool for introducing a developmental local government system in South Africa. The main objectives of a developmental municipality can be described as the provision of household infrastructure and service; the creation of liveable integrated cities, towns and rural areas; local economic development; and community empowerment and redistribution.

In a handbook prepared by the Department of Constitutional Development (DCD) (now the Department of Provincial and Local Government) the IDP process is defined as follows:

A participative process to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population, in a manner that provides sustainable growth, equity and the empowerment of the poor and marginalised (DCD; 1998:10).

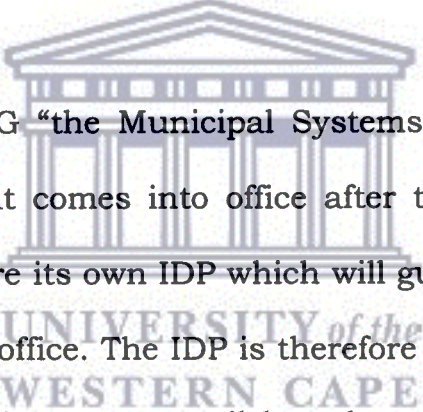


It is clear from the above definition that the IDP is not a 'master plan' that replaces sectoral planning and responsibilities. Rather, it addresses the linkages between these plans. The IDP is not so much a plan as it is a continuous process consisting of planning, budgeting, implementing and monitoring/reporting. The process can be described as incremental, building a comprehensive integrated and cascading set of plans that will allow local government to cope with fiscal stress while expanding the delivery and effectiveness of its services.

According to the Department of Provincial and Local Government "the IDP is a principle strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality" (DPLG; 2001:4).

Why Integrated Development Planning?

Local governments in South Africa are confronted with immense challenges in developing sustainable municipal environments that meet the needs and improve the quality of life for designated communities within a particular region or area. According to the White Paper on Local Government “ To meet these challenges, municipalities will need to understand the various dynamics operating within their area, and develop strategies for realising and financing that vision in partnership with other stakeholders” (DPLG; 1998).



According to the DPLG “the Municipal Systems Act, stipulates that every new council that comes into office after the local government elections has to prepare its own IDP which will guide them for the five years that they are in office. The IDP is therefore linked to the term of office of councillors. The new council has the option either to adopt the IDP of its predecessor, should it consider it appropriate to do so or develop a new IDP taking into consideration existing planning documents” (DPLG; 2001:4).

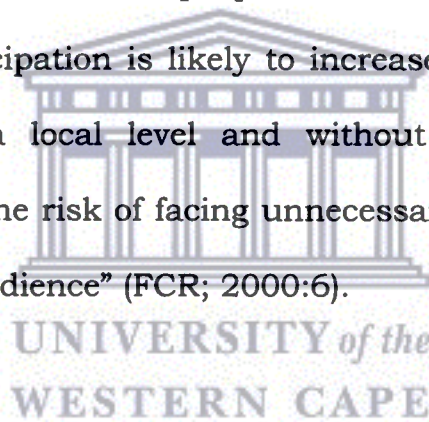
Municipalities in South Africa are not focused enough on development and in general do not have an understanding of what it is like to become developmental. In an FCR Newsletter the following viewpoint is maintained “Local Government’s internal departments are established around line function that deal with technical outputs, the

type of information they deal with is to a great extent, technical in nature. The new Drakenstein Municipality should consider running municipal service partnership pilot projects with the private sector and the community, therefore easing the tension on current staff and available resources, to form a partnership towards development” (FCR; 2002:2).

The FCR further states that “development challenges demand budgetary commitments of at least five to ten years” (FCR; 2001:8). Central government should, they maintain, enforce as a standard, through the Institute of Municipal Financial Officer’s, prescribed financial regulations to municipalities. Furthermore, they assert, the National Minister of Finance when he approves municipal budgets, should make it obligatory for municipalities to indicate in their budgets the proportion allocated to IDP development programmes.

According to the FCR, “Development in South Africa was something that was done to and for the people rather than with people. The relationship between individuals, their communities and government in the development process in the past was therefore, primarily one of control. Local communities, especially the disadvantaged, have always seen themselves as recipients rather than active participants” (FCR Newsletter; Dec 2000:1)”. Community ownership is of primary importance if the Integrated Development Planning Process is to generate and breathe energy into local government. The Drakenstein

Municipality is no stranger to the abovementioned process. It has a rich, diverse community made up of people who hold different interests and political backgrounds, and who have different levels of economic advancement. In some instances this has resulted in the political party who has a majority on the council entertaining the interests of their constituencies first. In this context, the municipality needs to be mindful of the fact that the very community for which they develop these IDPs are at the receiving end of these policies and that they are normally the first to identify weaknesses and vacuums. The FCR Newsletter states, “Local people add local content to local policies. Citizen participation is likely to increase the acceptability of decisions taken at a local level and without participation, local authorities may run the risk of facing unnecessary citizen opposition, protests or civil disobedience” (FCR; 2000:6).



Thus, the notion is accepted that participation should form the cornerstone of the IDP in any given municipality, and the Drakenstein municipality is no exception. In the light of this and to address this problem “ cross sectoral interests groups could also be formed to lobby local government and other levels of government for action. These sectors could include women, youth, poverty, environment and housing” (FCR; 2000:1).

It is thus necessary to identify why integrated development planning is essential for successful development at local government level. The

DPLG IDP Guide Pack summarises concisely the importance of the IDP to local government:

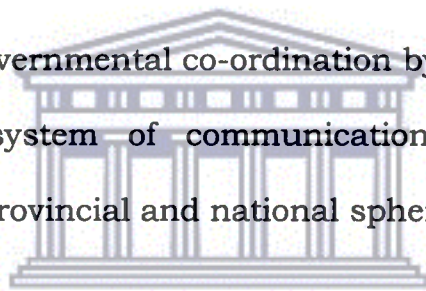
- It helps to make more effective use of scarce resources by:
 - focussing on identified and prioritised local needs taking into consideration local resources;
 - searching for more cost-effective solutions; and
 - addressing causes, rather than just allocating capital expenditure for dealing with symptoms.
- It helps to speed up delivery by:
 - providing a tool which guides where investment should occur;
 - getting the buy-in of all relevant role-players for implementation;
 - providing deadlock breaking decision-mechanisms; and
 - arriving at realistic project proposals taking into account the limited resources available (DPLG; 2001:5).
- It helps to attract additional funding or sources of funding:

where there is a clearly constructed and envisaged municipal development plan, private investors and sector departments are willing and confident to invest their money because the IDP is an indication of development commitment from a municipality and highlights their intentions in terms of development direction.

- It helps to strengthen democracy and hence institutional transformation, because decisions are made in a democratic and transparent manner, rather than by a few influential individuals or a minority deciding for the majority.

- It helps to overcome the legacy of apartheid at local level by:
 - promoting integration of rural and urban areas, different socio-economic groups, places where people live and work etc.; and
 - facilitating redistribution of resources in a consultative process.

- It promotes intergovernmental co-ordination by:
 - facilitating a system of communication and co-ordination between local, provincial and national spheres of government.



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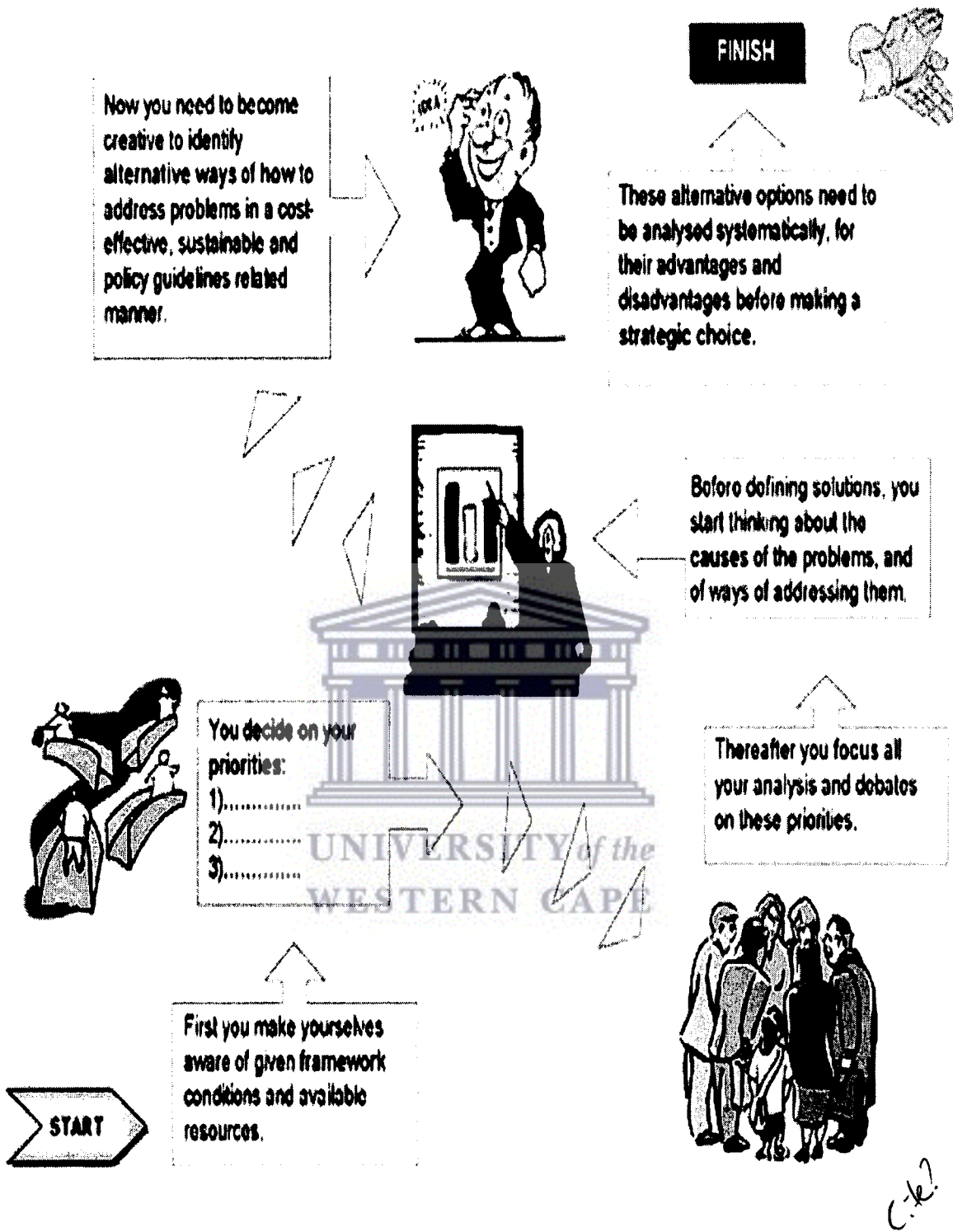
Community Participation

Community participation refers to the way in which communities and stakeholders are involved in the development processes of the municipality. These include policy formulation, budgeting, identification, implementation and monitoring of projects and strategy formulation. One of the main advantages of successful community participation is that people understand local government and the constraints under which it functions.

This participation process occurs at different levels, largely dependent on the size of the municipality. What is important, however, is that there are structures for communication and that the channels for this communication are open. Participation should occur in a number of different ways, which should be drawn according to ward boundaries and should deal with day-to-day issues affecting that particular area. Participants can often play an important role in assisting the ward councillor. Typically called ward committees, community development forums or RDP committees, these structures have been used extensively to get community input as required in the new planning processes of land development objectives and integrated development plans.



The IDP for Stellenbosch municipality (2002:13) depicts the following scenario as a successful method in introducing an IDP, with community participation.



Participation must also occur at the ward level, which includes the identification of development needs. The ward committee members in turn participate in the council meeting where they present the needs

identified by communities. These are prioritised and incorporated into the budget. A follow-up meeting is then arranged to report back to the ward committees on the needs which have been included and those to be carried forward to the next financial year. They in turn report back to their wards.

Communities are encouraged to participate in these structures through different means, ranging from door-to-door campaigns (usually the most effective), word of mouth, announcements over loud hailers attached to vehicles, pamphlets, and newspaper/radio advertisements.



The Municipal Structures Act also makes provision for municipal councils to establish structures to enhance democratic participation and to enable effective management within local government. In that respect it is essential that citizens are able to participate in the municipal decision-making process. Local government is the sphere of government, which interacts with ordinary people most directly, it delivers services to people's homes; makes planning decisions which shape the environment in which people live; and maintains local facilities and amenities. It is for this reason that the Constitution says that all municipalities must encourage the involvement of communities and community organisations in matters of local government. When this is done effectively, taking into account the

needs and interests of all members of the community, municipalities will be able to play a valuable role in providing their services efficiently and fairly throughout their jurisdiction.

To address the need for structured community participation, the executive systems described above can be combined with either the ward participatory or sub council participatory systems of government that enable community participation in the matters of local government.



The Role and Responsibilities of the Municipal Manager

Municipal managers need to play a central role in the formulation of an IDP. The municipal manager is the accounting officer for the municipality. This means that he or she is responsible and accountable for all income and expenditure of the municipality; all assets and the discharge of all liabilities of the municipality; and proper and diligent compliance with applicable municipal finance management legislation. In terms of the Municipal Systems Act, 2000, the Executive Committee or Executive Mayor has the responsibility to manage the preparation of the IDP or assign this responsibility to the municipal manager. In most municipalities, the IDP coordinator/ IDP Manager, linked and reporting directly to the office of the municipal

manager and the Executive Committee or Mayor, is appointed to manage the process.

According to Ismail et al, “ the Chief Executive Officer (CEO)/City Manager is the Administrative head and also the accounting officer of a local authority. He/she occupies the most senior administrative position at local government level, and is hired by the Town/City Council (politicians)” (Ismail et al; 1997:7). Thus the municipal manager is the head of the municipal administration. Subject to the policy directions of the municipal council, the municipal manager is responsible and accountable for the formation and development of an economical, effective, efficient and accountable administration. The municipal manager must make sure the administration is equipped to implement the municipality’s integrated development plan, that it operates in accordance with the municipality’s performance management system, and that it is responsive to the needs of the local community.

The municipal manager has special responsibilities to ensure that the municipality’s integrated development plan is implemented and monitored, and that services are provided to local communities in a sustainable manner. The municipal manager must also facilitate the participation of the local community in municipal affairs.

As the head of the administration, the municipal manager is responsible for a number of staff functions, such as the appointment of staff below the level of managers directly accountable to the municipal manager, the management and training of staff, the maintenance of discipline of staff, and the promotion of sound labour relations.

The municipal manager must:

- approve a staff establishment for the municipality;
- provide a job description for each post on the staff establishment;
- align the remuneration and other conditions of service for each post on the staff establishment in accordance with any applicable labour legislation; and
- regularly evaluate the staff establishment and, if necessary, review the staff establishment and the remuneration and conditions of service.

These functions must be fulfilled in terms of a policy framework determined by the municipal council, and in accordance with the Employment Equity Act.

The municipal manager is a key interface between political structures and political office bearers, and the administration. He or she must

manage communication between the municipality's administration and its political structures. The municipal manager must also provide advice to council structures and political office bearers of the municipality, and carry out their decisions.

The municipal manager is responsible for the administration and implementation of the municipality's by-laws, as well as for the implementation of national and provincial legislation applicable to the municipality.

Capacity Building




According to Wakely, “ empowerment for the governance, planning and management of cities and settlements is about handing down authority. It is about increasing efficiency, enhancing the effectiveness and ensuring the sustainability of development by passing responsibility to those officials, communities and enterprises to whom efficiency, effectiveness and sustainable manner” (Wakely; 2001:1).

With the transformation of local government into a new dispensation and an influx of personnel from all the municipalities, which now form the new municipality, more personnel are now available to the new enlarged municipality. A municipality must develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and accountable way. Municipalities must comply with legislation, which

applies to human resource development, such as the Skills Development Act and the Skills Development Levies Act.

Municipalities may fund their human resource development programmes through a training levy (in terms of the Skills Development Levies Act), or by making provision for training in their own budgets, or by applying for funding to the Sector Education and Training Authority for local government.

Financial Stability



Local Government in South Africa is currently going through a transitional phase with a tremendous amount of interim changes attached to it. With the transition phase new legislation also had to be introduced to give empathis to the process. However, as far as local government finance is concerned, Chapter 10G of the Local Government Transition Act to a large extent will govern municipal finance in the interim while a new Act, which is still in Bill form, namely, the Local Government Finance Management Bill is awaiting its dawn to regulate municipal finance in the future. According to the Department of Provincial and Local Government: "The establishment of new municipalities is on our doorstep and it is crucial that certain financial and other related issues be addressed as a matter of extreme urgency. This challenge must be faced in an organised manner and

necessary steps must be taken to ensure smooth transformation and restructuring” (DPLG; 2000:8).

South African municipalities as mentioned before are required by law to draw up an Integrated Development Plan and this forms the basis of budgeting at local level. Thus the core components of the IDP should include, amongst other things, the municipal council’s vision for the development of the municipality, the municipality’s internal transformation needs, operational strategies and key performance indicators and targets. The most recent draft of the Municipal Finance Management Bill requires municipalities to ensure that its budget is aligned with the priorities of the municipality’s IDP. Therefore in order to comply with the aforementioned criteria a municipality needs to have sound information pertaining to the demographics, the economic base and the services of the transitional local councils of Paarl, Wellington and Saron, this will be discussed in greater detail in the chapter, which follows.

Chapter 3:

A Case Study of the IDP in the Drakenstein Municipal Area

This chapter sets out to provide an overview of the demographics, the economic base and the services prevalent of the transitional local councils of Paarl, Wellington and Saron, as well as a critical assessment of the Drakenstein municipality's interim IDP. Access to this type of information is essential, because it will assist the municipality in identifying immediately the existing levels of development, information on available resources, priority issues, problems and consumer needs in the greater community.

The demographics differ from one municipality to another and it is therefore essential that accurate information needs to be obtained to ensure that needs are properly assessed and prioritised in order to ensure that a municipality complies with its constitutional mandate to deliver on basic services to its community.

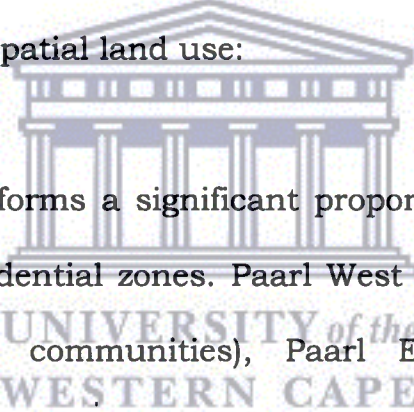
The following statistical data and information was collected from the interim IDP of the Drakenstein municipality as submitted to the Provincial Administration of the Western Cape's Department of Local Government and Planning.

Paarl / Wellington TLC

Spatial

The Paarl/ Wellington area is situated within a fast growing winelands region and just alongside the N1 road, connecting it with its neighbouring municipality, the City of Cape Town. According to the Interim IDP of the Drakenstein Municipality:

Paarl is also connected to the City of Cape Town through rail links and is only 60km from the Cape Town International Airport and harbour. An image of spatial land use:

- 
- Residential zoning forms a significant proportion of the land use. Three different residential zones. Paarl West (containing the Paarl North and South communities), Paarl East and Mbekweni respectively.
 - A fair amount of land has been designated to public open space, sport, agriculture, educational and health purposes. Little vacant land appears for future development.
 - Wellington town area is currently reserved for residential areas and consists of approximately 6900 residential plots.
 - Land used for business concentrated in Paarl West, along Lady Grey Street and Main Road. In Paarl East, land used for business is proportionally much smaller, even though the bulk of Paarl's

population lives in this community – even less land for this purpose is in the black township Mbekweni.

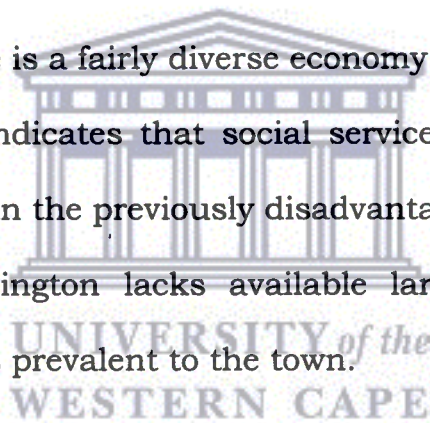
- Industrial activities are concentrated along the Berg River and dispersed throughout some of the residential communities around the town.

Demographics

The town according to the 96 Census report, has a population consisting of 34 000 people in total (47,4% male and 52,6% female) – with an average 1,45% growth per annum. There are 7 700 households with an average size of approximately 4,42 members per household; statistics shows that 24,5% of households are single parent households. In the Wellington community about 38% (12 920 persons) constitutes the economically active section of the total population, of which 11,8% (1 525 persons) are unemployed. Of the 11 395 people in the town who are employed, 10,9% are self employed, 79,2% are full time employees and 10% part time employees. It is also estimated that 58,8% of the total population has no monthly income. Per Capita monthly income in Wellington amounts to R 1 268 per month.

The Interim Integrated Development Plan also portrays the following regarding the economic character of the region:

- Paarl is an important regional centre of the winelands District. It serves the Winelands community in terms of governmental, education, health and police service as well as providing shopping, recreation, business, and employment.
- Those using it as a regional centre appear to be the lower income residents living either within Paarl, or on surrounding farms or towns.
- A consistent observation and concern regarding the town of Paarl is that it is over traded in almost every sector, except tourism, which is relatively new.
- In Wellington there is a fairly diverse economy.
- The interim IDP indicates that social services in Wellington are underrepresented in the previously disadvantaged areas.
- The town of Wellington lacks available land in order to fulfil development needs prevalent to the town.



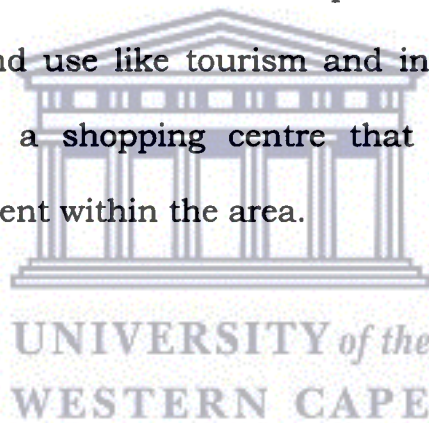
Public Services

Transportation-approximately 15% of the population uses busses; 30% use taxis and 40% use private transportation: 30 000 people per day utilise the railway services in Paarl.

Gouda TLC

Spatial

Gouda alongside Tulbagh is situated in the most fertile agricultural region in the Western-Cape. The town and its surrounding areas are widely known for their tourist attractions in the form of cultural-historical buildings, wine culture and beautiful landscapes. In terms of a planning perspective there is an urgent need especially with Gouda and Tulbagh, to formulate overall planning guidelines, which address especially land use like tourism and industry. Gouda in its current status lacks a shopping centre that will boost domestic shopping and investment within the area.



Demographics

The Gouda population is estimated to be in the region of 7400 and the average population growth is 7,8% per annum. The growth rate in Gouda is particularly high considering that the national growth rate is estimated within the region of 2%. This occurrence can be attributed to the various housing projects initiated over the past few years as well the influx of households from the countryside seeking jobs. 14,2% of the population is between the ages 5-9 and another 14,2% are between the age's 10-14 years.

The Gouda community has an economically active population of 47 % of which the fruit industry provides 14,3% employment to seasonal labor. In terms of Gouda district's gross domestic product agriculture contributes 45%, the secondary sector 25% and tourism, only 10% according to Wesgro, (Wesgro; 1998) 21,7% monthly household incomes range between R300-R500, whereas 20,8% of the heads of households income is between R 1 500 – R 2 500. The literacy level and educational qualifications are as follows: pre – school: 14.2%, St. 5: 13.7%, St. 6: 14.2%, St. 10: 7.5%.

In the Gouda community 91.7% of the employed population are employed within the geographical boundaries of the town itself.

Public Service

There are no means of bus or railway transportation available to the people of Gouda. The community makes use of the taxi industry, as it is the only means of transport available to them.

Saron TLC

Spatial

The town is situated approximately 2.5 kilometers from the R44 road, which allows access to Porterville, 20 kilometers in a northerly

direction and approximately 27 Kilometers in a south-east direction to Tulbagh. Saron is situated at the foot of the Saron Mountains. The town has 1266 erven available for land use, however 920 are occupied for residential purposes. In terms of the provision of low cost housing and in line with a National Government strategy to place people in affordable housing, a housing project consisting of 600 subsidised units has been initiated within the town of Saron.

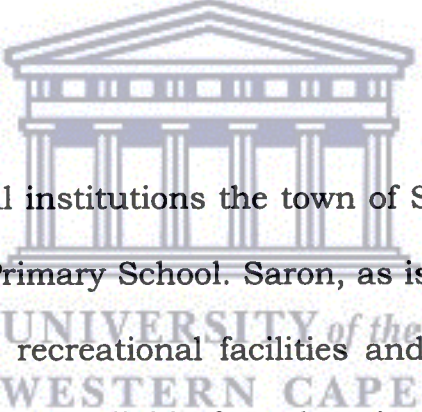
Demographics

The current population figure is 5137(1997) with an average annual growth of 2,34%. The growth rate between 1991 and 1996 escalated sharply from 3485 to 5134 (9,46%) – mainly due to the 280 houses that were built during that period. The average household size for the town of Saron is estimated to be 4,9 persons per household. Saron lacks many formal facilities such as banks and auto telling machines, parks and play areas, a formal shopping center and a recreational hall.

On average the household income within the town is roughly R 1456 per/month, while the per/capita income is R296 per/month – the average income per head of households amounts to R910 per/month. This constitutes an economically active population in the region of 34.9%. Work opportunities in Saron are very limited. Saron even though characterised by an environment of unemployment

only 21% of households fail to pay for municipal services while 63% of the residents pay between R0 – R100 for service delivery on a regular basis. Most young people within the town have either left to find employment within Cape Town, are employed on a farm or are unemployed. Therefore it is for these reasons that it is crucial for the Drakenstein municipality to formulate a strategic framework within the scope of the Integrated Development Plan that encompasses the two strongest economic activities that underpin the town of Saron, namely, agriculture and tourism.

Public services

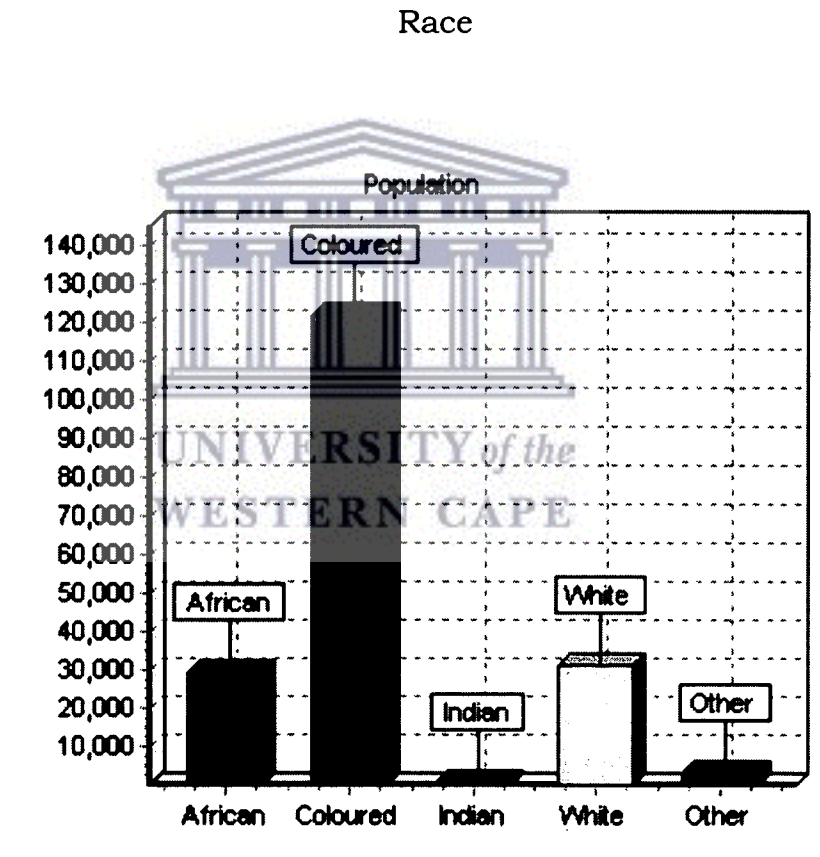


In terms of educational institutions the town of Saron consists of one High School and one Primary School. Saron, as is the case in many of the other towns lacks recreational facilities and parks and thus no after hour's facilities are available for relaxation for it's inhabitants. The town has fully functional state offices; a post office, police, municipal office and a clinic. Upon entering the town a resort can be found which was build during the apartheid time in the early 80s, which was heavily funded with state funds.

In notion with the IDP it is important to note and understand that the following services (as depicted by the graphs that follow) are regarded as essential and should be key focus areas for the Drakenstein municipalities IDP and on which emphasis should be made in

concluding its plan of action and delivery. The picture in totality for the Drakenstein municipal area according to Census 96 and the Municipal Demarcation Board is as follows: it has a population of about 186188 people and 42114 households and the following graphs makes up for the rest of the demographical picture of the area.

Figure 3.1

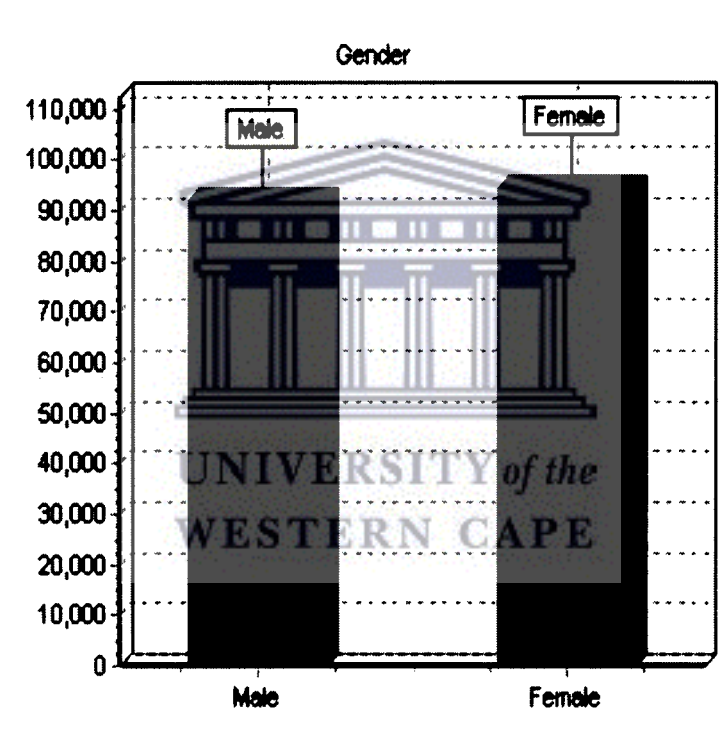


In terms of the aforementioned information/ statistical data the Drakenstein community is estimated to be in the region of 200 000. It also establishes the fact that the coloured community outweighs the rest of the other population groups put together within this

community. The white population slightly outweighs the black community in terms of numbers.

Figure 3.2

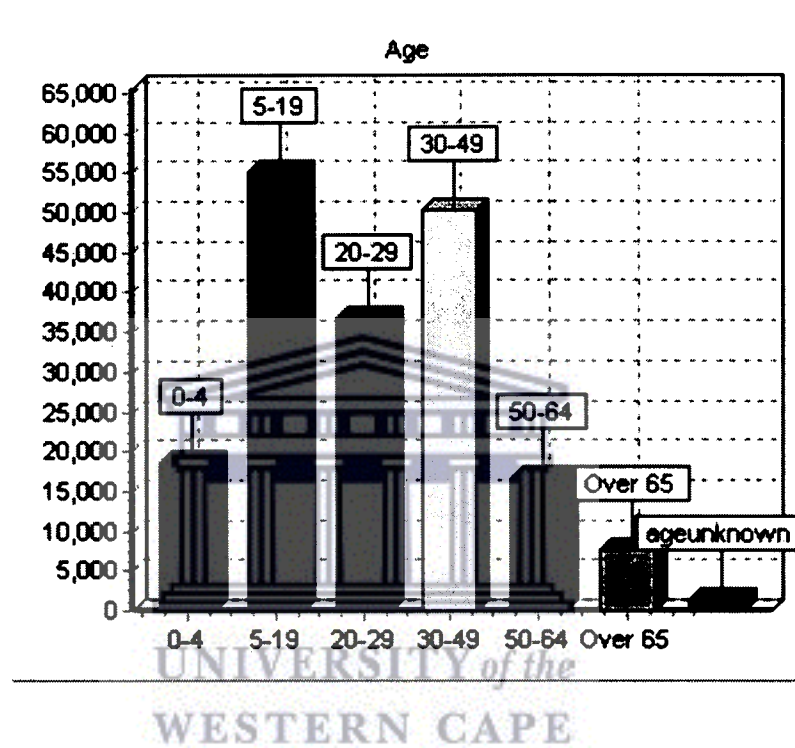
Gender



In terms of the graph above it is demonstrated that the female population with Drakenstein slightly outnumbers the male population within the community.

Figure3.3

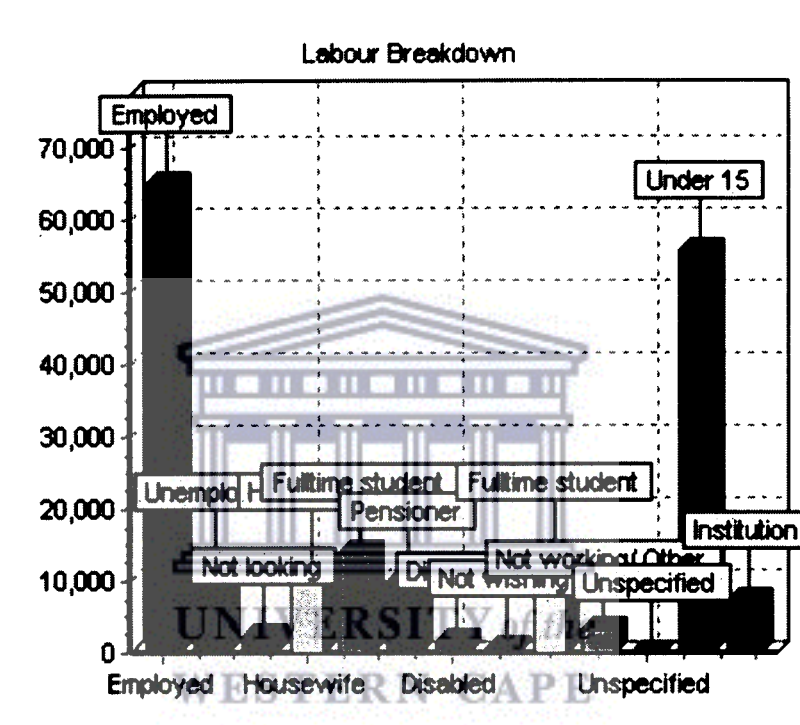
Age



The graph indicates that the teen population between the ages of 5 to 19, irrespective of colour demographics are the largest inhabitants within the community. The adults to mid age adults are the second largest grouping in the area with the young adults aged 20 to 29 the third largest. Interesting to note is the sharp decline between the teenage population and the young adult population and then the steep increase in adults to mid aged adults. This illustrates the fact that many young people are moving out of the area in search of work in other towns.

Figure 3.4

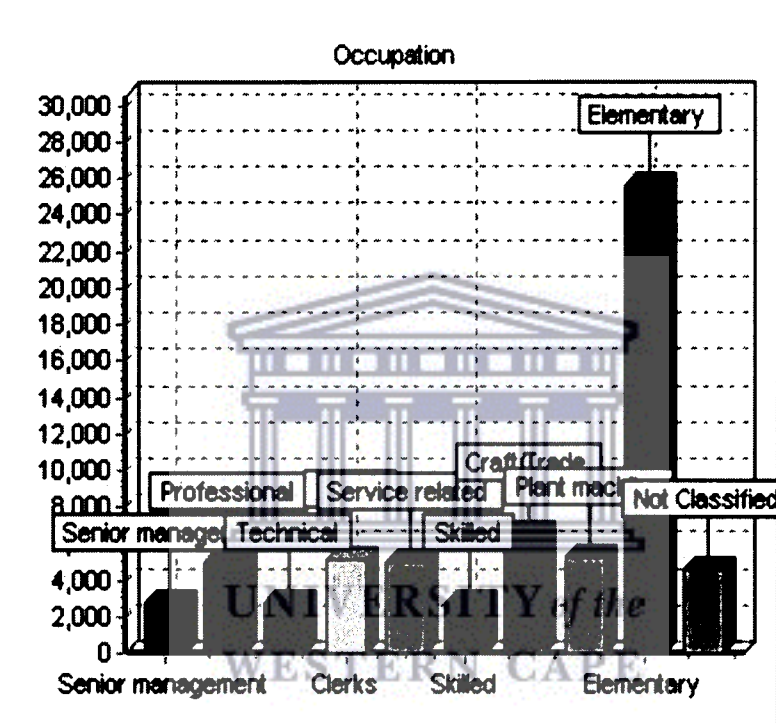
Labour Breakdown



The above table reveals that some 60% of the potentially economically active population (aged 18 to 64 years) are employed in the region. It is also important to note that almost a third of the Drakenstein population is aged under 15 years of age and therefore not eligible for employment seen under the auspices of current labour legislation. Unemployment seems to be well under control with less than 10 000 people unemployed in the region.

Figure 3.5

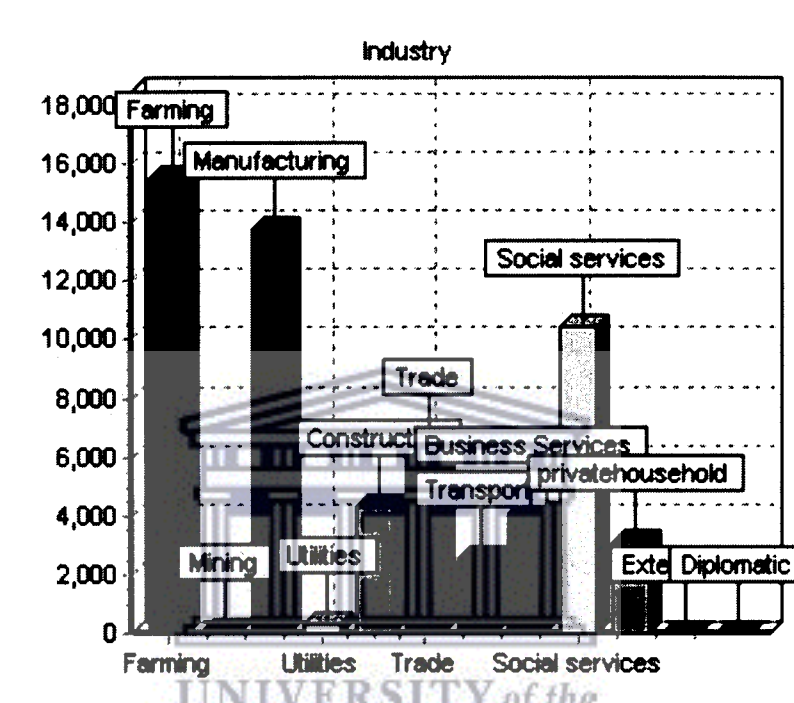
Occupation



The table above shows that nearly 40% of those employed are engaged in elementary (unskilled or semi skilled) work, and predominantly in the agricultural sector (see table 3.6).

Figure 3.6

Industry



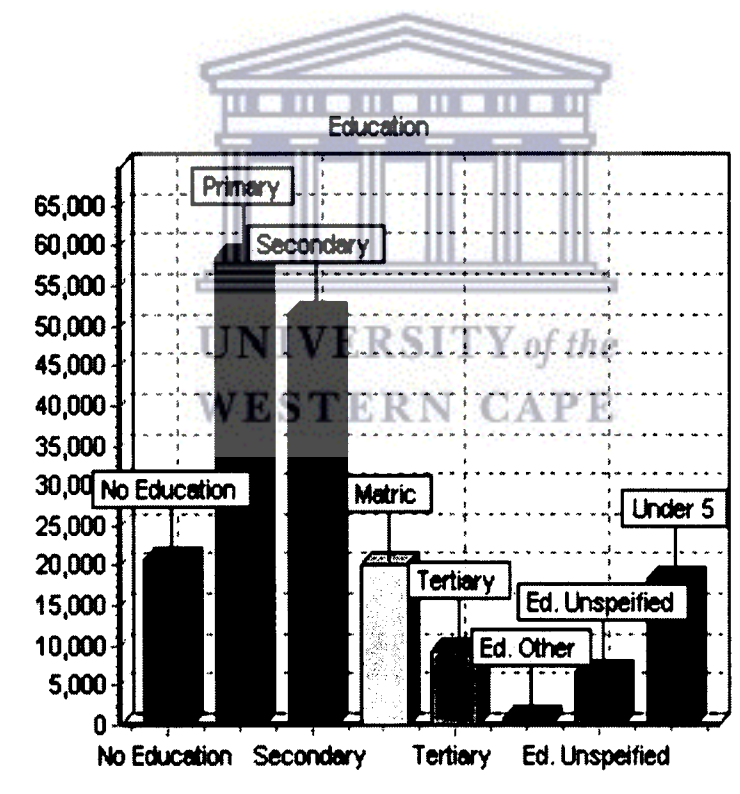
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The figure above indicates that the largest economic contributors to the Drakenstein region is farming, manufacturing and social services, contributing almost a third of the economic activity within the region. Other important contributors to the economy are, agriculture/hunting/forestry/fishing, construction and transport/storage/communication and electricity/water/gas, which also play a significant part in the equation. Given that the Drakenstein region is largely a farming community with tremendous opportunities for trade and exporting for the region, it would be

interesting to know how well this sphere of industry is developed for the region and it's people. 'Community and Social Services' also constitute a significant portion of the economic sector; with Manufacturing only in the second place Wholesale/retail, financial/insurance/real estate/business service is third.

Figure 3.7

Education Levels

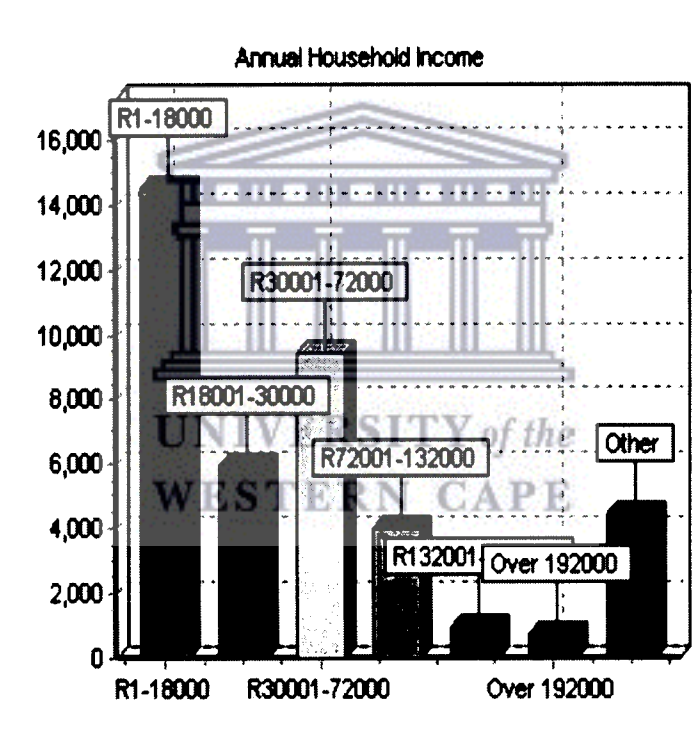


In terms of this table, it is alarming to know that 20 000 people of a total population of 200 000 have no education and that less than 10 000 people have some form of tertiary qualification. This leaves

considerable room for empowerment within the region, which should be looked at by the municipality given the emphasis on local economic development within the local government sphere.

Figure 3.8

Annual Household Income

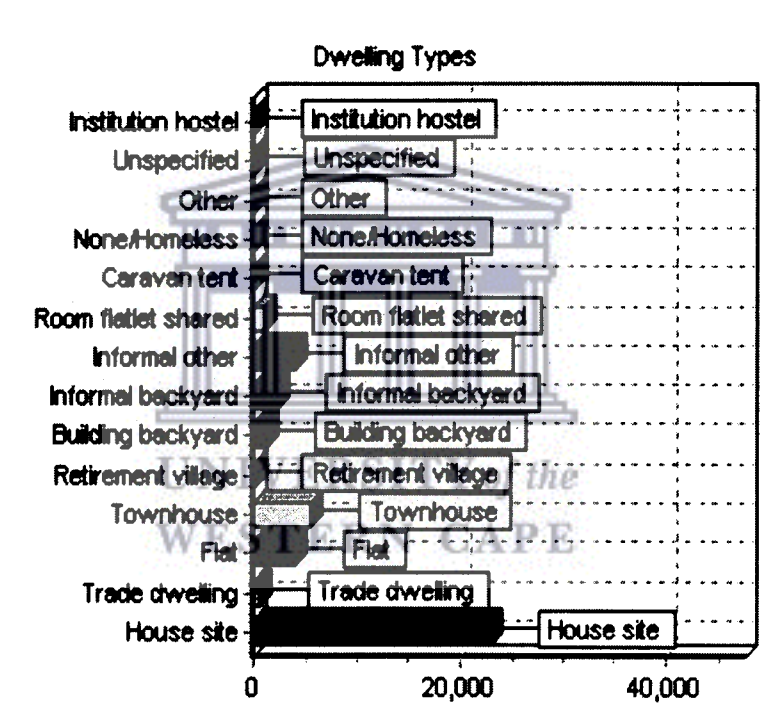


It appears from the statistical data that more than 7% of the economically active population are earning salaries ranging between R 1 to R18 000 annually. If choosing the maximum monthly salary scale for the aforementioned statistics it means that for the region at

least 14 000 of the economically active population are earning a salary of at least R1 500 per month.

Figure 3.9

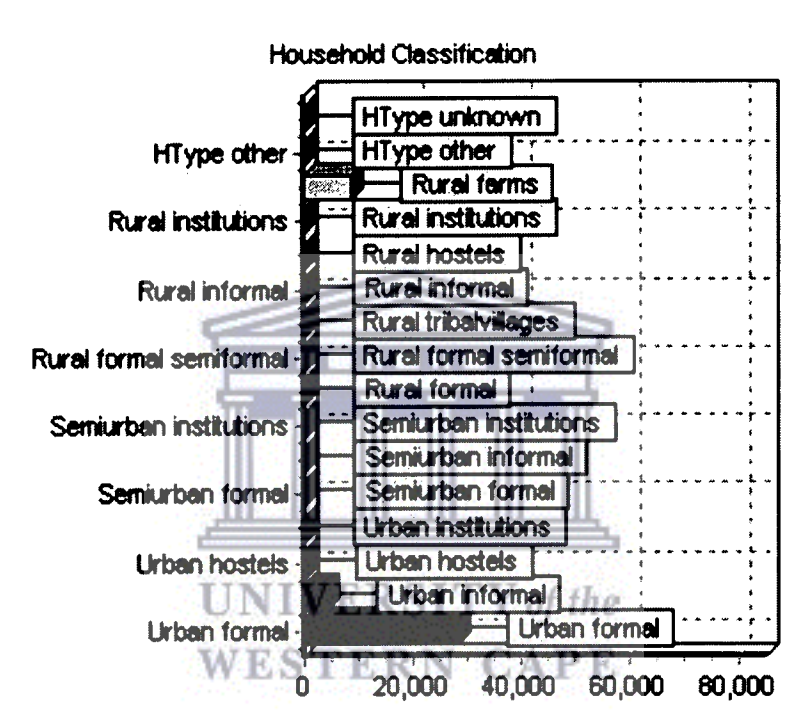
Dwelling Types



The data indicates that housing in the region seems to be well controlled and that provision is ample. It would appear from the data that most people in the region prefer houses to flats and townhouses, which have a much lower occupancy level.

Figure 3.10

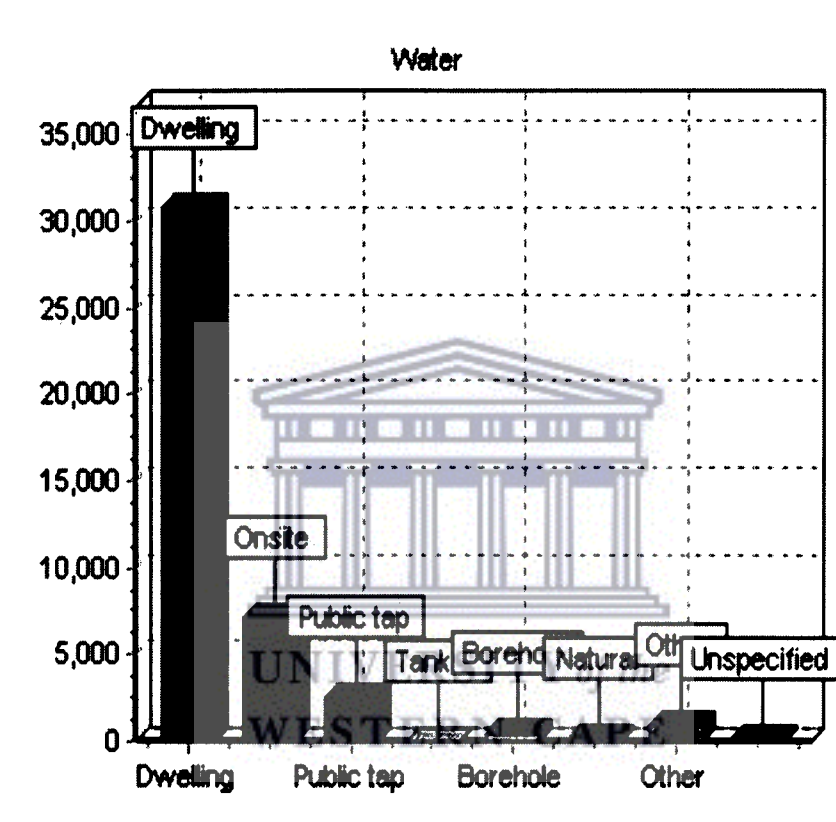
Household Classification



From the data above most households in the region are classified as urban formal residents and not surprisingly they are followed by people living on rural farms.

Figure 3.11

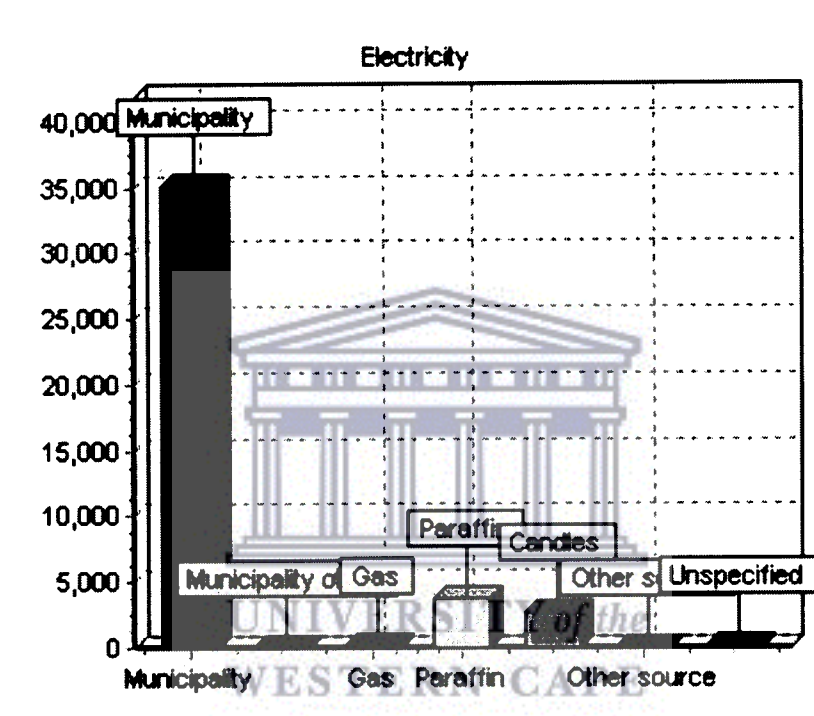
Water



The availability of water facilities in dwellings, as illustrated in the above graph is adequately provided for. On average this would mean that for the 200 000 people living in the region, at least one tap is provided for every six people. This situation could obviously be improved.

Figure 3.12

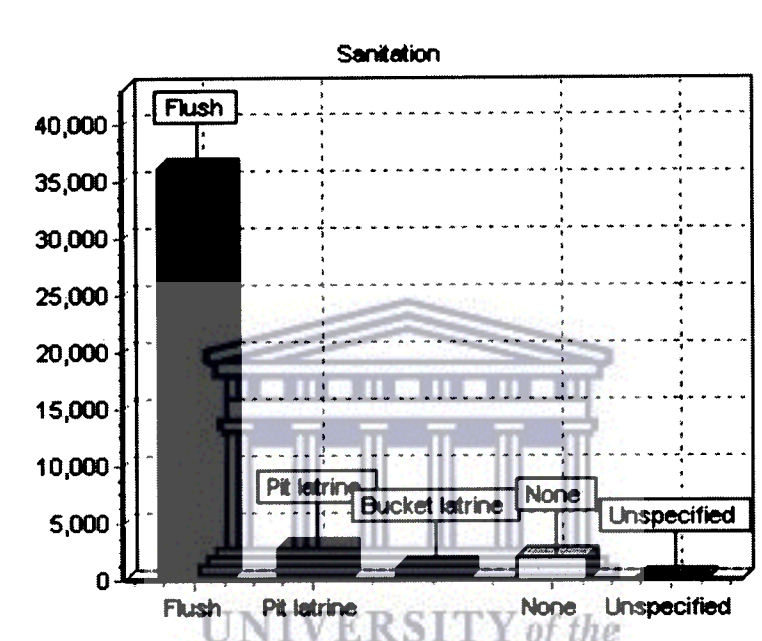
Electricity



The availability of electricity is an essential commodity to practically all of humanity and the region of Drakenstein is no different. This facility appears to be adequately and sufficiently provided for, with at least 35 000 households receiving formal electricity.

Figure 3.13

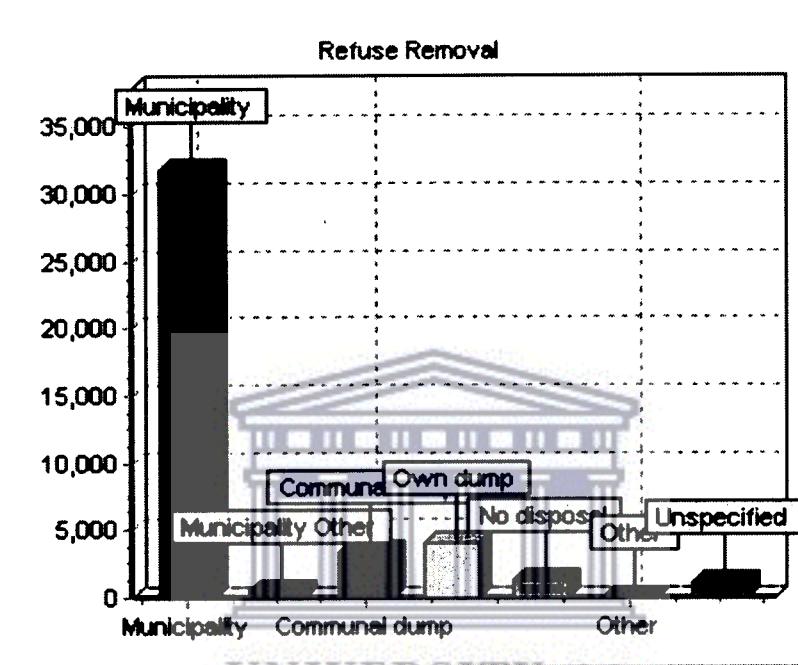
Sanitation



Although the vast majority of the population have access to flush toilets, the data reveal that some of the regions people still make use of old and outdated forms of sanitation. In terms of the basic needs and basic human rights, this state of affairs will need to be addressed by the municipality.

Figure 3.14

Refuse Removal

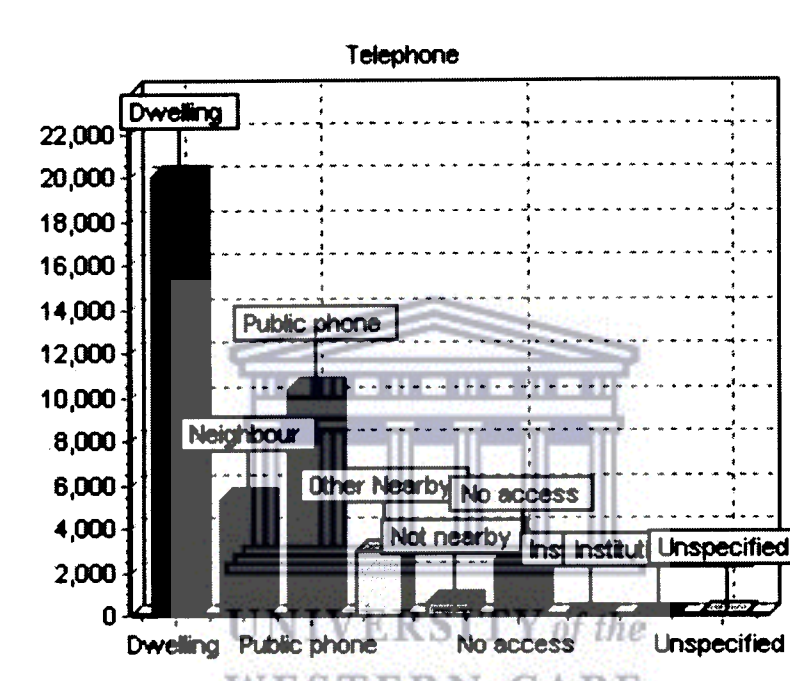


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This table, once again, illustrates the fact that most residents of the Drakenstein municipality have access to basic services and, in this instance, to refuse removal.

Figure 3.15

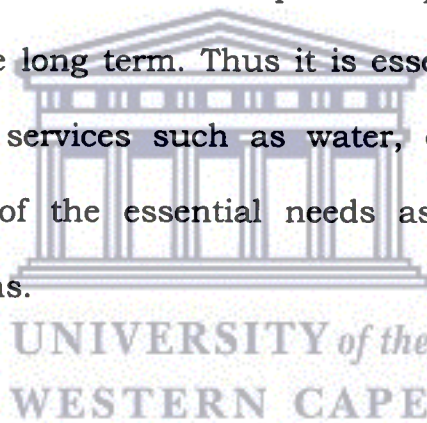
Telephone



The data indicates that at least 20 000 dwellings within the regions have access to telephones. Communication is an essential and vital part of any normal household, and while it might not fall within the ambit of other essential services enshrined within the Constitution it remains an important part of social development.

From the foregoing data, it is evident that there are a broad range of developmental needs in the Drakenstein municipality which an IDP

would logically attempt to address. According to the (DPLG 2001:6) an assessment of the existing level of development, which includes identification of communities with no access to basic and other essential services is an essential first step in formulating an IDP. The aforementioned data indicates the level and depth of essential and non-essential needs which the Drakenstein municipality should be aware of when embarking on a process of integrated development planning. It is important to note that in a system of integrated development planning, development should support community life and distribute the benefits of development equitably, in order to sustain them over the long term. Thus it is essential to do a critical assessment of basic services such as water, electricity, sewerage, refuse removal and of the essential needs as highlighted in the abovementioned graphs.



Integrated development planning has as its core function the promotion of integrated development within local government. Having access appropriate data relating to basic services, it will assist the municipality in being more specific and direct in the allocation of municipal funding in the budgetary process of which the IDP is such an important and key instrument. The commitment of resources towards delivering basic services forms a significant portion of municipal budgets. Inaccurate data will undoubtedly impact negatively on the budgeting framework. This situation might influence the Drakenstein municipality to make less provision for certain

services and more provision for others that should actually have been higher up in the priority list. It is therefore not only important that access to this data is generated but also that this information should be sound and reliable as local government is ultimately accountable to the community which it serves.

According to the (DPLG 2001:6) integrated development planning should be viewed as a weapon in the fight against poverty. It is intended that through the IDP severe social and economic imbalances such as the urban and rural divide as well as adverse conditions affecting marginalised groups on the grounds of race, gender, age or disability be addressed. The Constitution of 1996 (Section 152) supports this view in that it requires a municipality 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. When the Drakenstein municipality assembles its strategies, projects and programmes by means of the IDP process, it is essential that these plans be assessed in terms of the extent to which these plans assist in improving the living conditions of the disadvantaged (the indicators which are provided in the preceding tables).

In the greater Drakenstein region due to socio economic problems there is a need for adequate skills provision and training within the region. In looking at the abovementioned statistical information

(Education Levels) it is very evident that the largest proportion of the economically active population only have either no education, or have only primary or secondary education. This contributes to the big disparity between various income levels in the community. It is very worrying to note that with an estimated population of 200 000 less than 5% of the population has a tertiary qualification. Also worrying is the fact that about 9% of the population has a lower than standard 5 qualification. It is thus unsurprising that; most of the economically active population are employed in elementary jobs.

Even though education is not a constitutional mandated local government function, as is the case in many other international countries, the local government for the Drakenstein region should still play a very active role in creating an environment for skills and other informal training. If this situation is allowed to deteriorate further, it could result in less job opportunities for the region at large. This could ultimately result in greater non-payment of essential services delivered by the Drakenstein municipality. This will not bode well for the municipality's already limited financial resources.

Looking at the statistics on the type of industries operating within the region, it is evident that most people are either employed in the farming or manufacturing sectors. Given the socio-economic problems previously mentioned, the Drakenstein municipality should consider looking at ways in which to make land available to previously

disadvantaged people. In doing this, not only will they be contributing to the national land distribution programme currently being driven by the Department of Land Affairs, but they will also contribute to a system of local economic development in the region.

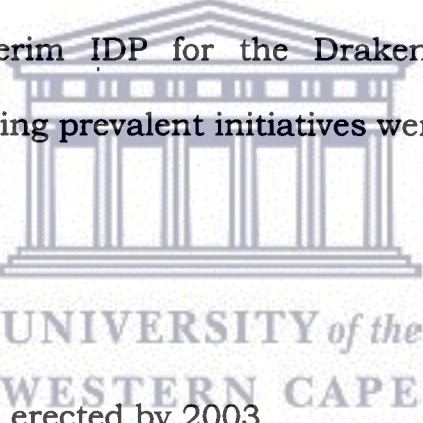
According to the Department of Provincial and Local government “integrated development planning is an instrument to ensure more effective and efficient resource allocation and utilisation. IDPs enable municipalities to weigh up their obligations and systematically prioritise programmes and resource allocation. In a context of great inequalities, IDPs serve as a framework for municipalities to prioritise their actions around meeting urgent needs, while maintaining the overall economic, municipal and social infrastructure already in place” (DPLG: 2001:21). Delivering essential services to communities is one of the most important functions of a municipality. The data as provided by the abovementioned graphs indicates that the Drakenstein municipality has made significant advances with the delivery of services. However still much remain to be done and this can only be addressed through a system of integrated development.

A Critical Analysis of the Drakenstein Municipality: IDP

Projects

The IDP that has been drawn up for the larger Drakenstein area represents, to a large extent, the development initiatives as laid down in the previously drawn up IDPs of the old TLCs Paarl, Wellington and Saron. In these documents a number of proposed initiatives were envisaged to have been implemented with the intention to boost the respective local economies as well as civil society. For example according to the interim IDP for the Drakenstein (2000:67-105) municipality the following prevalent initiatives were listed:

Paarl

- 
- ✓ • 5000 quality homes erected by 2003,
 - ✓ • A multi purpose centre should be established in Paarl-East and Mbekweni by 2003,
 - ✓ • Establish a mechanism to ensure a 97% average payment of services by January 2003,
 - Reduce arrears payments to 60% by January 1999 and by 90% by January 2000, to 97% by January 2002,
 - ✓ • Address 60% of imbalances in service provision by January 2001 and redress all imbalances in service delivery by January 2003,

- Ensure the financial management of the municipality is in accordance with the applicable legislation with immediate effect,
- Develop a strategy to develop income sources and ensure payment of services by December 2001,
- Establish and implement an effective affirmative action policy by December 2001.

Wellington

- Feedback sessions by the organisation and information regarding decisions,
- Greater involvement of community leaders in council,
- Good planning,
- Communication with organisations by Councillors and through local government to community,
- Relay of information regarding services and tariff structure,
- Organisation and Council must meet more and public participation.

Saron

- Upgrading of 300 units municipal housing:
- Provide all houses and housing-project with electricity and streetlights, and

- More effective channels of communication between council, the local authority and it's stakeholders the community.

Analysis

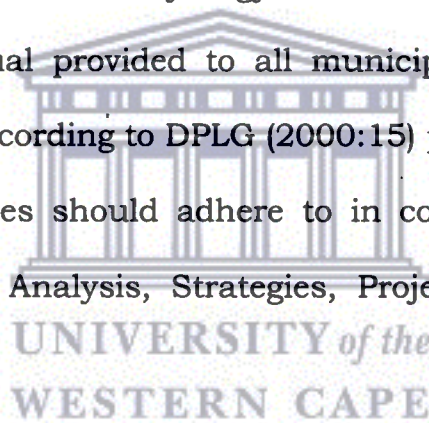
Whilst the issues identified as priorities, might well be of relevance to the needs of the community, the fear also arises that these might merely be wish lists for the municipality to entertain themselves and their councillors. The criticism flows out of the concern when analysing the capital expenditure framework for the municipality, which is expected to cover the initiatives and visions of the IDP for the area. Given the new dispensation of municipal governance within the country, councillors with individual ideologies and expectations are preoccupied with the bigger needs of their parties. In order to ensure political survival for themselves, they tend to side with the political will of their party instead of with the will and expectation of the people who have placed them there.

It is a common experience that during council deliberations and meetings, councillors, in general, do not participate satisfactorily, especially with respect to the indispensably important and obligatory role of the Executive council in managing the IDP process. Equally important is the vital role and participation of the municipality's Steering Committee. In concluding the interim IDP for Drakenstein municipality the Council and it's executive indicated many of the

objectives it wanted to achieve. However, in reality these aforementioned objectives lacked any indication of what would be the key performance indicators and which measures which should have been instituted at the time in order to ensure that Council delivered on it's promises.

IDP Process

In researching the IDP of Drakenstein municipality it is important to examine how their IDP was in synergy with the process as contained within the IDP manual provided to all municipalities within South Africa. The manual according to DPLG (2000:15) provided for 5 phases to which municipalities should adhere to in completing their IDPs. These stages are an Analysis, Strategies, Projects, Integration and Approval stage.



Analysis

The IDP appropriately identifies the development profile of the region with respects to demographics, public services, economic classifications and background to the various towns, which constitutes Drakenstein municipality.

The data provided in the IDP however, do not indicate or provide an analysis of the current service gaps differentiated in terms of area and

social categories. This information is vital in that it will clearly give an indication of the need within the different population groups in the region. The IDP makes no attempt to investigate and understand the way in which the previous towns allowed economic backlogs to occur in the way in which it did. If these difficulties were as a result of resources and or lack of economic potential, what did the new Drakenstein municipality learn from their mistakes and how they will be improving on these not to make the same mistakes.

The data as provided in the interim IDP unfortunately do not indicate if there was any active participation by community and other important stakeholders in the previous towns in the planning process and if there was, the type of contributions that were made in concluding the IDP. According to the DPLG the “IDP serve as a basis for engagement between local government and citizens at local level, and with various stakeholders and interest groups. Participatory and accountable government only has meaning if it is related to concrete issues, plans and resource allocations” (DPLG; 2000:21).

The IDP does not indicate the region’s strength with regards to its available resources and potentials. Access to this type of information is important in that it could assist the municipality in identifying the resources on which they could draw, and could assist them delivering in key requirements of the IDP process.

Strategies

The interim IDP omits to inform what the Drakenstein Councils vision is for the municipality. It is legally mandated by the Municipal Systems Act, Act 32 of 2000, chapter 5 section 26 to highlight the vision for the long-term development of the municipality with special emphasis on the most crucial development and internal transformation needs of the council. It is important to highlight the vision for the municipality because the municipality's objectives are derived from its vision. The IDP however does highlight the development objectives it wants to accomplish with respect to socio economic issues such as economic development, job creation social welfare development, infrastructure, service delivery, environmental management and conservation but only on a macro level. The document also indicates the timeframe within which the municipality intends to accomplish the aforementioned objectives. However it does not clearly indicate how the municipality will go about the delivery of these stated objectives. It also doesn't indicate where financial resources will be drawn from in order to finance the delivery of these development objectives.

The IDP makes reference to National, Provincial and District spheres of government guidelines and instructions given to them in drawing up the IDP but nowhere is it mentioned in the document how these expectations have been complied with by the Drakenstein

municipality. In looking closer at the document nowhere has the Drakenstein municipality identified any specific projects and committed itself to embark on an initiative of development. In brief the document just highlights the demographics and development objectives with regards to poverty, spatial, environmental, and economic needs for the region.

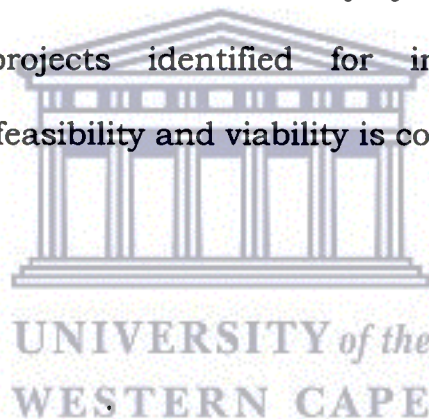
Projects

Due to a lack of capacity and understanding of the IDP process at the Drakenstein municipality, the council resolved that a consulting firm, Octagonal Development CC, be appointed to conclude the IDP for the municipality. In this phase the intention was to have the municipal task team (Octagonal Development CC) responsible for IDPs, to engage with other major role players like target groups, local government and other public sector departments in finalising the design of project proposals. According to the overview of the IDP process these discussions were to lead to micro strategies (a gap identified in the strategies section) for which preliminary budget allocations per project were to have been made. Allocations were to indicate cost, the type of budget from which these funds would have been drawn, the source of finance and details of who would be responsible for its delivery. The IDP only complied with these requirements by indicating the amounts for certain projects and their source (source: loans).

Integration

In this particular stage the municipality is required, in terms of the prescribed process, to screen projects pertaining to compliance with priorities, objectives and guidelines. It is also a requirement that there ought to be harmonisation between identified projects in respect of feasibility and viability. In the IDP nowhere is any indication given of how the municipality has gone about prioritising its capital expenditure framework for the period 2001/2002 to 2005/2006. It therefore makes it questionable whether any system was instituted to ensure that the projects identified for implementation were harmonised as far as feasibility and viability is concerned.

Approval



In this particular stage the IDP process requires extensive debate and discussion within Council and district alignment with the necessary horizontal co-ordination of the process. National and Provincial government alignment is also essential to ensure sector alignment, legal compliance and professional feedback.

According to the newly appointed IDP manager for Drakenstein municipality, Mr Stiaan Carstens, the IDP process lacks satisfactory integration, which has resulted in difficulties being experienced in concluding integrated programmes and sectoral plans and he believes

that current plans should be reviewed (Personal interview). He also indicated that the current IDP process lacks the necessary capacity and that there is very little, if any, involvement of National and Provincial Departments and other service providers, probably at the district level.

The new IDP Manager reported that the process was initially hampered due to a lack of capacity, which resulted in the process being squeezed into a shorter time frame, which ultimately affected the integrity of the process. Mr Carstens stated that the IDP for Drakenstein municipality is in an embryonic stage and that many role players do not fully comprehend its objectives. This he believed was a threat that would ultimately hamper the planning process and he felt that the shortcoming would need to be addressed through training in both municipal and civil society spheres.

Given the diverse background and makeup of the former municipalities of Paarl, Wellington and Saron, which now constitutes the Drakenstein municipality, inherent problems include issues such as:

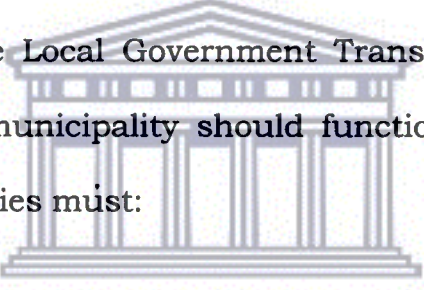
- An absence of an integrated organisational structure at all levels.
- The Absence of a five-year financial plan similar to that being used by provincial and national government called, the

Medium Term Expenditure Framework, which allows these two spheres of government to more adequately project and plan their expenditure.

- The financial management system utilised by the various administrations, are not integrated and most of these towns still operate on their own systems and thus are in need of an integrated financial system.

Financial Planning

Section 10(G)(I) of the Local Government Transition Act determines the way in which a municipality should function. This section also states that municipalities must:

- 
- Use resources in an effective, economical, accountable and transparent manner.
 - Structure and manage their administration, budgeting and planning process to give priority to basic needs.
 - Set clear objectives that they will meet and sustain.
 - Regularly monitor and assess performance.
 - Prepare an integrated development and financial plan in respect of all their powers/duties and functions, and
 - Annually to report to the community.

The interim IDP (2000:114) alludes to the fact that it is essential “ to provide the financial environment in which the prioritisation and budgeting of projects can take place, it is necessary to evaluate the council’s current financial status. The compilation of a long term operating budget, by using the existing operating and capital budgets, can be very useful as a basis to project spending patterns for a number of future years.” The financial estimates contained within the capital framework indicate a sharp drop in future spending to this sector within the municipality’s capital budgeting framework which is estimated to be in the region of R35 million for the for the financial year 2002/2003. Therefore the question is raised, how does the Drakenstein municipality envisage financing these priorities it intends to accomplish now and in the future, as most IDP objectives are accomplished via capital projects?



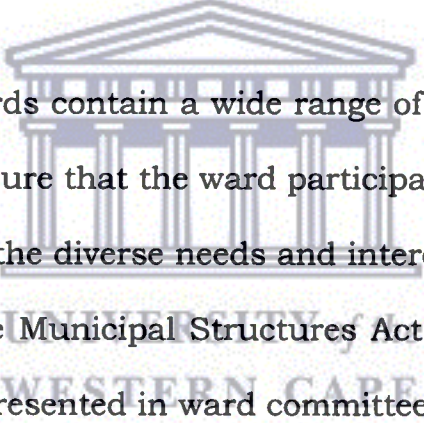
According to the Drakenstein municipality (2002:A3-6) the budgeting process for the financial year 2001/2002 was not fully integrated with the objectives and mission statements contained in the municipality’s IDP document, which was mainly the result of a drawn out planning process. However, it is intended that the budget process for the financial year 2002/2003 will be fully integrated with the IDP process in order to ensure that the budget is fully based on the IDP.

Participatory Development

It is stated in the Integrated Development Plan: (Drakenstein Municipality; 2002:B2.1.3-5) that all meetings of Council and sub-Committees are open to the media and the community. A municipal newsletter is distributed quarterly. The Drakenstein RDP Forum participates in the yearly budget process. There are currently no formal community communication structures for participation and with whom the municipality can engage on an ongoing basis to consult with on municipal affairs. Due to increasing and ever changing needs of the community of Drakenstein and its people, there is an ever increasing and dire need for the municipality to ensure that such aforementioned institutional systems are brought in place to enhance participative governance and to deepen the democracy.

The ward participatory system of municipal government allows for the establishment of ward committees to facilitate community participation in the matters of local government. Ward committees can also improve communication between the municipal council and local communities, and play a role in identifying community needs and fine-tuning municipal programmes to accommodate local circumstances.

Most municipal areas are divided into wards for the purposes of local government elections. (The exceptions are areas where the municipal council has less than seven members. In these areas there are no wards.) The ward participatory system allows for matters of local concern to be addressed by committees established for wards. This gives residents a more direct voice in the governance of their neighbourhood. It enhances participatory democracy in local government by providing a vehicle for local communities to make their views and needs known to the municipal council.



Like communities, wards contain a wide range of needs and interests. The challenge is to ensure that the ward participatory system works in a way that brings out the diverse needs and interests that exist within a particular ward. The Municipal Structures Act makes provision for this diversity to be represented in ward committees.

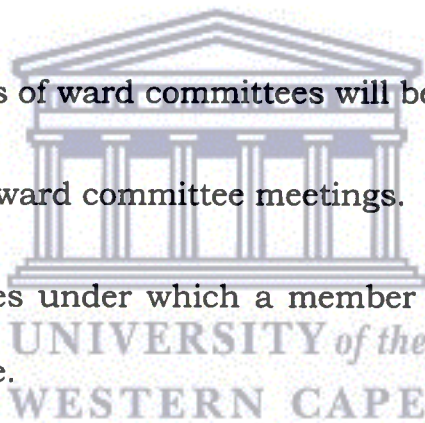
Ward committees

Within the current dispensation in the Drakenstein municipality the system of ward committees is currently non-existent and non-functional with only ad-hoc ward meetings held by certain councillors (Drakenstein Municipality; 2002:B2.1.3-5). If a municipal council

decides to have ward committees, it must establish a ward committee for each ward in the municipality.

In terms of the Municipal Structures Act, each ward committee consists of the councillor who represents that ward and a maximum of 10 other persons from the ward area. The councillor for that ward must act as the chairperson of the ward committee. If a municipal council establishes ward committees, it must make rules regarding:

- How the members of ward committees will be appointed.
- The frequency of ward committee meetings.
- The circumstances under which a member of a ward committee must vacate office.

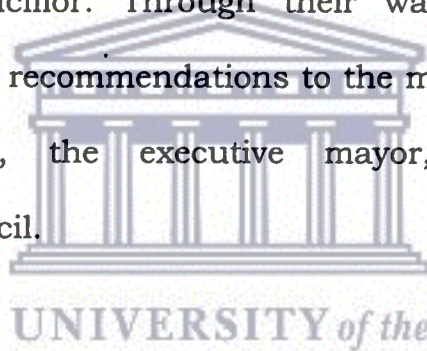


When the municipal council is deciding how the members of ward committees will be appointed, it should try to ensure that a diversity of interests is represented in ward committees. Different groups in the local community have different opinions, needs and experiences. A diversity of opinions will make the ward committee a vibrant democratic structure.

Functions and powers of ward committees

According to the Municipal Structures Act, Ward committees are mainly advisory committees and may make recommendations on any matter affecting their ward. A municipal council may also delegate additional powers and duties to ward committees.

Ward committees act as a sounding board and as advisory structures for their ward councillor. Through their ward councillor, ward committees can make recommendations to the municipal council, the executive committee, the executive mayor, or the relevant metropolitan subcouncil.



A factor of concern in the drafting of the Drakenstein IDP was the amount of time assigned for participation by the community. Evidently the time assigned was inadequate in that most of the objectives in the IDP were identified almost three years ago. Is the community at large still experiencing exactly the same difficulties then as now? With the moving of most important functions of the previous three municipalities to only one town, what impact did this have on the mobility and ability of current businesses to operate effectively? Are the councillors who identified these objectives still represented on

the current council and how strongly do they bring new councillors in line with their stated objectives on the IDP for the new municipalities?

In researching the Drakenstein municipality's interim IDP, nowhere is there any indication of meetings held with the various communities in order to solicit their expectations for the development for their specific areas. Even in the final IDP document delivered to the Provincial Administration of the Western Cape by the Drakenstein municipality, only the times, dates and venues of meetings are noted, and the document does not go as far as explaining how this interaction with the public influenced the council's strategic and developmental objectives.

Outstanding Debts



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The outstanding debt arising from the non-payment of essential services rendered by municipalities is a huge problem experienced by many municipalities in South Africa and the Drakenstein municipality is no exception. We see that it was one of the aims of the municipality as mentioned in its objectives, to reduce outstanding debts or arrears payments to 60% by January 1999 and by 90% by January 2000, to 97% by January 2002. The problem, however, remains and the Drakenstein municipality's outstanding debt is estimated at R 43 million, which consumes 13% of the municipality's operational

budget, which is budgeted at R336 993 340 (Drakenstein municipality 2002:B2.1.3-5).

In its strategic objectives for each town, the municipality has eluded to the fact that a comprehensive strategy will be followed in order to ensure that the payment of rates by all community members will be strengthened. In most cases municipalities have adopted a common strategy to ensure that people who do not pay for municipal services are forced to do so. It is currently common practice by municipalities to adopt a credit control policy for the aforementioned purpose. The municipality has embarked on such a policy by utilising the Debt Pack system, a system that is commonly utilised within most municipalities in South Africa. However this system seem to have been ineffective because the municipality's outstanding debt as mentioned before is estimated to be in the region of R43 million and it appears to be on the increase.

It is also very obvious that no conclusive strategy has been developed to streamline these objectives, or wish lists, into a more meaningful and accomplishable operation so as to enhance development in the community at large.

Looking at the demographic profile of the Drakenstein municipality, it's clear that there remain numerous backlogs in the various communities in the municipality's makeup. Given the limited

resources at the disposal of the Drakenstein municipality, it will carefully have to map out its strategic goals and its financial activities in order to address the obvious backlogs within the area. However key to addressing these needs successfully will depend on what processes are put in place, internally and externally to ensure sound and effective public participation in this process. It is therefore essential that profound and strategically aligned business plans and strategies within the municipality are developed and sustained to ensure integrated development planning at the Drakenstein municipality.



Chapter 4

Summary, Recommendations and Conclusion

Summary

This research report has aimed to evaluate the Interim IDP of the Drakenstein Municipality, which according to Transitional Arrangements, was submitted to the Provincial Administration of the Western Cape. The Final Integrated Development Plan for the municipality was submitted late in the year 2002, and was not considered in this research. Therefore, the research findings are based on the Interim phase of local governance in general and the Drakenstein Municipality in particular.



In analysing the status quo within the Drakenstein municipality a few issues were identified. One of the most crucial issues that was highlighted, was the fact that most of the projects envisaged for the future of the towns, which forms the Drakenstein municipality, are long-term projects, which inevitably have a capital expenditure implication due to the fact that most of these projects will only be delivered over a period of longer than one year. In conducting this investigation, it was discovered that the municipality's spending on capital expenditure is actually decreasing over the forecasted periods of its budgeting framework, and this will need to be addressed in the

future if any significant contribution is to be made to the community at large through it's IDP vehicle.

Recommendations

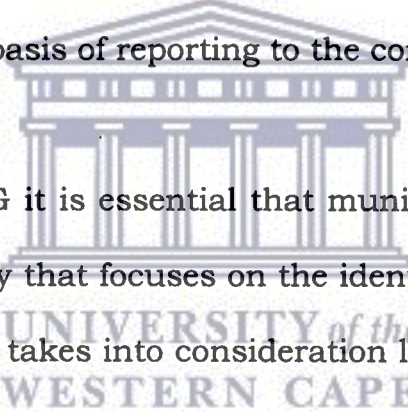
Integrated Development Planning should be a coordinated process that drives the activities of all units and departments of local government. The IDP should therefore guide daily actions, including the many decisions that have to be made concerning development and investment of time and resources. The worth of the IDP is, however, to be found in its implementation and not in its sophistication or comprehensiveness, as displayed within the first document delivered by the Drakenstein municipality.

The implementation of the IDP for the Drakenstein municipality rests on two key aspects:

- a) business plans of departments translating the strategic themes into tangible and measurable activities; and
- b) the 2002/03 budget that allocates resources.

Business Plans for each department are an essential element and a vital tool that should be utilised by municipalities in general. In view of this it is recommended that departmental business plans should be drawn up for the Drakenstein municipality, because this tool

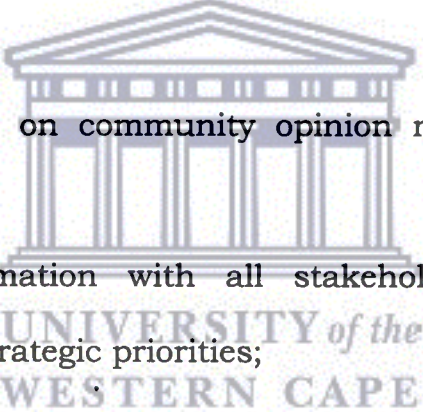
illustrates the vital alignment between strategic themes and departmental priorities and deliverables. Business plans create an essential platform, which align themselves with performance measures, reporting and the corporate priorities set by the Council. It is therefore an inherent requirement for each department within the Drakenstein municipality, to be first of all committed to delivering on the business plan, and the key performance indicators and key performance measures listed in their plans. If, and when, departments within the municipality eventually deliver on these Key Performance Indicators and Key Performance measures, they will form a yardstick and a very important basis of reporting to the community.



According to the DPLG it is essential that municipalities should have in their IDPs a strategy that focuses on the identification of prioritised local needs and which takes into consideration local resources (DPLG; 2001:7). However, it is critical to note that not all elements of the business plans are resourced. In effect, budgetary constraints curtail the capacity of the Municipality to address all its priorities in one given year. Important and significant gaps therefore exist between the IDP and departmental business plans. It is in these gaps where the private sector and community organisations can add to the capacity of the municipality in support of broad community development priorities. The IDP should define synergies between the activities of Council and NGO/CBO and the business community (especially the

farming sector) and role players should be encouraged to explore roles for their organisations towards a better life for all.

In order for the Drakenstein Municipality's IDP to be successful and deliver on its key promises, it should aim to develop an integrated plan that serves as an effective management tool, a measure for reporting and a medium for communication between the administration, political representatives and communities. More specifically, for the council to ensure equitable delivery it will have to utilise the IDP in a number of ways:

- 
- a) to gain insights on community opinion regarding key issues affecting it;
 - b) to share information with all stakeholders regarding the Municipality's strategic priorities;
 - c) to guide other detailed strategies and plans to ensure a co-ordinated effort towards addressing priorities;
 - d) to promote meaningful integration by addressing a range of elements such as:
 - the linkage between planning and multi-year capital and operating budgets;
 - effective co-operation between all spheres and tiers of government;

- ongoing and effective linkage between local government and communities through established structures;
- to guide annual budget and business planning processes;
- to serve as a point of reference in reporting to communities on progress; and
- to provide a point of departure for the ongoing development of the IDP in the Drakenstein region.

Conclusion

In the introduction to this research report it was indicated that the research was entirely based on the preliminary report by the Drakenstein municipality, which was released in November 2000. However in the interim, the Drakenstein municipality has subsequently appointed an IDP manager who has been assigned the task of completing the final IDP. It would appear that there will be a large revamp of the first IDP document, released by the municipality. A large contributory factor to these changes was the availability of the IDP Guide Packs, which were prepared by the Department of Local Government. These provided a legal and administrative framework for the future, implementation of IDPs.

It is however essential for the Drakenstein municipality to ensure that it not only acts in accordance with these IDP Guide Packs but also complies with legislative requirements as laid down in the Municipal

Systems Act. However, the key challenge is to translate the plans into actions that will support Integrated Development that benefits all and will serve as an effective tool for transformation.



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