

INTERGRATED DEVELOPMENT PLANNING (IDP) AS A TOOL FOR  
PROMOTING SUSTAINABLE DEVELOPMENT: THE CASE OF EMFULENI  
LOCAL MUNICIPALITY (ELM)

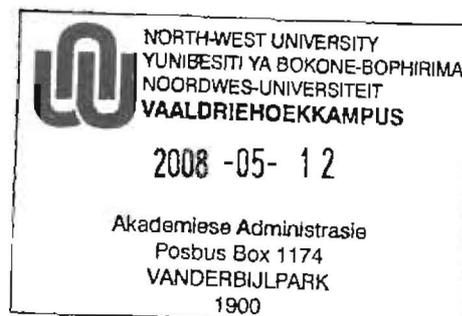
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MAY YOU BE ALL BLESSED

## ABSTRACT

The government has taken constructive steps to address the issue of poverty in South Africa. The principal strategy on the government), and for that matter municipalities) for poverty alleviation is to promote sustainable development (better quality of life for all) through the process of integrated development planning (IDP).

Municipalities are, by virtue of legislation, required by the Government to use Integrated Development Planning as the vehicle to improve and fast-track service delivery and development. One of the main objectives of the IDP is to promote sustainable development. . The objective of this study is to determine the extent to which the IDP is used to promote sustainable development at Emfuleni Local Municipality (ELM)

For the purpose of the study, the hypothesis was formulated that the implementation of IDP as a tool for promoting sustainable development within ELM is significant for improving service delivery and the living standard of local communities. To test the validity or otherwise of the hypothesis use was made of theoretical review of literature in promoting sustainable development at ELM Further there was an empirical research method of open-ended questionnaires that was used to test attitudes and perceptions of municipal officials, IDP representatives and the community of ELM on the effectiveness of IDP.

It was found among others that:

- The council and management of ELM consider the IDP as effective management tool in promoting sustainable development;

- ELM has elaborate plans and mechanisms for initiating programmes on the IDP;
- Public participation in the process needs to be intensified.
- While the municipality has achieved much success with the use of the IDP, the rural residents of ELM are largely ignorant of the process and its benefits.

The study ends with recommendations for improvement of the IDP process

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## APPENDICES

## CHAPTER 1 INTRODUCTION

**Key words:** Integrated development, promotion, implementation, service delivery, policy frame work, strategic plan, and environment.

### 1.1. ORIENTATION AND PROBLEM STATEMENT

Sustainable development entails the integration of social, economic and environmental factors into planning, implementation and decision-making so as to ensure that development serves present and the future generations (Coetzee, Graaf and Wood 2001:499) It is becoming clear that if the world continues along its unequal growth path, the combined threats of ill health and disease, conflicts over natural resources, underdevelopment, environmental degradation and economic instability will undermine even the prosperity of the developed world. According to Thirlwall (1999:10) sustainable development is all about improving the human resource management of the natural resource base in order to maximize human welfare and maintain the environment now and for the future.

Constructing and implementing sustainable development is complex and multi-dimensional. Policy development, co-ordination and strategy cut across the socio-cultural, economic and environment spectrum (Coetzee *et al* 2001:498). There are a number of development priorities identified within the global context of sustainable development. South Africa has identified these as priorities and localized them within the four pillars of sustainable development, namely governance, economics, social and environmental.

The developmental role of local government is set out in terms of section 152 of the *Constitution of the Republic of South Africa* (Act 108 of 1996), and in the White Paper on Local Government (1998), Consequently Emfuleni as a local municipality should structure and manage its administration, budget and

planning process in order to give priority to basic needs of the community and participate in national and provincial development programmes.

Local government is a key role-player in the development process of South Africa. Integrated development planning (IDP) is one of the key tools for local government to cope with its new developmental role. Davids , Theron & Maphunye (2005:137) mention that IDP is now seen as a function of municipal management, as part of an integrated system of planning and delivery. The IDP process is meant to arrive at decision on issues such as municipal budget, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. IDP strategies, however, will not only inform the municipal management; it is also supposed to guide the activities of any agency from the other spheres of government, corporate service providers, NGOs and the private sector within the municipal areas, all of which are partners in sustainable development.

One of the main aims of IDP is, to promote sustainable development to societies and to promote a better life. According to Davids, Theron & Maphunye (2005:135)that IDP supersedes all other plans that guide development at local government level. For that matter the IDP is considered as the single inclusive and strategic plan for the development of the municipality which links, integrates and coordinates plans and takes into account proposals for the development of the municipality. The IDP also integrates the resources and capacity of the municipality with the implementation of the plan and forms the policy framework and general basis on which annual budgets must be based. IDP is therefore the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality.

In terms of Emfuleni IDP Review of 2005/6 the IDP is regarded as a five year strategic development plan that is reviewed every year to comply with the provisions of Section 34 of the *Local Government Municipal Systems Act* (32 of 2000) which provides that a Municipal Council:

- Must review its integrated development plan, annually in accordance with an assessment of its performance measurements in terms of Section 41, and to the extent that changing circumstances so demand, and;
- May amend its integrated development plan in accordance with prescribed processes

In its objective to promoting sustainable development, the ELM has the following indicators in its IDP (Emfuleni IDP of 2005/06) :

- Maintenance and improvement of processes, procedures, structures and supporting systems to enhance the effective and efficiency of services.
- Sustainable maintenance of basic infrastructure such as water, sanitation, roads, electricity, buildings.
- Provision of free basic service, especially to all registered indigents
- Development of new infrastructure to support new development as far as possible.
- Investment and involvement in economic development initiatives within Emfuleni.
- To deliver an effective service to sustain lives of Emfuleni Community

## 1.2 HYPOTHESIS

Implementing IDP as a tool for promoting sustainable development within ELM is important for improving service delivery and for improved living standards of local communities.

## 1.3 RESEARCH QUESTIONS

Flowing from the problem statement, the study will search for answers to the following questions:

- \* What is meant by concepts, Integrated Development Plan (IDP) and sustainable development?
- \* What processes and systems exist at Emfuleni Local Municipality's IDP in promoting sustainable development?
- \* What are the indicators of success or failure in promoting sustainable development at Emfuleni Local Municipality?
- \* What recommendations can be offered in implementing IDP and for promoting sustainable development at ELM?

## 1.4 RESEARCH OBJECTIVES

The following will serve as the objectives of this study.

- \* To give a theoretical exposition of the concepts Integrated Development Planning and sustainable development.
- \* To analyze the systems and processes for implementation of IDP and promoting sustainable development at Emfuleni Local Municipality.
- \* To conduct research into success or failures at the Municipality which may be attributed to the implementation of IDP and sustainable development at ELM.
- \* To offer recommendations that may add value for management action for implementation of IDP and for promoting sustainable development at Emfuleni Local Municipality.

## 1.5. RESEARCH METHODOLOGY

The research were a qualitative study, According to Welman and Kruger (1994:45), qualitative research is a multi-method in focus, involving an interpretive, naturalistic approach to its subject matter. This means that the subjects are studied in their natural setting, attempting to make sense of, or interpreting phenomena in terms of the meanings that they generate among themselves. The multi-method nature of qualitative research involves use and collection of a variety of materials such as personal experience, interviews, questionnaires, and observations, inter-actional and visual contexts (Neuman, 1997:32). Struwig & Stead (2001:78) also state that a qualitative research prefers to begin research in a relatively open and unstructured manner.

## 1.6 LITERATURE REVIEW

The primary sources of information was the library of North West University, other public libraries in the Vaal, Internet sources, 2005/06 Integrated Development Plan of Emfuleni Local Municipality, manuals and journals, policy documents, Government publications, and newspapers articles. The following were consulted to serve as a theoretical framework that was used as a background for the empirical side of this research namely. IDP guidelines, IDP general overview, IDP methodology, IDP tool box and books and journals on sustainable development.

## 1.7 EMPIRICAL RESEARCH AND DESIGN

Interviews were conducted through structured questionnaires with relevant officials and heads of various departments namely, Emfuleni IDP Manager (Mr H. Mukwevho), IDP steering committee, new Municipal Manager (Dr M.M Bakane-Tuane) IDP representative forum, in order to identify measures that can promote effectiveness of IDP implementation and promoting of sustainable development and to solicit views on what recommendations can be made to ensure a proper quality of service delivery. Further interviews were conducted with a random sample of 20 community members on their perception of the role of the ELM in promoting effectiveness of sustainable development.

## 1.8 PRELIMINARY CHAPTERS

Chapter 1. Orientation and Problem statement

Chapter 2. Theoretical exposition of IDP and of sustainable development

Chapter 3. An overview of IDP as a tool for promoting sustainable development at ELM

Chapter 4. Empirical study on the impact of promoting sustainable development at ELM.

Chapter 5. Findings, Recommendations, and conclusion

## CHAPTER 2 THEORETICAL EXPOSITION OF INTERGRATED DEVELOPMENT PLANNING (IDP) AS A TOOL FOR PROMOTING SUSTAINABLE DEVELOPMENT

### 2.1 INTRODUCTION

Sustainable development is a worldwide aim and on the agenda of many countries especially the developing and least developed countries in Africa. The idea of sustainable development grew from numerous environmental movements in earlier decades and was defined in 1987 by the World Commission on Environment and Development. Sustainable development is a process rather than an end goal; it is the needs of the present without compromising the ability of future generations to meet their own needs. South Africa is on the road of recovery, with a dream for a future of peace and prosperity.

The concept of sustainable development is contained in the South African Constitution and is an important theme in most of policies and legislation that have been promulgated since 1994. Sustainable Development is a dynamic process which enables all people to realize their potential, and improve their quality of life. The government of South Africa has introduced a new strategy for sustainable development as "A better quality of life for all".

This chapter aims to provide a theoretical exposition on sustainable development within Emfuleni Local Municipality (ELM). ELM is committed to promote the goal of sustainable development. The issue of poverty, unemployment, types and causes of poverty, World Summit on Sustainable Development will be elaborated.

## 2.2 THE CONCEPTS DEVELOPMENT AND SUSTAINABLE DEVEVELOPMENT

Sustainable development is a concept that could be abstract and hard to relate to the priorities and problems of people in places where the environment, economy and community have all suffered from neglect, poverty, industrial decline, and unemployment. There are three interrelated elements in most definitions. (Beckenstein et,al 1996:12) Firstly, the core objective of sustainable development is optimizing human welfare. Welfare includes income and material consumption, along with education, health, equality of opportunity and human rights. The second objective is that all physical and economic activity should be compatible with the surrounding biosphere. This element focuses on non-renewable resources, and emphasizes that these resources should not be used at a rate that exceed the rate at which they can be substituted by sustainable renewable resources. There should be no net degradation of the wide range of indispensable services provided by the natural environment. The third element is the equitable distribution of bio-spherically compatible improvements in human well-being, both today and tomorrow. In this context sustainability implies intergenerational equity.

One of the most influential definitions of the terms sustainable development" is that of the World Commission on Environment and Development. In its 1987 report, titled *Our Common Future* ("The Brundtland Report"), sustainable development is defined as development that meets the needs of the present without compromising the ability of future generation to meet their own needs (Beckenstein et al, 1996:9). The term Sustainable Development was adopted by the Agenda 21 programme of the United Nation. The 1995 World Summit on Social Development considers SD as the" framework for their efforts to achieve a higher quality of life for all people"

### 2.2.1 Development

Caring for the poor has been described by many people as development; development means to uncover or to unfold, development reveals the hidden reality and potential in human beings, its is also a change which improves the living standard of people and enables them to act in a conducive way to self improvement and the betterment of their living conditions in terms of their own priorities, aspirations and needs. According to Coetzee (2001:120) development is a process by which people gain greater control over themselves, and their environment and future.

Ken (1994:4) mentioned that development generally means the improvement of people's lifestyles through improvement in education incomes, skills development and employment. Development also means that people should have decent housing, and that they should have security within those houses, that people should be able to read and write, and in Africa most people are still illiterate, South Africa included. In order to have better lives, people must get a good education. Illiterate people do not develop as much as educated people do, it is therefore important that people should get themselves a good education, or send their children to school , to get a proper and quality education. Ken (1994:5) noted that sustainable development requires that social interaction is organized to take account of the natural implications of new forms of social life. Participation and empowerment are fundamental to effective sustainable development.

## 2.2.2 Sustainability

Different authors regard the term sustainability as a pathway or direction that we need to move along to achieve greater balance between the social, economic and ecological environment, its about applying the goals and principles of sustainable development to achieve an improved quality of life.

According to Van der Merwe & Van der Merwe(1999:5) sustainable development is a programme that change the process of economic development so that it ensures a basic quality of life for all people and protects the ecosystems and community systems that make life possible and worth while. Todaro (2000:14)described development as the capacity of a national economy, whose initial economic condition has been more or less static for a long time, generate and sustain an annual increase in its gross national product (GNP).

### Sustainability Factors:

IDP Sectors and Dimension (2002) identify the following factors of sustainability

- Buy in and ownership
- Institutional arrangement and capacity
- Managing expectations
- Municipal Elections
- Lack of internet connectivity
- Interoperability with similar information systems

## 2.3 Poverty and Unemployment

There is a link between poverty and unemployment and they are closely correlated, 55% of people from poor households in South Africa are unemployed, compared with 14% of those from the non poor households.

One of the main objectives of sustainable development is to eradicate poverty and Unemployment. These two factors affect the economic growth of the Country.

### 2.3.1 Definition of poverty

Poverty is hunger, lack of shelter, or an inability to see a doctor. Poverty is the state of being without, often associated with the need, hardship and lack of resources across a wide range of circumstances (David's , Theron & Maphunye, 2005:37). Poverty is not just an issue for political, social, economic debate, it is a human phenomenon that affects real people who have names, aspirations, feelings and hopes it's about people who are desperate, whose images might be marred and whose dignity dented, even though they still remain people. Poverty is a multidimensional phenomenon; it is understood as a condition that manifests itself in a number of ways, including income, insufficient resources and vulnerability to social, political and economic resources. Individuals and households become vulnerable because they lack the resources.

One of the main causes of poverty at Emfuleni is crime; crime at Emfuleni has increased dramatically since late 1999s. Much of the country's recorded crime takes place in the big towns. ELM is regarded as the municipality with high level of crime whereby local members of ELM for example (Evaton, Palm Springs, Beverly Hills) decided to form a new strategy, called Crime Prevention Strategy together with the police (Vaal Weekly:13/08/2007)

### 2.3.2 Causes of poverty

Poverty has many causes, some of them are very basic, experts say the world has too many people, too few jobs, the causes and the effects of poverty interact so that while poor people also create conditions that keep them poor, the primary causes of poverty are outlined as follows:(MMBrinco.com.2006:2)

- Overpopulation

Overpopulation is regarded as the situation of having large numbers of people with unequal distribution of resources in the world economy.

- High standard of living and Costs of living

Because people in developed nations may have more wealth and resources than those in developing countries, their standards of living is also generally higher, and people who have what would be considered adequate wealth and resources in developing countries would be considered poor in developed countries.

- Inadequate Education and Employment Illiteracy and lack of education are common in poor countries; Governments of poor countries cannot afford to provide for good public schools especially in rural areas.

- \* Environment Degradation

Many parts of the world environment degradation, deterioration of the environment, including the atmosphere bodies of water, soil, and forest are an important cause of poverty.

- Individual Responsibility and Welfare Dependency

There are different beliefs about individual responsibility for poverty, and some people believe that poverty is a symptom of societal structure and that some proportion of any society inevitably will be poor.

## Economic and Demographic Trends

- Poverty in many developed countries can be linked to economic trends, in the 1950s and 60s, most people in United States experienced strong income growth.

### 2.3.3 Poverty lines

Poverty lines is defined as “if a government guarantees to make income up to some particular level then it may be presumed that; that level is the poverty line”. This is a problematic definition because if an uncharitable government reduces the guaranteed income, thus reducing the incidence of poverty so defined the incidence of actual poverty will be increased (Debraj 1998:2).

Poverty line is a measurement of the minimum level of expenditure required for basic necessities plus an extra amount required to participate in daily needs. The poverty line separates the poor from the non-poor in society (Global Insight 2004). According to the Development Bank of Southern Africa (DBSA), the absolute poverty line in South Africa refers to a monthly household expenditure requirement of R353 per household. However, the calculations by Global Insight reflect a higher figure of R678 required for one person. Below is a comparison of poverty line in nominal Rand for various household sizes between 2000 and 2003.

Table 2.1: HOUSE HOLDS LIVING UNDER POVERTY LINE

HOUSE HOLD SIZE	2000	2001	2001	2003
1	555	586	640	678
2	730	772	842	892

3	971	1 027	1 121	1 187
4	1 219	1 289	1 407	1 489
5+	1 456	1 539	1 681	1779

Source: SDM 1:15

The poverty rate (the percentage of population living in poverty) is approximately 39%. According to Global Insight (2004) , Urban Econ’s estimates are 46% while Cooperative and Alternative Centre (COPAC) are closer to 50%. As v\average poverty rate figures is 45%. The variation in estimates show that poverty measurements depend on variables used. Using global insight’s figures, to halve the poverty rate in Sedibeng district would require more than double the people employed and a decline in the unemployment rate from its estimated 47% to about 20%

#### 2.3.4 Absolute and relative poverty

According to Debraj (1998) a measure of absolute poverty quantifies the number of people below a poverty threshold, and this poverty threshold is independent of time and place. For the measure to be absolute, the line must be the same for different countries. Absolute measures should look only at the individual’s power to consume and it should be independent of any changes in income distribution. Measure is possible when all consumed goods and services are counted and when purchasing power parity (PPP)- exchange rates used. The intuition behind an absolute measure is that mere survival takes the same amount of goods across the world and, everybody should be subject to the same standards. The rate of absolute poverty can decline even though inequality is increasing as long as the poorest get a higher real income than they had before.

### 2.3.5 Relative poverty

Relative poverty is defined as being below some relative poverty threshold. It is when poverty is defined as households that earn less than 25% of the medium income (Debraj 1998). Measures of relative poverty are almost the same as measuring inequality, if the society of Emfuleni gets a more equal income distribution, relative poverty will fall. Different authors argue that the term relative poverty itself is misleading and that 'inequality' should be used instead. Relative poverty can also be used in a different sense to mean "moderate poverty" e.g. a standard of living or level of income that is high enough to satisfy basic needs (like water, clothing, food, shelter), but still significantly lower than that of the majority of the population under consideration.

### 2.3.6 Subjective poverty

Subjective poverty is related to relative poverty, it has to do with whether or not individuals or groups feel poor, because people who are very poor lack self-esteem, and they are also powerless, the reason is that they are faced with day to day hunger, and they also face cash flow problem (Werner, 2002:2)

## 2.4 MEASURING POVERTY

Measuring poverty is not a straight forward matter, as it depends on assumption: what level of income constitutes poverty? (Landman 2003: 4)

For South Africa purposes take the minimum living level (MLL) can be taken as the cut of point below which people live in poverty. In march 2003 this was taken as R1 871 for a house hold of 4,7 people as determined by the Bureau of Marketing Research in march 2003 (BMR report 3/19). Adjusted to rent values for 2000 that would imply an income of R1 489 per month per household of 4,7 people. R1 871 is the MLL for African urban household. Using it as a cut off for rural households is a bit harsh. In general the MLL in rural areas is lower. But by

using the urban figure for all, one certainly reduces the risk of under-statement considerably.

Using the level as the benchmark, 46% of South Africans live in poverty—meaning 20,5 million people in 2000, according to research done by Servaas van der Berg and Megan Louw at the University of Stellenbosch (2003)

This compares to Prof. Sampie Terreblanche's estimate of about 18 million people about 40% of the SA population in 2002 (Terreblanch, 2002).

It is thus possible to refer to South Africa as a "45/55: society. About 45% of the populations live in poverty and 55% do not. Whilst this figure is high, it is (unlike SA's Gini coefficient) not one of the highest in the world. Comparisons on poverty levels are risky, but several countries have higher percentages of the population living in the poverty than South Africa has (World Bank Global Poverty Monitor)

#### 2.4. 1 Measuring Inequality at ELM

Inequality is measured by the Gini coefficient, which can vary between "0" and "1". The closer to 1, the more unequal a society, and the closer to the more equal a society. The Gini coefficient measures the distribution of the national income, in a perfectly equal society of 10% of the population will receive 10% of the income while 20% of the population will receive 20% of income. For such a society the Gini coefficient will be zero. The main driver of inequality currently in South Africa (S.A) is no longer the Black/White divide, rather the intra-group divided between rich Blacks and poor Blacks. The national Gini figure is 0,6 (Bhorat,2003:4). However, amongst Black households it moved decisively up from 0,49 in 1970 to 0,59 in 2000 (Van der Berg & Louw, 2003). Amongst Whites it moved from 0,43 to 0,49: Indians from 0,42 to 0,51 and colored from 0,53 to 0,55.

## 2.4.2 Differences between poverty and inequality

Landman(2003:5)outlines the following differences between poverty and inequality

- Society with a low level of poverty may still be a society with a high level of inequality. The United States has a low level of poverty than South Africa but US still has inequality. A fairly equal society may still have a high level of poverty. Many developing countries have lower Gini coefficient than South Africa.
- Fairly equal society may still have a high level of poverty. Many developing countries would have a lower Gini coefficient than South Africa, thus a lower level of inequality, but poverty is worse. This explains why citizens from those countries migrate to S.A; others legally and some illegally.
- A society in economic take-off will, whilst in the transition from poor to less poor, experience rising inequality.
- The goal of transforming the ownership and composition of the economy to reflect the country's demographics more accurately will inevitably entail a worsening of the Gini coefficient with in the Black community itself.
- Poverty and inequality respond differently to growth. High growth will certainly help to roll back the (poverty), but it might exacerbate the other (inequality).

## 2.5 UNEMPLOYMENT AT EMFULENI

Unemployment is a main contributing factor to an individual household poverty. The rate of unemployment at Emfuleni increased in the early years of 1999, after the election of the new Government of Democracy whereby the biggest company which was previously known as ISCOR,(MITTAL) retrenched and force its staff members, to take severance packages, and that actually affected and destroyed many families and marriages. The retrenchment was led by the privatization of companies, and also small companies such as Air products, Numpack which was also known as Gape Gate, and Mital box, started to retrench its members,

### 2.5.1 Definition of Unemployment

Unemployment is not a single process, is a significant contributor to poverty, it can be caused by a range of different phenomena that affect the nature of unemployment, and there is a strong perception that the Third World is a world of high unemployment and low employment (Allen,1990:67)

Barker (1999:165) defines the unemployed person as the one who is without work, who is currently available for work, and is seeking or waiting to work. Unemployed rate is defined as the number of unemployed persons taken as a percentage of the economically active population, which includes both the employed and the unemployed. Human Science Research (1985) found that most definitions of unemployment require that a person not only wants to work but also looks for it actively.

The Statistics South Africa, previously known as the Central Statistical Service of 1994 recently revised its definition of the official unemployment rate in line with

the main International Labor Organization, the definition is used more than eighty percent of both developed and less developed countries(Mafiri,2002:7).

On this new definition, the unemployed are those people within the economically active population who:

- did not work during the seven days prior to the interview
- Want to work and are available to start work within a week on interview and have taken active steps to look for work or to start some form of self employment in the four weeks prior to the interview.

The economically active population consists of both those who are employed and those who are unemployed.

#### 2.5.2 Measurement of unemployment

Unemployment can be measured by census, registration, or different sample survey method (Mafiri, 2002:25)

**CENSUS METHOD:** The economic status of the whole population is determined by asking individuals what their economic status is.

**DIFFERENCE METHOD;** The difference between economically active population and those in employment are taken to be the number of unemployed. People without a formal job are equal to economically active population minus formal job opportunities. The Bureau of Economic Research (1998) estimated that there were roughly 9 million workers without formal employment in 1998. Statistics on registered unemployment is obtained from returns submitted on a monthly basis by the different placement centers of the Department of Labor. These returns reflect the numbers of people who have registered at the office of the Department of Labour as unemployed.

Registration method is voluntary and those who registered do so for reasons, and they hope that the Department will be able to place them in employment, or they are eligible for unemployment benefits. The number of registered unemployed differs between 100 000 and 300 000, compared to at least 2 million unemployed according to the Official Household survey of 1998. The level of the registered unemployed is therefore without much meaning as an indicator of the seriousness of the unemployment problem.

Measuring unemployment beyond statistics generated by the Unemployment Insurance Fund System really started in the late 1970s. Standing et al (1996:105) found that two million Africans were unemployed in the mid-1970s, which implies an unemployment rate of over 20%. The current population Survey was carried out on a monthly basis between 1978 and 1990 and was extended to Colored and Indians, the current population survey suggested that in 1978 African unemployment was over 10%, which was based on a fairly restrictive definition of job seeking in a specified reference period.

The main objective of ELM is to promote the values of good governance and also acknowledges a fundamental right of all people to participate in governance system in order to have proper quality of life, proper service delivery, alleviation of poverty and reduction of crime and corruption (Emfuleni Integrated Development Plan 2005/2006).

### 2.5.3 Socio-economic impact of unemployment in S.A

Unemployment leads to criminal activities as the only means of survival for certain groups of the unemployed people. A serious crime is committed every 15 seconds in South Africa and a murder every half an hour. House breaking and assaults of women and children every 5 minutes (Mafiri. 2002:54).

Ginsberg (1998:39) maintains that 77 people are arrested for every 1 000 crimes committed and 22% of reported are persecuted. Crime in South Africa must be rewarding, as so many of our citizens appear to enjoy lengthy careers in this underworld. Police protection is not enough and the rate of prosecution of criminals is low. South Africa continues to lose many of its best and brightest people on a daily basis. In 1994 over a million cases of serious crime were reported in South Africa in the first eight months.

#### 2.5.4 PROMOTING SUSTAINABLE DEVELOPMENT IN SOUTH AFRICA

South Africa is not just a country where the problems of sustainable development are easy to observe. South Africa is a country that, since 1994 has shown the world many innovative solutions to these problems. After more than a decade of being the outcast of the world, South Africa has taken its rightful place in the past few years (National Strategies for Sustainable Development .2006:7) The development of, and cooperation with, the region are high on South Africa's agenda, and therefore also its membership of the Southern African Development Community (SADC) and many other cross-country partnerships.

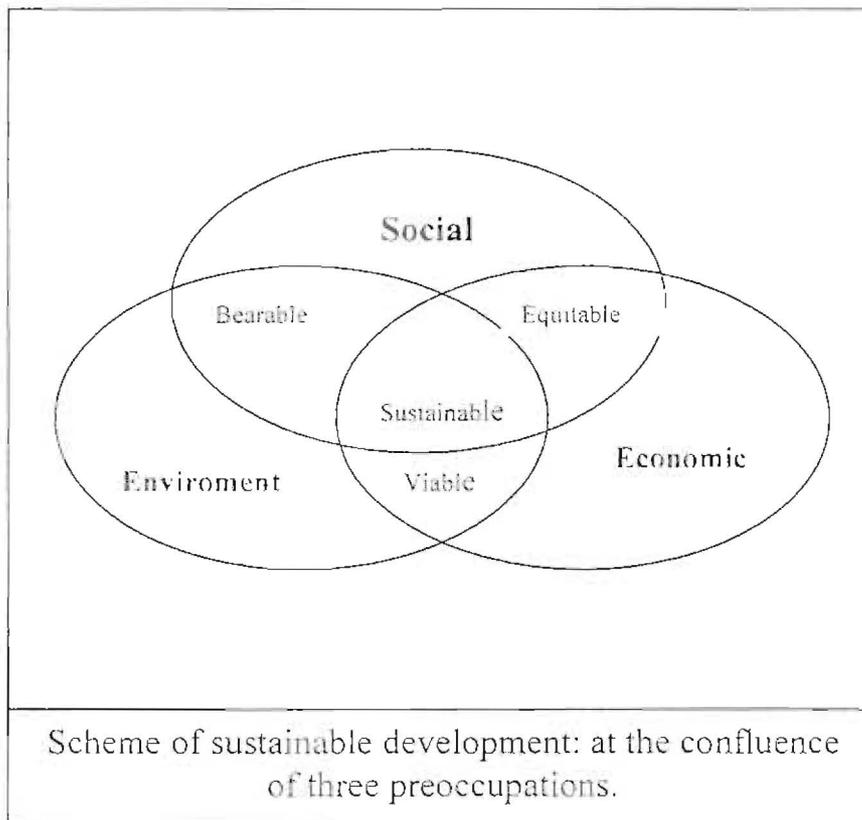
Democracy in South Africa led to the withdrawal of international sanctions, and the termination of boycotts and disinvestment campaigns, and opened up the way for South Africa to be reintegrated in the world's financial and other economic markets (Stals, 1997). South African Law defines sustainable development as " the integration of social, economic and environmental factors into planning, implementation and decision-making so as to ensure that development serves present and future generations. South Africa has achieved

much and it continues to face huge challenges of poverty and environmental degradation. These worsen with economic development that is not sustainable.

## 2.6 PRIORITIES OF SUSTAINABLE DEVELOPMENT IN SOUTH AFRICA

South Africa has identified the priorities of SD and localized them within the four pillars of which are governance, economic, social, and environmental.

Fig2.2



Sustainable development does not focus only on environmental issues, it encompasses general policies areas that are included in the above graph which is: economic, social and environmental, World Summit Outcome Document of 2005 refers to the interdependent and mutually reinforcing pillars of sustainable development as economic ,social and environmental. Environment is a combination of nature and culture (Wikipedia.2006).

- Governance is the exercise of economic, political and administration authority to manage a country's affairs at all levels. Government of South Africa comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interest, exercise their obligations and mediate the differences.
- ECONOMIC: the aim is to improve the access of the people to capital, and to increase their capabilities to use this capital effectively to increase their livelihood options and to improve their quality of life.
- SOCIAL: the historical basis of poverty in South Africa is one of the most inequitable nations of the world.
- ENVIRONMENTAL: sustainable development is often interpreted as environmental issues; however there are a number of issues, environmental management and the sustainable use and protection of limited resources have the strongest emphasis (Shah . Global issue.26 January 2003:1)

### 2.6.1 Emfuleni Local Municipality and sustainable development

According to the White Paper on Local Government,(1998)apartheid has fundamentally damaged the spatial, economic and social environments in which people live, work, raise families and seek to fulfill their aspirations. The previous local government system left in its wake a trail of uneven distribution of resources resulting in distorted, fragmented and unsustainable patterns of development. The eradication of these distorted development patterns and replacing them with equitable and sustainable growth and development is one of the greatest challenges facing Emfuleni Local Municipality. Sustainable development also features prominently in the approach to service delivery outlined in the White paper on Local Government (1998). It proposes an integrated approach to service delivery that takes into account economic and

social impacts of service provision. Both financial viability and environmental sustainability are important considerations in the sustainability of service delivery.

According to Thirlwall (285:1999) sustainable development seek to meet the needs and aspirations of the present without compromising the ability of future generations to meet their own needs. The concept of sustainability has gained very wide acceptance and has become a standard model for thinking about the environment, development and the economy. Emfuleni Local Municipality operates in a challenging set of circumstances in terms of ensuring environmental sustainability. Local government's role in terms of the natural environment dimension entails different aspects; it must ensure that environmental principles set out in policy and legislation are adhered to in all of its planning and development processes. ELM should be aware and ensure that its planning and implementation is aligned with environmental management measures that are prepared by other spheres of government such as natural Environmental Implementation plans.

#### 2.6.2 Why a strategic response is needed for sustainable development

A quarter of the world's populations live in absolute poverty on less than \$1 a day and there is a growing awareness that the consequences of human behavior are currently unsustainable. Natural resources which are vital for the livelihoods of the poor are under intense pressure. Global environmental resource (e.g stable climate, bio-diversity) the poor are also changing at unprecedented rates (Strategies for Sustainable Development.2006:4)

## 2. 7. THE PRINCIPLES OF STRATEGIC PLANNING FOR SUSTAINABLE DEVELOPMENT

There is a growing recognition that strategies which will achieve poverty reduction through sustainable development require commitment to a number of key principles (Beckenstein et al, 1996 :) These include:

- **PEOPLE CENTRED:** Many past strategies have been about development, they have often had mixed effects on different groups. More should be done to ensure that all strategies have long term beneficial impacts on disadvantaged groups and the poor. The way in which policies impact on the poor and how they can be made more pro-poor and address inequalities need to be much better understood.
- **PROCESS AND OUTCOME ORIENTATED:** Strategic approaches to date have been dominated by a focus on delivering a document, often prepared by official and consultants, and based on insufficient, weak or outdated analyses.
- **HIGH LEVEL POLITICAL COMMITMENT AND INFLUENTIAL INSTITUTION:** Preparation and implementation of an effective strategy requires strong leadership- the need for participation does not dilute the requirement for leadership from above. Strategic processes for sustainable development may require hard choices, especially in the face of the institutional of government and resistance for change by established elites and structures.
- **Beckenstein et al,(1996) noted the BUILDING ON EXISTING PROCESSES AND STRATEGIES:** Any strategic planning needs to take account of what already exists in a country; strategy for sustainable development is not intended as a new planning process to

be undertaken from the beginning. Most countries have a plethora of existing domestic planning processes in addition to the ones related to international conventions and multilateral requirements (Beckenstein et al,1996.20)

### 2.7.1 Environmental benefits of sustainable development

According to National Sustainable Developmental Act 107 of 1998 Sustainable development is based on the understanding that quality of life and personal well-being are determined by the initial phase of the journey towards sustainable development, and the necessity to comply with environmental law that derives improvements in environmental performance. Business strategies for sustainable development beyond compliance to areas such as eco-efficiency, niche marketing and a greater ability to meet clients

### 2.7.2 Building sustainable communities

Transforming impoverished settlements and building sustainable and vibrant communities in ELM has been a challenging priority for the local government, due to the growing population numbers resulting from migration to the province. Sustainable communities are communities in which residents can pursue meaningful and productive lives and which optimize the use of natural resources to the benefit of all its residents (Carley & Christi, 2000:197).

The provision of housing on well located land, close to economic opportunities and with access to amenities are crucial aspects of sustainable communities. Others include the provision of basic services and public facilities such as schools, clinics and sport and recreational facilities, urban renewal, transport, the

environment and safety and security One of the obvious manifestations of apartheid policy was the creation of racially divided communities. Levels of infrastructure and other public investment in these communities were based on race, with high levels of investment in white areas and poor or non-existent facilities and services in black communities.

Integrated development planning lays the foundation for community building and it is also a platform for building a sense of community ownership within a municipal area through.(Emfuleni IDP Guide lines of 2002:11):

- Creating a shared vision for the future development of the municipal area
- Providing a public arena for discussion and making of trade-offs;
- Nurturing common agreement around the most strategic and pressing development priorities in the municipal area;
- Fostering a shared understanding of cross-cutting development priorities such as poverty alleviation, local economic development and environmental sustainability

### 2.7.3 Ultimate goals for sustainable community development

Du plessis (2002:25) outlines the goals of sustainable community as follows:

- A safe environment for individuals and the First Nations communities
  - The rehabilitation and maintenance of biodiversity
  - Effective utilization of natural resources and a responsible consumption.
  - Consider the needs of the future generations when meeting today, current needs
- \* Governance institutions endowed with tools and necessary means to achieve their economic development mandates, on and of territory.

\* Combating poverty, creating sustainable communities is an inter-departmental and cross-sectoral undertaking

## 2.8 CHALLENGES FACING SUSTAINABLE DEVELOPMENT IN SOUTH AFRICA

According to Elliot (1994:6) sustainable development reflects a process that meets the needs of the present future without compromising the ability of the future generations to meet their own needs. These include five challenges that face sustainable development in South Africa

- Promotion of environmental sustainability
- Reduction of the rate of unemployment in South Africa
- Alleviation of poverty and extreme income and wealth inequalities
- Attainment of sustainable high growth rates
- Quality and affordable of basic service e.g. Water, electricity.

Marginalized sections of community such as women, disabled people, and long-term unemployed people young and elderly people are fully involved.

### 2.8.1 Linking local issues to global impact

Municipalities should translate their understanding of local development issues and global impact into targeted strategies and specific actions to mitigate the negative impact of local issues in the global context (e.g. lack of food security at a local level contributes to continental and global trends of famine). It is important to understand how global issues impact on local realities. Van Aardt (1994:119) mentioned that concern for the future of Local Municipalities IDP process requires the formulation of shared long term vision. There are already discernible trends in respect of the political future of South Africa. It is already clear that a new government will have its hands

full trying to satisfy both the economic growth and upliftment needs of South Africa

### 2.8.2 Strengthening sustainability in the IDP process

Within the context of the Integrated Development Planning process, sustainability can be approached as a goal or outcome of the planning and development process, or as a principle that underpins decision-making in the planning and development process (Elliot.1994: 7)

### 2.8.3 Ways to strengthening sustainability

- 
- IDP Dimensions(2002:13) to adopt an issue driven approach and engage with communities on the level of living conditions as opposed to engaging them on desired projects
- Ensure that participatory processes include representatives from all sectors, stakeholders/experts concerned with the cross-cutting issues of poverty and gender equity, environment and, Local Economic Development (LED).
- Prepare a municipal level analysis that considers all the elements of sustainability
- To adopt a proactive approach to the municipal strategic environmental assessment, which should inform the spatial development framework
- Ensure the development of a clear understanding of the context, causes dynamics, linkages resources, potential and opportunities for and amongst the various priority issues
- To develop clear sustainable development criteria for prioritization of issues, which includes social, economic, and environmental concerns.

## 2.9 PLANING FOR SUSTAINABLE FUTURE

The intended impact of the IDP is sustainable development. Sustainability is both a principle that has to be taken into account and a goal or development outcome of the planning process. Sustainability is treated as a cross-cutting principle and not limited to environmental issues and concerns. IDPs therefore is taken on a more holistic approach to sustainable development through (World Bank, 2000) Promoting integration by balancing the social, economic, and Ecological pillars of sustainability without compromising the institutional capacity required for implementation, and by coordinating action across sectors and spheres of government.

The focus on eradicating poverty is a fundamental objective of IDP and the ultimate test for sustainable development is the development of people having the capacity and confidence to prosper in a manner that does not compromise the ability of planet earth to offer a high quality of life to future generations.

## 2.10 LOCAL AGENDA 21

In June 1992, the Earth Summit (United Nations Conference on Environment and Development, held in Rio Janeiro) brought together the representatives of 180 countries represented by in excess of 5 000 people. One hundred and eight heads of state came together to discuss the challenges facing humanity. Many of the problems and solutions that Agenda 21 attempts to address have their roots in

local activities. It also suggests that municipalities embark on consultative planning processes to achieve consensus on the development agendas of their local communities, although each local community determines the priorities, policies and actions of their respective development agenda (Coetzee, IDP LA 21).

#### 2.10.1 Goals of local Agenda 21

Coetzee,( IDP LA21)outlines the goals of local agenda 21 as follows:

- To maximize the support and involvement of local communities and business
- To raise awareness of environmental and sustainable issues amongst all citizens
- Encourage all organizations and individuals to adopt sustainable practices and life styles
- Pursue economic development and social progress whilst limiting the impact on environment resources and fragile ecosystems.
- Reducing the consumption of all natural resource.

### 2.11 SOUTH AFRICAN DEVELOPMENT

#### 2.11.1 SOUTH AFRICAN GOVERNMENT'S CONTRIBUTION TO SUSTAINABLE DEVELOPMENT

(Dixon & Pretorias 2004:13).

- More than one million housing opportunities have been created, providing more than five million poor people with secure tenure and safe homes.
- The Department of Labour has played a significant role in reducing unemployment, poverty and inequality. In February 2002, the following legislative amendments, were tabled in Parliament:

- The skills Development Act, which prohibits all forms of unfair discriminations and promotes employment equity in the working environment.
- The skills Development Levies Act, which provides for the financing of the National Skills Fund and sectoral education training authorities through a levy-grant system.
- The Skills Development Act, which aims to increase investment in education and training in labour market and to improve the skills of South African workers.
- The Department of Environment Affairs and Tourism promotes growth in ecotourism, which allows South Africa to make the most of its unique environmental heritage. Tourism has the greatest potential to create jobs in the South African economy.
- The Department of Education contributes significantly to the development of South Africa. Education and training are seen as long-term investments that form the foundation for an improved quality of life through increased skills and capabilities. The Department outlines nine key priorities in the Tirisano(Working together) strategic plan of action, eliminating illiteracy among adults and youth, making schools the centre of community life and implementing a rational higher education system that takes in to account the professional challenges. Tertiary education is no longer a problematic for black society, years ago money was a stumbling block to allow a child especially a black child to study at tertiary level. but now transformation has taken place, whereby money is not a problem any more. South African government has placed education high on its policy agenda. Education accounts for a larger share of the national budget than anything else. The Department of Education has initiated a Human Resource Development strategy that has its origins in the Reconstruction and Development Programme(RDP). The strategy entails that the people of South Africa will be provided with a solid education foundation for social participation, and it empowers them to develop relevant and marketable skills at further and higher education levels Dixon & Pretorias (2002).

### 2.11.2 The Reconstruction and Development Programme (RDP)

The RDP is the main socio-economic policy framework for South Africa

It seeks to build democratic, non-racial and non-sexist future. The RDP was formulated by the ANC-led alliance in consultation with other key mass organizations. Non-Organizational (NGOs) as research organizations assisted in the process. RDP was formulated in order to uplift the standard of life of all human beings. The government ensures that houses are built for the people all over South Africa.

The key principles of RDP are

- integration and sustainability
- Peace and security, nation building
- Meeting basic needs and building the infrastructure
- Assessment and accountability

## 2.12 MACRO ECONOMIC POLICY FOR SUSTAINABLE DEVELOPMENT

Through macroeconomic policy the government of South Africa has created an environment that facilitates economic growth and reduction of poverty and inequality. Economic growth is very important for the reduction of poverty and it can contribute to the reduction of inequality, the policy is aimed at achieving higher economic growth rates for purposes of reducing poverty and inequality.

### 2.12.1 GEAR (Growth, Employment and Redistribution Strategy)

In 1996 government formulated the strategy called GEAR (Growth, Employment and Redistribution) the government wanted to show its commitment to the existing economic frame work. The strategy identified many of the structural weaknesses inhibiting economic growth and employment strategy recognizes that a sustained reduction in

equality required accelerated job creation, which in turn requires structural transformation to achieve higher and more labour absorbing growth within the economy. According to Coetzee(2001:271) the GEAR strategy aims to confront the related challenges of meeting the basic needs and developing human resources.

### 2.12.2 Elements of GEAR strategy on poverty and inequality

www.polity 13 May (1998:6) outlined four elements of GEAR as follows.

#### \* Fiscal policy

Government has adopted a fiscal policy with the aim of lowering inflation and interest rate, it also include the reduction in government savings ,revision of the tax structure to increase its efficiency, and reprioritization of government budget and the restructuring of state assets. Low and stable level of inflation can protect fort poor people against further erosion of the standard of living.

#### \* Monetary and exchange rate policy

Current monetary policy in South Africa aims to maintain low inflation rates , to gradually reduce exchange controls and ensure that the real exchange rate is at competitive level. The aim of the government is to evaluate, on an ongoing basis, issues of policy timing and flexibility, in order to facilitate both economic growth and reduction of poverty and inequality thorough the maintenance of strong level of effective demand in the economy

### 2.12.3 Accelerated and shared growth initiative (ASGISA)

South African President Thabo Mbeki in his State of the Nation Speech unveiled the Accelerated and Shared Growth Initiative for South Africa (ASGISA). The President makes it clear that ASGISA is not a development strategy and is not intended to cover all elements of a comprehensive developing plan. Ultimate objectives of ASGISA is to

reduce the number of unemployment and poverty by halve in 2014. ASGISA is not a new policy and it does not replace GEAR and it is not an industrial policy.

Between 2005 and 2009 ASGISA seeks an annual growth rate that average 4.5% or higher(Numsa Bulletin 3 October.2006 no 16-17).

## 2.13 WORLD SUMMIT ON SUSTAINABLE DEVELOPMENT (WSSD)

From the 26 August 2002 to 4<sup>th</sup> September 2002, South Africa hosted the World Summit on Sustainable Development (WSSD), The summit took place in Johannesburg. The WSSD expanded the definition by identifying the three objectives of sustainable development which is eradication of poverty, protecting natural resource and changing unsustainable production and consumption patterns. The summit was about providing, enabling environment, internationally and domestically, which creates jobs, attracts investment, and supports fair trade and crucially it was about safeguarding our planet for future generations by using natural resources in a sustainable way. The WSSD provided a platform to re-evaluate the approach to development and put in place measures to turn back from socially, economically, and financially unsustainable practices, including the areas of traffic control, waste management, greening and 'clean' and renewable energy sources(GEF.Mohamed & Ashry.March 20,2003:12)

### 2.13.1 Challenges of sustainable development after the World Summit

Mohamed (2003:2) noted that WSSD produced three outcomes: a political declaration, a plan of implementation, and 11 commitments. One of the positive outcomes was the announcement of the number of viable partnerships as part of the 11 outcome commitments. GEF (Global Environment Facility) was part of the WSSD; it contributed a Ministerial Roundtable on financing the Environment and Sustainable Development that brought together ministers of finance and development cooperation and ministers of environment.

### 2.13.2 Ministers conclusion on WSSD: proposal

- \* To phase out perverse subsidies that encourage economic inefficiency and excess use of natural resources, and also phasing out 5 or 10% of these subsidies and this would free billions of dollars for environmental and sustainable development initiatives
- \* To create an enabling environment and public policies that shape markets so as to attract greater foreign direct investment
- \* To promote public private partnerships to fully integrate long-term sustainability for poverty eradication and sustainable development
- \* To create conditions for socially responsible investment in developing countries.

According to Mohamed (2003:12) the ministers agree that finance is important and it is not sufficient to ensure sustainable development, they also agreed that they need to deal with the underlying economic, demographic, and political forces. That they need to build the capacity of national environment and

sustainable development institutions and implement laws and regulations, ministers also tackled the issue of employing science and modern information technologies and to tap traditional and indigenous wisdom

## 2.14 CONCLUSION

Promoting sustainable development means improving the way that the human and the natural resources base is managed both to maximize human welfare and maintain the environment for current and future generations. It is therefore recommended that South Africa must strive to achieve better on both demand management and supply side, for the betterment of the life of people. On the personal level poverty and unemployment gives rise to disappointment, hardship, suffering, loss of lives and loss of physical and mental health. Poverty also pushes the poor into degraded lands and polluted slums, where economic opportunities are minimal.

## CHAPTER 3

### OVERVIEW OF INTERGRATED DEVELOPMENT PLANNING (IDP) AS A TOOL FOR PROMOTING SUSTAINABLE DEVELOPMENT.

#### 3.1 INTRODUCTION

Integrated Development Plan (IDP) is an important mechanism available to municipalities to transform the structural differences in our previously divided society and it is the primary means to develop community. Since 1994 municipal development and management have undergone tremendous changes. Yet there are many challenges facing local municipalities in South Africa currently. These challenges include the provision of basic services, sustainable housing delivery, and the management of urbanization, transportation and economic development. These challenges need to be achieved despite limited budgetary resources that need to be spent on addressing backlogs whilst at the same time, ensuring that they do not lag behind in their ability to address current and future needs. In order to meet these challenges municipalities need to understand the various dynamics within their area, and they need to implement legal mandate of Integrated Development Planning (IDP). IDP is a tool that is meant to facilitate intergovernmental engagement in and is about issues and priorities in a locality and brings about joint planning, budgeting and implementation.

This chapter describes the locality of Emfuleni Local Municipality (ELM), and shall also focus on the overview and the definition of IDP, the vision and the mission of the ELM, Role players of IDP, functions of IDP, and Local Economic Development,

### 3.2 PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING

According to van der Walt (2005:326) one of the objectives of municipalities is to encourage the engagement or the involvement of communities and organizations in the matter or issues related to local government and ELM is doing well in terms of public participation. ELM formed a new system of ward committees and councilors together with ELM community to work together on issues related to the municipality in order to ensure good governance. The White Paper on Local Government of 1998 encouraged citizens to participate and be involved in the policy formulation and designing of municipal programmes as well as implementation and monitoring and evaluation of programmes. Public participation is meant to promote local democracy.

Mechanisms exist to promote public participation in affairs of local government; one of these is the strategy of the IDP

IDP guidelines (2001:45) identified the mechanism and strategies of public participation as follows:

- Formation of different associations in areas;
- Participation research with interested groups;
- Forums of organized formations;
- Structured stakeholder participation in council meetings.

Public participation should actually focus on certain issues that can benefit the community. Municipal government committees, IDP committees and councilors should ensure that they create a conducive and healthy environment. Further public participation is structured to meet the following objectives (IDP guidelines 2001:45)

- Public participation has been institutionalized to ensure that it serves the interest of the residents.
  - Elected councils are therefore regarded as the decision making forum on IDP process and the role of participation is to inform, negotiate and comment on the decisions, in the course of the planning process.
  - Some of the municipalities are big in population and size therefore there must be clear rules and procedures that specify who is to participate or to be consulted on behalf of the community.

IDP committees and municipal councils together with councilors should ensure that they create a condition that is conducive in order to encourage public participation. Active encouragement should therefore focus on those social groups which are not well organized and which do not have the power to articulate their interest publicly.

### 3.3 STRENGTHENING SUSTAINABILITY IN THE IDP PROCESS APPROACHES

In terms of the IDP LA21 (2001:16) sustainability can be approached as a goal or outcome of the planning and development process or as a principle that underpins decision making in the planning and development process. Currently municipalities face the task of ensuring integration and co-ordination between the various issues, sectors and dimension of development. IDP is an approach to local planning which focuses on local issues rather than on development sectors. The notion of integration, central to integrated development planning, suggests that sectors need not be approached and for themselves, but rather in a way of addressing development priorities.

Guidelines to the 2005 IDP hearings, December 2004, indicated that in order to address the 2014 targets, local government should operate in a coalface of service delivery and IDP can also play in the realization of priorities and coordination of implementation, IDP assessment can take place with regard to the alignment and coordination of the implementation of ideas of developmental government. The following are government's developmental agenda and they include targets for 2014 (Municipal IDP Unit, 2005:9):

- to reduce unemployment by half
- reduce poverty by half
- provide the skills that are required by the economy
- Ensure that South Africans can exercise their constitutional rights
- Provide a compassionate government service
- Improve services
- Reduce the number of serious and priority crimes
- Position South African strategically as an effective force in global relations.

#### 3.4. DESCRIPTION AND THE LOCALITY OF EMFULENI MUNICIPALITY

Emfuleni Local Municipality was previously known as Lekoa Vaal , and is one the three local municipalities comprising the Sedibeng District Municipality. ELM is the western local municipality of the District which covers the entire Southern area of the Province of Gauteng and it covers an area of 1 267km<sup>2</sup>. ELM shares boundaries with Metsimaholo Local Municipality in the Free State and Midvaal to the east, and the city of Johannesburg Metropolitan area to the North and Westernarea and Potchefstroom which is North West Province and Local municipalities to the west (ELM IDP2005/06).

Emfuleni Local Municipality is strategically located with access to a well-maintained road network-N1 National route linking Johannesburg and Bloemfontein, which traverses Emfuleni. ELM has two main city/town centers which are Vereeniging and Vanderbijlpark within the area and Sasolburg is only 10kilometres to the South, across the provincial boundary. Emfuleni also contains approximately six large townships of Evaton, Sebokeng, Sharpeville, Boipatong, Bophelong and Tshepiso. These six areas lack the facilities and the resources associated with towns of their size. Emfuleni also consist of ten small settlements which tend to be suburban settlements with six kilometers of the above towns, namely Bonanne, Steel Park, Duncanville, Unitas Park, Arcon Park, Sonlanpark, Waldrifts, Rust-ter-vaal, Roshnee and Debonairpark (ELM IDP 2007/08).

Emfuleni Local Municipality is rich in history as it encapsulates the Anglo Boer War, heritage assets such as the Sharpeville monument and the liberation struggle epitomized by the signing of the Constitution in 1996 in Sharpeville.

Emfuleni Local Municipality is the ultimate political decision making body of the municipality and the Ward Councilors are linked between the municipal government and the residents. The executive mayor of ELM Mrs Dikeledi Tshotetsi takes overall strategic and political responsibility while the Municipal Manager Dr Taone heads the ELMs' administration and the heads of departments and officials are responsible for physically implementing policies.

### 3.4.1 Demographic Profile of ELM

According to ELM IDP(2007/2008:14)the population of ELM was estimated at 658 422(Statistic South Africa 2001) it comprises 187 044 households excluding collective living quarters and according to the census 2001, ELM is largely

urbanized municipality with high population concentrations and density compared to other municipalities and Sedibeng with the population of 80%.

**Table 3.1 Demographic composition**

	African	Coloured	Indian/Asian	White	Total
Male	271 001	3 416	3 010	45 254	322 691
female	282 296	3 595	2 881	46 959	335 731
Total	553 207	7 011	5 891	92 213	658 422

The above table shows the population of ELM according to race and gender distribution and most of the African population are located in ,Bophelong, Boipatong, Sebokeng, Evaton, Sharpeville and Tshepiso.

**Table 3. 2**

### Population Growth

The table below indicates the population projection of ELM from 2001-2005 it was based on a 4.6% growth rate

Year	2001	2002	2003	2004	2005
Population	658 422	668 485	678 588	688 844	699 255
projects					

### 3.4. 2 Economic profile

ELM IDP(2007/08:18)outlined the economic profile of ELM as follows:

There are 463 642 economically active people within the municipality; only 33% of these populations are employed and 29% are unemployed

### 3.4.3 Growth at ELM

According to ELM IDP(2007/08:18)Emfuleni consists of two major economic towns which are Vereeniging and Vanderbijlpark. In 2004 Vereeniging registered a 2.6% GDP and Vanderbijlpark Gross Domestic Product 2.2%. In 2003 the total number of gross domestic product of ELM was higher than that one of Gauteng and National.

### 3.5. DEFINITION AND OVERVIEW OF INTEGRATED DEVELOPMENT PLANNING (IDP)

Local municipalities in South Africa have to use integrated development planning as a method to plan for future development in their areas; IDP is a super plan for an area that gives an overall framework for development. All municipalities are required to produce an Integrated Development Planning. In 1995 Forum for Effective Planning and Development (FEPD) defined IDP as a participatory planning process aimed at integrating sectoral strategies in order to support the optimal allocation of scarce resources between sectors and geographic area and across the population in a manner that promotes sustainable growth, equity and the empowerment of the poor and the marginalized. Local Government Municipal System Act (32 of 2000) outlined the IDP as specific legally prescribed product of an integrated development planning Process in the local spheres of government.

IDP Municipal Unit (2005:18) regard IDP as a legislated process that can support and promote alignment at a local government level and it is also a mechanism that can be utilized and engage with by National and Provincial government to ensure that their strategies and priorities are reflected at a local spheres. IDP has a life span of 5 years that is linked directly to the term of office for local

councilors, after every local government elections the new council has to decide on the future of the IDP.

IDP can also be viewed as the South African planning and development response to Local Agenda 21. IDP and LA21 can be able to assist municipalities to focus on the environmental sustainability of their delivery and development strategies and also defines sustainable development as a development that delivers basic social and economic services to all, without threatening the viability of the ecological and community system upon which these services depends

The Municipal Systems Act further defines IDP as “a single, inclusive and strategic plan for the development of the municipality”. The IDP is seen as a management tool for ELM administration as well as a tool for the development of partnerships and strategic alliances of different levels. Municipalities are regarded as vehicle for local economic development, suggesting that they should aim to create a conducive environment to investment and economic growth. ELM has important growth and development opportunities.

According to Geyer(2006:1)IDP ensures that communities cannot develop in isolation, for example, if a community needs housing, roads, school, electricity water and sanitation, it is not only local government is involved, also provincial and national governments department.

### 3.5.1 The vision of Emfuleni Local Municipality

The vision of ELM is to be a people -centered place of opportunity where the basic needs of all people are met in a safe, healthy and sustainable environment, that should ensure that all staff members perform their duty safely, efficiently and effectively and be a responsive local government.

## ELM VALUES

- \* ELM employees should ensure that discipline is maintained
- \* ELM employees should respect and be honest to one another in order to reach a common goal
- \* One of the biggest challenges of municipal is transparency and accountability

## Motto

“You belong we care”

## Reviewed Vision

“A developmental municipality that continuously improves the quality of life.”

### 3.5.2 The mission of ELM

According to ELM IDP(2005/2006:15)the mission of ELM is in support of the vision and is to be a highly focused and competent local authority which;

- Consistently provides acceptable levels of service delivery for ELM society
- ELM should ensure that it strive for sustainable financial viability
- Aggressively fights poverty and promote economic development
- To ensure that it is founded on a competent performance driven institution which puts people first(Batho pele)

ELM has established some important foundations in regard to vision, mission and strategy. A clear and a comprehensive 2007/8 Integrated Development Plan have been produced and outlines the strategy for the ELM and was developed through extensive consultation with key stakeholders, especially with its residents.

### Reviewed Mission

According to ELM Municipal Manager Dr Toane,(personal interview)

Emfuleni Local Municipality realized the need to accelerate Service Delivery and Socio Economic Development by revisiting the old Mission:

- Continuous Improvement of Quality and Quantity of Service Delivery
- Deepening Democracy and Strengthening Public Participation
- Achieve Sustainable Financial and Economic Viability
- Improving Institutional Capacity and Performance
- Capable of Achieving Efficiency and Effectiveness
- Create a Safe and Healthy Environment
- Live and practise Batho Pele Principles
- Create a conducive environment for Local Economic Development

### 3.5.3 Emfuleni Local Municipal strategy

ELM is a municipality that is in crisis according to the analysis report and is one of the 136 municipalities whereby Project Consolidate is being rolled out. In terms of the *Local Government Municipal Systems Acts* (Act No. 32 of 2000) each municipal council within a prescribed period after the start of its elected term should adopt a single inclusive strategic plan for the development of its municipal area:

The Strategic Priorities of ELM are:

- Mainstreaming Hand-on Support to Local Government
- Addressing the Structure and Governmental arrangements of the State in order to better strengthen, support and monitor Local Government
- Refining and strengthening policy regulatory and fiscal environment for Local Government and giving attention to the enforcement measures

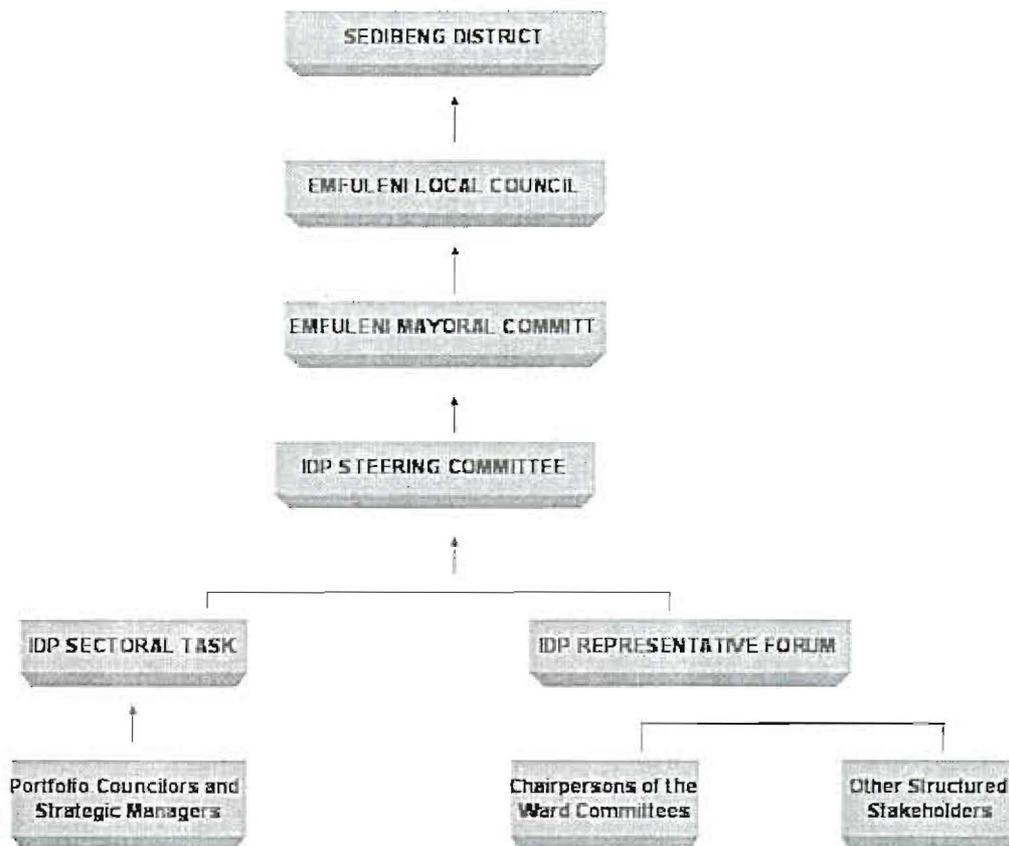
Table 3.3 ELM IDP (2005/06) outlined the core and sub strategies

CORE STRATEGIES	SUB STRATEGIES
Visibility and improve service delivery	<p>Development of a service delivery implementation plan</p> <p>The improvement of service quality and turn-around focus in all areas of service delivery</p> <p>Development of infrastructure maintenance plan</p> <p>Focus implementation of project consolidate</p>
Turning ELM finances around in a short term to ensure sustainable and financial viability in the medium to long term	<p>Development and implementation of financial recovery strategy in the short term 1-12 months</p> <p>Development of proper strategic management capability</p> <p>Preparation of realistic zero based budgets</p>
Building competent focused, high performance institution	<p>To implement economic development programs in support of the district integrated development plan</p> <p>Engagement in a right sizing program</p> <p>Implementation of proper systems, procedures and policies</p>
Fighting poverty	<p>Contribution to job creation by implementing more labour intensive public works</p> <p>Supporting of pro-poor strategy and identify levers in the strategy that council can use to alleviate poverty</p>

### 3.5.4 The role players of ELM Integrated Development Planning (IDP)

The structure below shows the IDP representatives forums; chaired by the Executive Mayor Councillor Dikeledi Tshotetsi and IDP Manager Holisane Mukwevho

ELM IDP(2005/06:5)



ELM Internal representatives of IDP are consisted as follows:

- ELM councilors
- ELM senior officials
- SDM(Sedibeng District Municipality)
- Union Samwu
- Union Imata and
- ward committee members

ELM IDP (2005/2006) points out that IDP is the principal strategic planning instrument that guides and informs planning, budgeting, management and decision making in the municipality, IDP is a developmental plan of five year period to guide the municipality in taking decisions, and the structure established to manage the ELM IDP Review Process is described as follows:

**Council** Municipal Council referred as to in section 157 of the Constitution of the Republic of South Africa, 1996(Act no 108 of 1996)

**Mayoral Committee** means the senior governing body of ELM

**IDP Manager** Municipal manager or a senior official charged with the function to manage and co-ordinate the IDP process

**IDP steering committee** dedicated team of people made up of members of mayoral committee, strategic managers and municipal manager

**IDP project task team** Small operational team composed of a number of relevant municipal sector departments and technical people

2005/06 ELM IDP contain the following indicators

- Situational analysis
- Vision for long term development with emphasis on the development and internal transformation needs
- A spatial development strategy
- Financial plan
- Key performance indicators and performance targets
- Identification of communities that do not have access to basic service
- Council's development priorities, objectives and local economic development

The Municipal System Act (2002) requires that all municipalities (Metropolitan councils, Districts Municipalities and Local Municipalities) to adopt a single plan for the development of the municipality. The following are the plans:

- To link, integrate and coordinate plans that take into account proposals for the development of the municipality
- To form the policy framework and general basis on which annual budgets must be based

According to ELM IDP (2005/2006:14) the following deficiencies were identified

- Poor governance: legislation stated that proper, quality of work should be made by the employees, if not it will result in a poor service delivery.
- Breakdown in discipline: there is a lack of discipline in ELM and this led to an environment where theft, pilferage and abuse of Council's assets are common practice
- General absence of systems: procedure and policies. ELM is generally characterized by dysfunctional implementation of procedures, obsolete technological platforms and hardware, and the absence of cohesive integrated systems
- Low level of staff morale: staff morale results in bad behavior, lack of performance and focus and also results in confusion and demoralization
- Strategic and structural alignment: the strategy of the Council bears little resemblance to its structure, this has created an environment characterized by duplication and ineffective deployment of council's human resource

The Municipal Systems Act of 2000 states that the authority for the management of the IDP process is to be either the executive mayor or the executive committee of the municipality. These two bodies should ensure that they manage the drafting of the municipality's IDP and assign responsibilities for the drafting of the IDP to the municipal manager and submit the draft IDP to the municipal council for the adoption by the council.

### 3.6 PEER REVIEW MECHANISM

Peer review mechanism is a joint programme between the Department of Local and Provincial Government (DPLG). The primary goal of Peer Review Mechanism is to assist the municipality to assess its current achievement and to ensure that policies have been implemented in a proper way, and also financial matters. According to ELM IDP(2005/06)ELM was in crisis

The assessment of Peer Review Mechanism focuses on the following issues:

- Sustainable development
- Leading and learning
- Democracy
- Good governance, participation of the community, performance and the resources

### 3.7 THE NEED FOR IDP

IDP is a constitutional and legal process and it is a requirement for municipalities in order to have proper planning in general, and it helps in transformation, growth and development at local government level. In the past years a key task of local government was to pursue Land Development Objectives (LDO's) and the aim of land development is to undo apartheid planning and to develop and integrate communities in the most effective way. IDP is seen as the broader process into which local development objectives are included. Municipalities

show their broader vision and goals on IDP and LDO's and both of them should cover all the aspects of the areas. The objectives of IDP and LDO's is to amalgamate and to improve the quality of life of the community, enhance opportunities and maximize choices examples, further objectives are to promote:

- + Environmental and health issues
- + Local economic development and job creation
- + Service delivery, access to government facilities
- + Land use urban integration and link

LDO are required to deal specifically with the above issues once they have been approved and have the power of the law behind them and are binding on the decisions of government's department (Geyer, 2006:3)

3.4 IDP guidelines (2005:19) the following are the guidelines and the legislative requirements of the IDP process:

NATURE OF THE IDP AND MUNICIPAL PLANNING	
IDP should be regarded as a single, inclusive, strategic plan that:	MSA section 25
* links, integrates and coordinates	MSA,section 25
* takes into account proposals for the development of a municipality	MSA,section 25
* aligns resources and capacity of the municipality with implementation of the plan	MSA,section25
<ul style="list-style-type: none"> <li>• Forms the policy framework and general basis on which annual budgets must be based.</li> </ul>	MSA, section 25
<ul style="list-style-type: none"> <li>• It must be compatible with binding national and provincial policies and plans</li> </ul>	MSA,section 25

The Municipal Systems Act lists the core components of the IDP as follows:

- The vision for the long term development of the municipality with special emphasis on the municipality's most critical developmental and internal transformation needs
- Assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal service
- Financial plan which must include a budget projection for at least the next three years and a set of key performance indicators and performance targets.
- Council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation
- Spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality and the council's operational strategies.

### 3.7.1 Characteristics of IDP

The first comprehensive IDP of Emfuleni Local Municipality for 2001/2002 was adopted in October 2001 followed by the views adopted in March 2002, June 2003 and May 2004, Emfuleni IDP consists of 5 characteristics and will be outlined as follows

According to Davids, Theron & Maphunye (2005:135) consultative IDP aims to become a tool for democratic local government by ensuring that engagement is structured

- participation of the ELM community and the municipality is structured

- bottom up and top down decision making processes of engagement are interlinked and focused analysis takes place to encourage debate on real issues that involves the community
- As integrated process IDP aims to ;
  - facilitate integration between the funding and investment decision of the three spheres of governments
  - Improve co-ordination with the investment decisions of service providers and parastatals such as ESKOM and TELKOM
  - Promote an inter sectoral as opposed to a multi sectoral approach to planning and development and also to facilitate the interaction of various sectors of the ELM community in the planning process and to reach commonly agreed and integrated outcomes.
  - To promote coordination in the investment and implementation decision and actions of district and local municipalities.
- As a strategic process, IDP aims to ensure that within a municipality
  - Most effective use is made of scarce resources
  - Innovative and cost saving solutions are sought for local problems and underlying causes are addressed
- \* As an implementation orientated process ELM IDP aims to become a tool for better and faster delivery
  - In order to ensure that concrete proposals are designed
  - To ensure that planning budget links are made and institutional issues are addressed

### 3.7.2 Eradicating the development legacy of the past

IDP Guide lines (2001:17) outlined the following as the IDP mechanisms to restructure the towns and cities

- IDP is a mechanism to promote social equality and planning process is participatory as it allows for local processes of democratization, empowerment and social transformation. IDP is also designed in such a way that role players and stakeholders have a voice in the issues related to their lives.
- IDP is regarded as a weapon in fighting poverty and it addresses severe social and economical imbalances, rural and urban and addresses the issues that affect marginalized groups based on race, age gender or disability.

IDP is a suitable and faster mechanism for delivery of proper and quality service for communities and it provides a frame work for economic and social development. In municipality there is a link between IDP and its developmental outcomes. The 1996 Constitution of South Africa and the White Paper on Local Government provide clear information about the purpose of municipal integrated development planning.

### 3.7.3 Problems of IDPs

IDP guide lines (2001:17) mentioned the doubts and misunderstandings of IDP's as follows

- Some people doubt whether it is necessary to spend more resources and time planning when people are waiting for service delivery
- Officials at provincial and national level assume that IDP should not be included in local government 's budget and activities
- Due to the lack of resource and finance some people doubt the success of the plans

- Main purpose of drawing IDP for municipalities is to have a list of investment project or long-term project that can benefit the ELM community.
- Others doubt whether planning is really a useful tool to achieve developmental outcomes

IDP is meant to convince municipal role players to perform their job effectively and efficiently in order to render a proper quality service and have a proper planning budget.

### 3.7.4 IDP Benefits

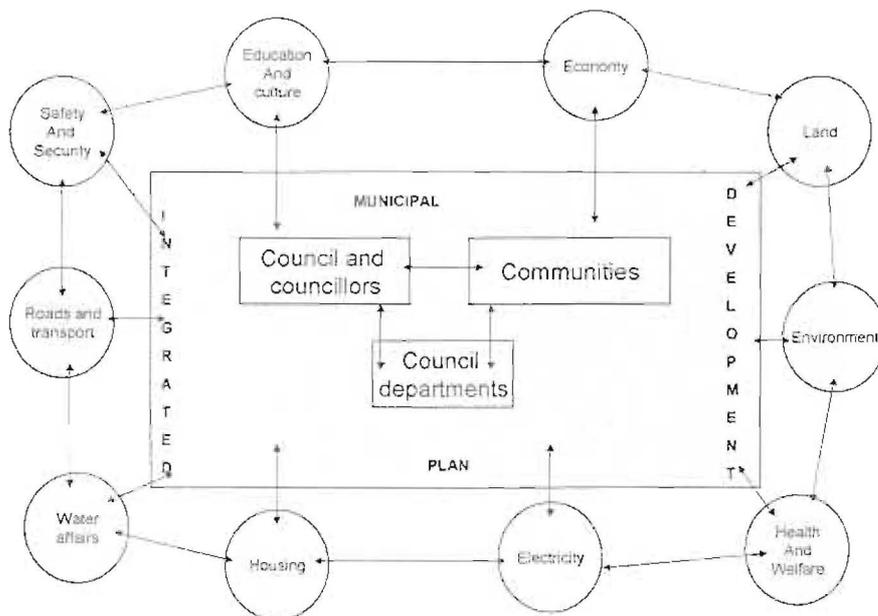
Municipal IDP Unit (2005:24) states that an effective IDP engagement process, which forms an integral part of an intergovernmental alignment approach, will enable and ensure:

- Effective interpretation and implementation of provincial plans at municipal level
- A sound basis/platform for municipal and provincial planning, prioritization and budgeting
- Strategic guidance to municipalities on provincial programmes, strategies, development directions
- Alignment and co-ordination of planning and development priorities and strategic interventions between municipalities
- Opportunities for horizontal learning opportunities and best practice sharing
- Focused and proactive management
- Participation and capacitating of communities that should be partners in the development of their areas
- Strategic intervention at municipal and provincial level

The 1996 Constitution requires municipalities to come up with projects and programmes that can improve the quality of people's lives through the formulation of integrated and sustainable projects and programmes. IDP is the tool for building a sense of community ownership within a municipal area and it is an agent of local government transformation which is required in order to ensure the successful preparation and implementation of the integrated development planning process. Planning process however concerns itself with determining the strategies and functions that will require amendments to municipal structure and form. The IDP process should also result in a set of operational strategies that will ensure that municipalities are able to deliver effectively and efficiently on the development priorities, objectives, strategies, programmes and projects that will be identified by the municipality. Planning process promotes institutional transformation in line with agreed priorities and objectives in order to give full effect to local government's new developmental mandate. IDP can also attract investments to have a clear medium and long term programmes.

### 3.8 ELM IDP PROCESS

Fig 3.2 The diagram below represents the challenges facing ELM IDP 2007/08



ELM IDP(2007/2008)

Components of figure 3.2 are explained in the following sections:

#### 3.8.1 Electricity

According to ELM IDP(2007/08:67) project revenue for ELM electricity amounted to R559 million representing an increase of approximately 9% from the approved 2006/07 budget, there has been a shift in prepaid meters for households which will have significant improvement on the provision for bad debts with in the department. Average increase tariff of 6% has been provided in order to provide for general increased in the cost of bulk purchases and salary increases

### 3.8.2 Water affairs

Water revenue for 7 months ended on the 31 January 2006 amounting to R132 million which projects to approximately R226 million for 12 month in implementation of the new tariff structure already approved by the previous council in 2006/07. The projected revenue of R245 million will be achieved through the implementation of the new tariff structure already approved by the council in 2006/07; the approved tariff will also allow for the scrapping of basic charges for households consumers but will be retained for business and other non domestic consumers

### 3.8.3 Road and transport

Road traffic signs and markings are not 100% correct with Road Traffic Act of 1996 and most areas affected are newly developed area, and there is urgent need to provide these newly developed areas with signs that are compliant with the Act and improve roads signs and markings of other places within the municipality.

### 3.8.4 Transportation

State of transport infrastructure is not in a bad condition, even though road infrastructure proves otherwise, half of ELM population uses bicycles or walk to both work and schools. The number of people who have cars in ELM is actually very low because taxis are available and they are only responsible for quarter of the entire population of ELM.

### 3.8.5 Houses

ELM is surrounded by hostels and (Mittal) hostels which were previously known as ISCOR used to own 60% of hostels and flats. Transformation and restructuring of flats was made. More RDP houses have been built by the government.

### 3.8.6 Health and Safety

ELM should ensure that its community members receive access to health facilities and have safe environment. Decentralization of significant health functions to local government and integration of already overlapping services, co-ordination and consultation are crucial.

### 3.8.7 Land

The Department of Land Affairs admonishes all municipalities to draw up Local Development objectives. Land reform and restitution are an important issue to be considered and incorporated into the LDOs and IDP of any municipality

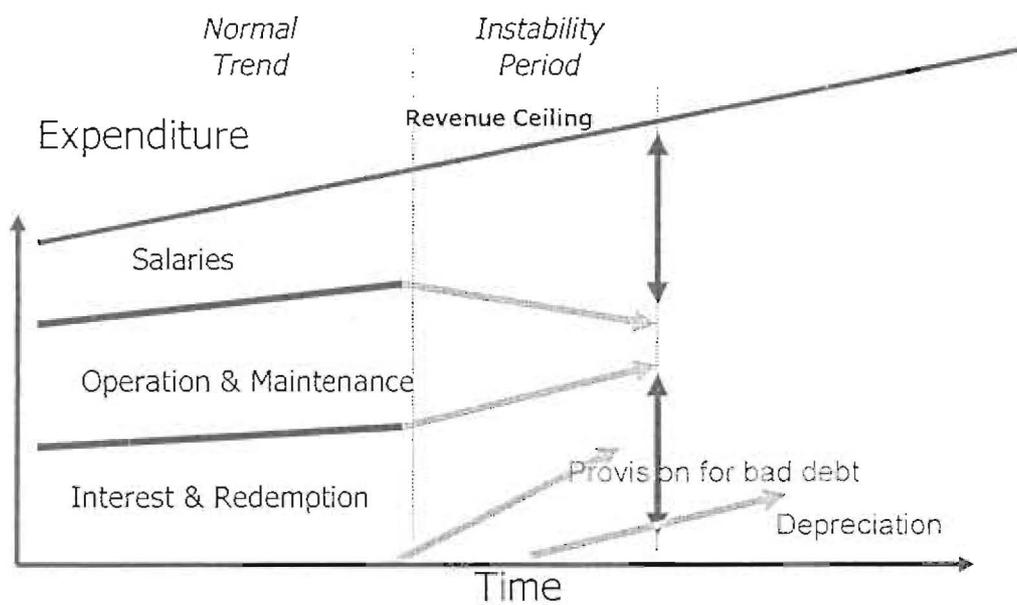
### 3.8.8 Education

There is a high percentage of uneducated people at ELM and it means that children are not exposed to education, and there is also lack of education facilities in ELM

### 3.9 ELM SUMMARY OF FIVE YEAR FINANCIAL PLAN

The graph below illustrates the basic generic trends faced by Emfuleni Municipality

Figure 3.3



From the above it can be seen how, over time, proportional increases in labor cost, provision for bad debt and depreciation squeeze out maintenance and the ability to borrow for capital expenditure. The model presented is based on the underlying principles and assumptions to turn around the above trends and determine specific expenditure growth parameters that ELM need to accommodate into future financial planning.

The draft plan presented reflects that the salary expenditure is curtailed but most importantly additional funding is allocated for repair and

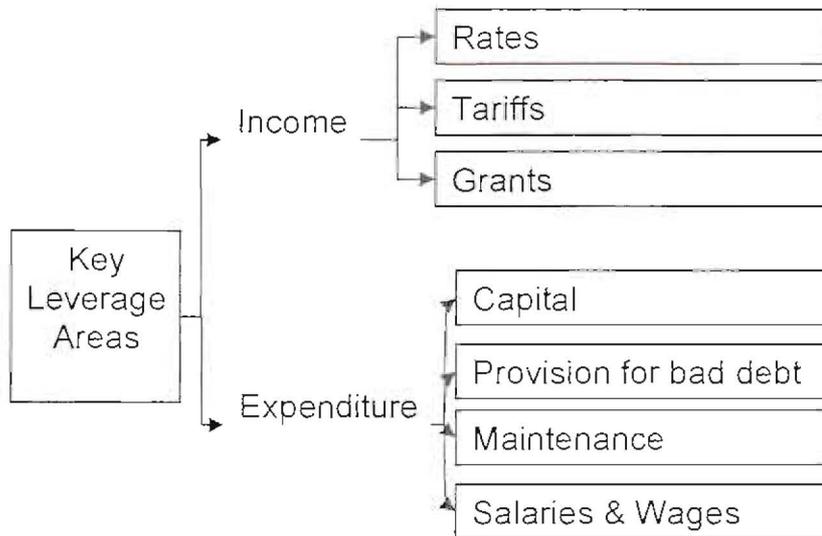
maintenance to ensure improved service delivery. The financial plan also includes the interventions of Metsi-a-Lekoa (the internal ring fenced unit for water and sanitation) as documented in the business plan that was submitted to National Treasury on 30 November 2004 as part of the Restructuring Grant conditions.

The ELM 5-year financial plan also includes the underlying accounting principles and financial changes due to the implementation of GAMAP.

### 3.9.1 Framework

Ensuring financial viability is ELM bottom-line measure for outlining Emfuleni's turnaround. ELM knows that unless they can get the municipality on a stabilized financial footing they will be unable to fulfill any of their developmental mandates. ELM has used a MTIEF approach as an analysis framework and to define what they need to achieve in relation to financial viability.

The graph below outlines the key leverage areas for achieving financial viability.



As indicated above this draft plan was based on a Medium-Term Income Expenditure Framework (MTIEF) approach in that ELM used the 04/05 budget as baseline indicator in doing the forward projections. Emfuleni is currently in the process of drafting the budget for the 08/09 financial year linking the IDP and the 5-year financial plan.

### 3.9.2 The way forward

ELM agreed, as part of the grant condition that a 5-year Financial Plan was included in the December 2004 report with the revised plan that was submitted to National Treasury in the March 2005 report.

This plan is still a draft as the budget process is still currently underway and some work still needs to be done on “tariff modelling” to really improve on the leverage that Emfuleni have in setting the tariffs. Council did already approve the purchasing of e-Venus as a management tool to enhance the process of

revenue enhancement and will this “tool” also be used to enable this Council improve on and to optimise the setting of tariffs.

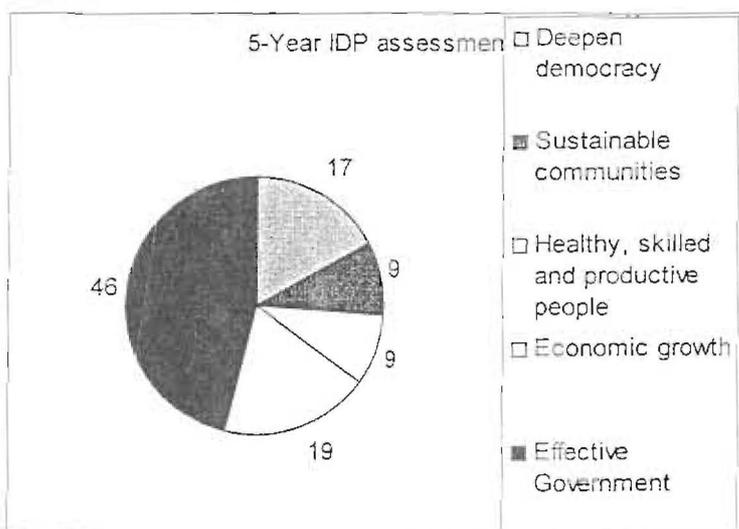
There are currently a few restructuring initiatives such as fleet, housing water and sanitation underway within Council and will the updated and adopted 5-year plan be submitted to National Treasury in March 2005 as per the agreed condition taking into account all the available information at that point in time.

The 5-year capital projection is still at a very high level and will be broken down into more detail as the budget process and review of service delivery mechanisms unfolds. The strategy implementation office, including the PMU (as part of the grant conditions) is currently operational and working towards aligning all the processes.

### 3.9.3 Government IDP assessment

The diagram below indicates the provincial priorities and the impact of effective government, economic growth and deepening the democracy. Without effective government and participation of the community, there won't be development in local communities. It is important to understand the issues that should be addressed to enhance effective government (Municipal IDP Unit, 2005:39)

Figure 3.5 IDP Assessment



Government should ensure that it creates sustainable communities, address poverty and ensure skilled, healthy and productive communities.

### 3.10 LOCAL ECONOMIC DEVELOPMENT

The purpose of Local Economic development (LED) is to build up the economic capacity of a local area to improve its economic future and the quality of life for all, it is a process by which public, business and non-governmental sectors partner work collectively to create better conditions for economic growth and employment generation. The development of LED strategy is an integral part of the broader strategic planning process for a sub-national region, city, town or rural areas. LED strategy ensures that priority issues are addressed and scarce resources are well targeted ([www.Local Economic Development](http://www.Local Economic Development))

#### 3.10.1 Implementation of LED

Communities need to decide what LED programmes and project should be adopted to achieve goals and objectives; LED is designed to meet the specific needs of each community members. Programmes should be made and may include improving the local business investment climate, investments in hard strategic infrastructure, investments in sites and premises for business, and integrating low income or hard to employ workers. One of the key challenges and priorities of LED is to obtain information, in order for it to facilitate effectively. LED is about community taking the initiative to improve their investment to enhance their competitiveness and there are different approaches that can be taken. These are as follows:

### 3.10.2 LED Approaches

- \* Supporting small and medium sized enterprises
- \* Ensuring that the local investment climate is functional for local businesses
- \* Encouraging the formation of new enterprises

There are many stakeholders at local government level that participate in LED. Local government support local groups to start local economic and social development and they can take responsibility by developing their own plans to generate money and create jobs

### 3.10.3 LED Principles

The following LED principles that need to underpin the local integrated development planning process are: (IDP Sectors and Dimensions, 2002:23):

- \* Establishment of a LED sector in local government
- \* Ensuring sensible forms of redistribution
- \* Maintaining a rural focus where appropriate
- \* Achieving complementarity's between large and small projects
- \* Establishment of linkages to government's macroeconomic

### 3.11 Community Economic Development (CED) and IDP

Community economic development together with IDP programs aim to improve conditions for an existing community , and it involves combination of a number of various types of programs including job placement and training, small business support, and affordable housing development. The objectives are to

better integrate low-income communities into the mainstream economy and to help low-income families access to economic opportunities. Community development movement started forty years ago in response to the urban and rural poverty that produced urban communities marked by racial strife and significant migration from rural communities to communities with more economic .One theme that runs through community economic development is the goal of rebuilding failed neighborhood economies and most of the economic challenges that communities faced are the result of the failure of one kind of economic market or another. Community economic development programmes attempt to rebuild the broken markets and it does not need to provide with finance for every home improvement project in a community, it only need to finance the first few to show private lending institutions that profitable loans can be made. A job creation program does not need to create a new job for every unemployment person in a community by successfully placing some residents in to quality jobs, the program can create a strong connection to the regional labor market that can benefit the entire community ([www. Mcdpinfo.org](http://www.Mcdpinfo.org)).

### 3.12 Characteristics of CED

- \* Integration or merging of economic and social goals to bring about more far-reaching community revitalization involves the following:
  - A process guided by strategic planning and analysis in to opportunities
  - A multifunctional, comprehensive strategy of on going activities to individual economic development projects or other isolated attempts for the betterment of the community
  - Based on operating principles that empower the broad range of residents for the governance of development organization and the community at large

- Organizational format that is non-profit, independent and non-governmental even though profit or governmental entities are closely lined to its work
- Diverse engagement set of stakeholders that act as a board of directors for an imbedded community development partnership.

All communities develop at different paces based on access to resources, talent timing and market forces.

### 3.13 CONCLUSION

Integrated Development Planning is a complicated and well structured planning and implementation tool for local governments to fulfill their objectives. IDP represents also a significant shift away from the past planning in South African. The reviewed IDP focuses in assisting the community to live a better life and it ensure that proper service delivery is rendered and also focuses on poverty alleviation, past injustices and inequalities.

## CHAPTER 4 EMPIRICAL STUDY OF THE IMPACT OF INTERGRATED DEVELOPMENT PLANNING (IDP) AS A TOOL FOR PROMOTING SUSTAINABLE DEVELOPMENT AT EMFULENI LOCAL MUNICIPALITY

### 4.1 INTRODUCTION

This chapter aim to report the findings of the empirical research that was conducted at Emfuleni Local Municipality. This data was collected from ELM Integrated Development Planning (IDP) stakeholders and the community through IDP consultative meetings. The purpose of this study is to determine whether the IDP is used to promote sustainable development at ELM.

### 4.2 RESEARCH METHODOLOGY

In terms of the purpose of this study and the research methodology used the following methods were applied namely, questionnaires, telephone and personal interviews, structured and unstructured interviews, qualitative and quantitative methods. Research methodology assists in explaining the nature of the topic and data analysis. Unstructured interview was conducted in order to collect relevant and enough data regarding the issue of promoting sustainable development at the ELM. Unstructured method is similar to an informal interview whereby respondents will be open for discussion and questions can be changed as the discussion unfolds. Lot of time can be saved through this method of data collection and it also provides a general understanding of the problem among all

involved. As the researcher is a member of the ELM community and for the purposes of this study the researcher wanted to find out of how many people know about the needs and the importance of Integrated Development Planning (IDP) and which Programmes and projects can be made to promote sustainable development in the ELM. Respondents were asked about their gender, age occupation and location area. In the following sections, concepts in research methods used in the study are explained

### 4.3 QUANTITATIVE AND QUALITATIVE METHODS

Researchers frequently use the more literally point of view of first or second person in qualitative studies. Personal pronouns such as I, we, and you may be written into the introduction. These points of view convey a personal, informal writing stance that lessens distance between the writer and the reader. A qualitative introduction typically is written from a third person point of view. This impersonal view removes the writer from the picture and helps create a sense of the objectivity and distance between the researcher and that being researched (Creswell 1994:42).

#### 4.3.1 Qualitative method

According to Welman and Kruger (1994) qualitative research is a multi-method in focus, involving an interpretive, naturalistic approach to its subject matter. This means that the subjects are studied in their natural settings, attempting to make sense of or interpreting phenomena in terms of the meanings that they generate among themselves.

The multi-method nature of qualitative research involve studied use and collection of a variety of materials such as personal experience, interviews, questionnaires, observations, inter-actional and visual context (Neuman, 1997). Struwig and Stead (2001), also state that a qualitative researcher prefers to begin research in a relatively open and unstructured manner. Qualitative research will afford the researcher the opportunity to explore the impact in an unstructured way through the use of unstructured interviews.

Advantages of qualitative method are:

- To identify a client or customer's needs first
- The researcher should develop hypothesis
- As a researcher one should ensure that one understand information that has been obtained in a quantitative study
- A researcher one should also understand the language of the customer

#### 4.3.2 Quantitative research method

Quantitative research methods were originally developed in the natural sciences to study natural phenomena (Cresswell, 1994:116). This type of research is used in many different fields such as insurance, medicine, government, education, psychology and law. Quantitative research comprises three types namely: experimental, quasi-experimental, and descriptive and correlation method. The following are examples of quantitative survey methods: laboratory experiments, formal methods and numerical method. Cresswell (1994:119) mentioned that quantitative method can use data that is structured in a form of numbers or that can be immediately transported to numbers.

#### 4.4 RESEARCH DATA INSTRUMENTS

According to Creswell (1994:148) data collection steps involve firstly, setting the boundaries for the study, secondly by collecting information through observations, interviews, documents and visual materials, and thirdly by, establishing the protocol for recording information. The idea of qualitative research is to purposefully select informants (or documents and visual material) that will best answer the research questions. No attempt is made to randomly select informants. Beyond the general parameter, researchers should consider four parameters suggested by Miles and Huberman (1984), namely: the setting (where the research will take place); the actors (who will be observed doing or interviewed about); and the process (the evolving nature of events undertaken by the actors within the settings). A number of different sources were consulted for the purpose of this research and most of the sources are from ELM.

Huberman(1994:27)identifies type or types of data to be collected and provide rationale for data collection. Data collection procedures in qualitative research involve four basic types: observations, interviews, documents, and visual images. A compendium of data collection approaches drawing on all four types is presented. Each type has advantages and limitations. In many qualitative studies, multiple data collection procedures are used.

Data collection instruments form an important part of any research because it does not only give a description of what data could be collected and how it should be collected, but it also constitutes the basic information research.

In any data gathering plan it is essential to consider external and internal data first. These represent data which is ready to be gathered (Luck & Rubin, 1987:100)

Two data gathering instruments were developed for the purpose of this study:

- An in-depth interview guideline was developed in order to adhere to the qualitative requirements of this study.
- In terms of the quantitative component of the study, a questionnaire was utilized

An initial in-depth study of relevant literature on the research topic was undertaken by the researcher. The information that was derived from the literature review on the one hand, and valuable experience gained in practice on the other hand were combined in order to construct the guidelines for the in-depth interviews. The guidelines that were generated by the researcher pertained to specific questions that were covered during the interviews and as such enabled the researcher to maintain standardization throughout. Subsequently, all the respondents were asked the same questions during the interviews. Open-ended questions were employed in order to elicit information about the psychosocial needs of the respondents, and to provide an opportunity to the respondents for the elaboration and freedom of respondents, and to provide an opportunity to the respondents for elaboration and freedom of expression.

#### 4.4.1 Validity and Reliability

There are various ways of defining the concepts of methodology, Validity and reliability are defined as keys concepts in any research methodology. These concepts are discussed below:-

Validity is the way of collecting or discovering information and the information sometimes can be more and less truthful.

The following are types of validity

- internal validity
- statistical conclusion validity
- external validity
- constructive validity

#### 4.4.2 Reliability

Reliability can be refers to the consistency of measurement to the extent which the results are similar over different forms of the same instrument or occasions of data collection

#### 4.5 DATA TO BE OBTAINED

The data gathering method that was obtained for purposes of this study allowed the researcher an opportunity to collect enough data and to design questionnaires in such a way that the respondents could give more information. Respondents were also briefed about the topic of the research and also about what the entire research was about. Questionnaires were designed to fit all kinds of people targeted as respondents to this study irrespective of their social status and levels of education.

##### 4.5.1 Sample selection

There are two main components in determining who the author should select for interview, for an example, when selecting people for interviews, as a researcher the author should ensure that he/she selects the right population who can be able to successfully meet his/her goals. The other component of sample selection is to decide how many people one needs to interview. A researcher should

always avoid a biased sample because it will produce biased results (Mouton, 1996:135).

#### 4.5.2 Population and Samples

When conducting research one must often use a sample of the population as opposed to using the entire population. It would be important to first discuss what differentiates a population and a sample.

According to Mouton (1996:134) a population can be defined as any set of persons/subjects having common observable characteristics, for example, all individuals who reside in Emfuleni Local Municipality make up a population. Also, all pregnant women make up a population. The characteristics of a population are called a parameter. A statistics can be defined as any subset of the population. The characteristics of a sample are called a statistic. The selected population for this study entailed those individuals who reside in Emfuleni, mainly the community who take part in community participation, for an example, IDP consultative meetings. Individuals who were excluded are those who do not take part in the programmes and projects that are aimed at promoting sustainable development.

#### 4.5.3 Personal interview

An interview is called personal when the interviewer asks the questions to the interviewee. Personal interviews can take place at home, or the library or where a suitable venue is located by both parties, outside a movie theatre or polling place, and so on (Survey interview, 2006:4). Personal interview is a well known method and easy to manage for the collection of data. According to Babbie,(1998:265) personal interview can be both formal and informal, informal

interview allow the respondent to express him/herself and questions can be changed at anytime.

Advantages of personal interview approach are:

- The ability to let the interviewee see, feel and/or taste a product.
- Longer interviews are sometimes tolerated. Particularly with interviews that have been arranged in time, people may be willing to talk face to face than to someone on the phone.
- The ability to allow the respondents to respond in a broader way

There are also disadvantages which are:

- Personal interviews usually cost more per interview than other methods particularly true of in-home interviews.
- Each Mall has its own characteristics. It draws its clientele from a geographic area surrounding it, its shop profile also influence client. These characteristics may differ the target population non-representative sample
- Personal interview is sometime expensive and time - consuming

#### 4.5.4 Telephone interview

Telephone method can be regarded as the easiest and fastest method to contact respondents. Telephone interview is the most popular method as almost 80% of the people now have cell phones and almost 50% of homes have telephones.

#### 4.5.5 Structured and Unstructured interview

Structured interview is the technique which most people are familiar with. According to May (1997:110) structured interview is a better method because it allows for the respondents to be asked the same questions and as such the

differences between answers can be real. The same goes for the results of the interview situation itself.

Unstructured interview can be referred to as an informal interview. The reason for this is that it provides the respondents with an opportunity to talk about the subject in a very broad way. It also provides the researcher with a greater understanding of the subject's point of view (May, 1997; 112).

## 4.6 EMPIRICAL RESEARCH

### 4.6.1 INTRODUCTION

The second phase of this section focuses on the next step in the research process which is data processing and the reporting of results. The reports will be in a form of questionnaires. The relevance of these study findings is to determine the extent of that Integrated Development and Planning as a tool for promoting sustainable development.

Interviews were conducted and respondents were asked to give YES or NO answers to some of the questions. The author is located in Emfuleni (Vanderbijlpark) whilst 50% of the respondents are located in the underdeveloped surrounding townships and the 50% of respondents were mainly from the more developed areas including the Central Business District (CBD) of the ELM.

*With regard to the information given above the profile of the respondents is outlined in Table 4.1 below.*

The 12 respondents were asked to indicate their gender.

Out of seven females 3 were disabled and 4 were normal and healthy.

And out of 5 males only 1 was disabled.

*The respondents were asked about their age*

All of them were between the ages of 21 and 45 and only 3 were between the ages of 17 and 20.

*The respondents were asked to indicate their location area and their occupation*

Out of the 13 respondents of this study 5 were unemployed, 4 were employed while 4 were students who normally took part in community projects. Only two of them were from Social development.

Table 4.6.2 Profile of Respondents

Gender of the respondents	7 Females	5 Males
Age-range	17 to 45 years	
Marital status	3 never married, 3 married	3 widows and 3 widowers
Location area of the respondents	Vanderbijlpark, Bophelong and Boipatong Boitumelo , Tshepiso and Sharpeville	

### 4.6.3 QUESTIONNAIRES

A questionnaire is an investigative tool that is used for the completion of the study. The researcher is a student currently doing her Masters degree in Development and Management in the Department of Public Management and Administration at the North-West University.

Question 1: Respondents were asked to briefly describe the IDP according to their own understanding.

80% of the respondents who reside in town knew about the IDP and 30% of those who reside in the surrounding townships had no idea of what the IDP is all about. This problem is caused by non attendance of IDP meetings and ignorance amongst the community.

Question 2: Which programmes and projects can be initiated to promote sustainable development at Emfuleni?

The community from different areas almost had similar understanding and knowledge about programmes and projects and of ELM. They even mention some projects that were initiated by the ELM such as reselling of roads, building low cost houses and renovation of RDP houses and building roads. These projects according to the respondents are aimed at promoting sustainable developments.

Question 3: What is the role and importance of IDP in promoting sustainable development in your area?

70% of the respondents saw it as a way of making sure that the interest and needs of the community are fulfilled and that those who do not understand the IDP do not realize the difference that is made by ELM.

Question 4: Do you think ELM holds IDP meeting regularly as it should?

65% respondents said yes and 35% said no, reason being that those who reside in the CBD felt the meeting schedules are not fully communicated to them and as such they are not sure about the dates.

The respondents in the location such as Bophelong and Tshepiso did not have a problem because there are many forms used to convey the meetings e.g. public notices, loud hailing prior meeting.

Question 5: In your own opinion does the IDP promote sustainable development?

The view from ELM community is the same in this regard because all of them do see changes. Since the hiring of the current Municipal Manager many projects such as cleaning campaign have taken place. The towns and surrounding townships are cleaner now and the roads are marked.

Question 6: Does ELM have warded-based IDP, meaning a representative in your ward?

Due to the fact that the community is aware of ward committees, when the concept of ward-based IDP was introduced they managed to grab it immediately. The community therefore does have a full understanding of what ward based IDP is and what it is about.

Question 7: Do you think ELM officials are playing their part to promote sustainable developments?

The IDP committee regularly holds meetings and they make follow ups to keep the community informed on programmes and projects that are taking place. The committee also assists the community to prioritise projects accordingly depending on the estimated budget during the five year plan budget. Generally the respondents are happy with the service delivery performance of ELM .

Question 8: Do you think ELM does involve its community members in decision making?

65% respondents felt that they should be involved in decision making according to IDP's mandate. 45% even mentioned that at the IDP consultative meetings, the ELM usually gives them little time to respond or speak their mind and some of their positive responses are considered during implementation process.

Question 9: Does ELM hold IDP stakeholder meetings?

Majority of the community were clueless about the holding of meetings because they are not part of stakeholder forums. Only few people such as local big business, NGOs and some organizations knew about this as they do form part of Stakeholder forum.

Question 10: In your own opinion do you have a problem in accessing services e.g. medical health facilities and emergency services.

70% of the respondents felt that ELM is failing them regarding medical health facilities; for example, they do not have access to ambulances. They mentioned that if they phone an ambulance it takes 4 hours to reach them and that if they call the police, they also take one hour to get to them.

Question 11: Does ELM encourage community members to participate in IDP projects and meetings?

79% of the respondents felt that ELM does encourage the community to take part in IDP meetings. They mentioned that the reason for this is that if there is an IDP meeting coming up the ELM does ensure that the community gets first hand information through their Masakhane statement (Water and Lights statements) that informs them about such a meeting. ELM councilors use pamphlets, loud haling and local media e.g. Vaal Weekly, Vaal Ster and also the Vaal University of Technology Frequency Modulation (VUT FM).

QUESTION 12: What has ELM put into place to ensure that residents are satisfied about their services?

One of the respondents felt that the ELM is trying its best to provide them with proper service delivery but others felt that ELM is not doing enough and nothing has been done to improve service delivery.

Questionnaires were compiled for ELM IDP manager, and for IDP representative forums.

The officials were asked to mention a few programmes and projects that have been established and implemented to promote sustainable development at the ELM.

In 2006 the researcher was invited to an ELM IDP and the Budget reviewal meeting. This was done in accordance with the IDP mandate which directs that the IDP and Budget should be linked together. The meeting was held during the week and as a result some of the community members were unable to attend. Mr. Hulusane Mukwevho (IDP manager) was not present at the meeting. The former speaker Mrs. Mokgotsi was the chairperson of the meeting, different wards and their councilors were invited and transport was made available to transport them from and to the meeting venue. Some of the community members e.g. Sharpeville and Boitumelo complained about the poor service delivery while some felt that the ELM is taking them for granted. Some even mentioned that they have informed the council many times about their problems and nothing was done to date.

#### 4.7 RESPONSE FROM THE MAYOR

The ELM Mayor Dikeledi Tsotetsi mentioned a few of the projects that are ongoing in the area. The Mayor mentioned that there has been an improvement in ELM roads, pot holes and that incomplete pavement and houses were completed with the help of the community. The Mayor also mentioned that the ELM community members are also involved in making sure that they stay in a healthy environment which is why they have introduced the project of cleaning towns and locations from time to time. She promised the community that there are many things that need to be addressed and as such she will ensure that those issues are addressed and that an above standard service delivery is maintained in the area under her jurisdiction.

The other projects that she spoke about were the cleaning of cemeteries, improvements such as painting and renovation of hospitals and hostels in which

about 40% of ELM community were employed in order to promote sustainable development

The mayor also promised that she will monitor the ELM IDP and ensure that all projects that are undertaken by the council are implemented and monitored. IDP representative forums will be trained so that they can have the understanding of the job.

#### 4.8 CONCLUSION

In this chapter the interview revealed that the idea behind the implementation of Integrated Development and Planning (IDP) is to bring sustainable developments among ELM residents. The aim of IDP is to promote sustainable developments and also to make sure that the money budgeted for programmes and projects are allocated and used accordingly. There were views from other interviewees who felt that the ELM is not doing enough to keep the community informed about meetings. It is the responsibility of ELM to promote and improve the quality of life of its residents.

## CHAPTER 5 FINDINGS, RECOMMENDATIONS, AND CONCLUSION

### 5.1 INTRODUCTION

Firstly the aim of this chapter is to summarize what has been dealt with in the previous chapters. This study has shown that IDP can really promote sustainable development at Emfuleni Local Municipality. Findings and Recommendations are summarized to complete the research.

### 5.2 REALISATION OF THE OBJECTIVES OF THIS STUDY

The first objective of this study is to give theoretical exposition on how IDP can promote sustainable developments at Emfuleni Local Municipality. The concept of sustainable development was also outlined in chapter two. The, ELM shows its commitments on how to promote the goal of sustainable development. The challenges facing sustainable development in South Africa were also mentioned. World Summit (WSSD) that was held on the 26 August 2002 emphasizes the issue of promoting sustainable development in South Africa.

The second objective was to describe an overview of integrated development and planning at Emfuleni Local Municipality. This chapter also defines IDP's, vision and the mission of ELM, role players and, functions of the IDP, and Local Economic Development (LED). The purpose of chapter 3 is aimed to discover the impact of IDP in promoting sustainable development.

The third objective of this study was to conduct an empirical research. The questionnaires were compiled and Data was obtained from various respondents of ELM, the obtained data was through personal, telephone interview and also in a form of questionnaires, 70% of the answers from the respondents were positive and others negative.

### 5.3 TESTING THE HYPOTHESIS

The fundamental objective of this study was to test the preliminary statement that was made in chapter one.

- \* Implementation of IDP as a tool for promoting sustainable development with ELM is important for improving service delivery and for poverty alleviation.

Findings from both the literature review and empirical research support the stated preliminary statement. There IDP is a significant tool to promote sustainable development not only at ELM but to all spheres of government.

### 5.4 FINDINGS

The analyses explored the extent to which Emfuleni Local Municipality promotes sustainable development by use of the IDP as management tool. In the exploration, sustainable development as management concept was defined from different perspectives in literature review and objectives of the concept were analyzed. Sustainability of residents of ELM was tested by empirical survey. It was found that:

- The Council and management of ELM consider the IDP as effective management tool in promoting sustainable development;
- ELM has elaborate plans and mechanism for initiating programmes in the IDP;
- At least about 70% of community members are familiar with the IDP process though this knowledge is limited to residents of the suburbs;
- Knowledge of the IDP process is at minimum in the rural communities;

- About 60% of ELM residents acknowledge improvement in living standards which they attribute to the implementation of IDP projects;
- Public participation in the process is a matter of concern;
- The political executive initiates IDP awareness programmes as education campaigns on promoting sustainable development

## 5.5 RECOMENDATIONS

Given the findings of this study the following recommendations were identified

- \* The ELM should ensure that the community knows about the impact of IDP.
- \* Sustainability should be taken into account by all spheres of government
- \* IDP representative's forums should be well informed
- \* Community members should be informed in time about the meetings.
- \* Information about the programmes and projects that are meant to improve sustainable development should be distributed
- \* All role players who are involved in IDP should be trained.
- \* ELM should encourage community to take part in other projects and in public meetings so that they can have a clear understanding of IDP and the importance of the consultative meetings.
- \* The ELM should improve the quality of their service in order to meet the interest of the people
- \* The restructuring of the organization should be made to accommodate all role players who will be able to perform their duty, eg people who have the interest of the community in their heart

## 5.6 CONCLUSION

The above recommendations complete the study, Proper channel should be followed to teach the community about the importance of the IDP, ELM should encourage people to participate in some of the projects. This can be of great importance that ELM can create a platform of competencies on the implementations of programmes and projects even to those outside the ELM.

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ANNEXTURE B

RESEARCH QUESTIONNAIRE

TOPIC: Integrated Development planning as tool to promote sustainable development at Emfuleni Local Municipality

Researcher: Rebecca Mokone

Institution: North West University (Vaal Triangle Campus)

Instructions:

You need not provide your name

Section A: Profile of the respondents

Indicate with an x where appropriate

Age Range	MALE	FEMALE	
17 to 24 years			
25 to 31 years			
32 to 37 years			
37 to 45			

Question1: Do you have an idea on what the IDP entails?

Question 2: Which programmes and projects are being initiated by ELM to promote sustainable development at Emfuleni?

Question 3: What is the role and importance of IDP in promoting sustainable development in your area?

Question 4: Do you think ELM holds IDP meeting regularly as it should?

Question 5: In your opinion does the IDP promote sustainable development?

Question 6: Does ELM have ward-based IDP, meaning a representative in your ward?

Question 7: Do you think ELM officials are doing enough on service delivery through the IDP?

Question 8: Do you think ELM does involve its community members in decision making?

Question 9: Have you ever attended ELM IDP stakeholder meetings?

Question 10: In your opinion do you have a problem in accessing services e.g. medical health facilities and emergency services.

Question 11: Does ELM encourage community members to engage in IDP projects and meetings?

QUESTION 12: What strategies has ELM put into place to ensure that residents are satisfied about services?