

Resource Book for Ward Committees on Community-Based Planning and the IDP



Foreword



The Department of Provincial and Local Government (dplg) has been a partner in the Community Based Planning (CBP) project since 2001. We started this project with our colleagues in Uganda, Zimbabwe and Ghana to find ways of how best to incorporate a participatory community-based planning system and link it our Integrated Development Planning (IDP) process.

We salute the Mangaung Local Municipality in piloting this project in South Africa. We are also very impressed by the dedication and commitment shown by the next eight pilot sites who have taken CBP to the next stage.

The Ministry and the Department of Provincial and Local Government (dplg) would like to acknowledge the support of the Development Bank of Southern Africa (DBSA), Netherlands Aid, DFID and GTZ in making this initiative possible. SALGA played an invaluable role in making the piloting phase happen and in ensuring that we get to this point, where we have some tried and tested methodologies. We have examples of active and involved ward committees and communities, which will greatly enhance participatory democracy in South Africa.

F.S Mufamadi
Minister for Provincial and Local Government

Acknowledgements

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1 Introduction

Community-based planning (CBP) is a specific form of ward planning involving all people in a ward which has been designed to promote community action and make the Integrated Development Plan (IDP) of a municipal area more people-centred. The methodology has been developed and tested in South Africa, Uganda, Zimbabwe and Ghana for use by municipalities and communities in South Africa

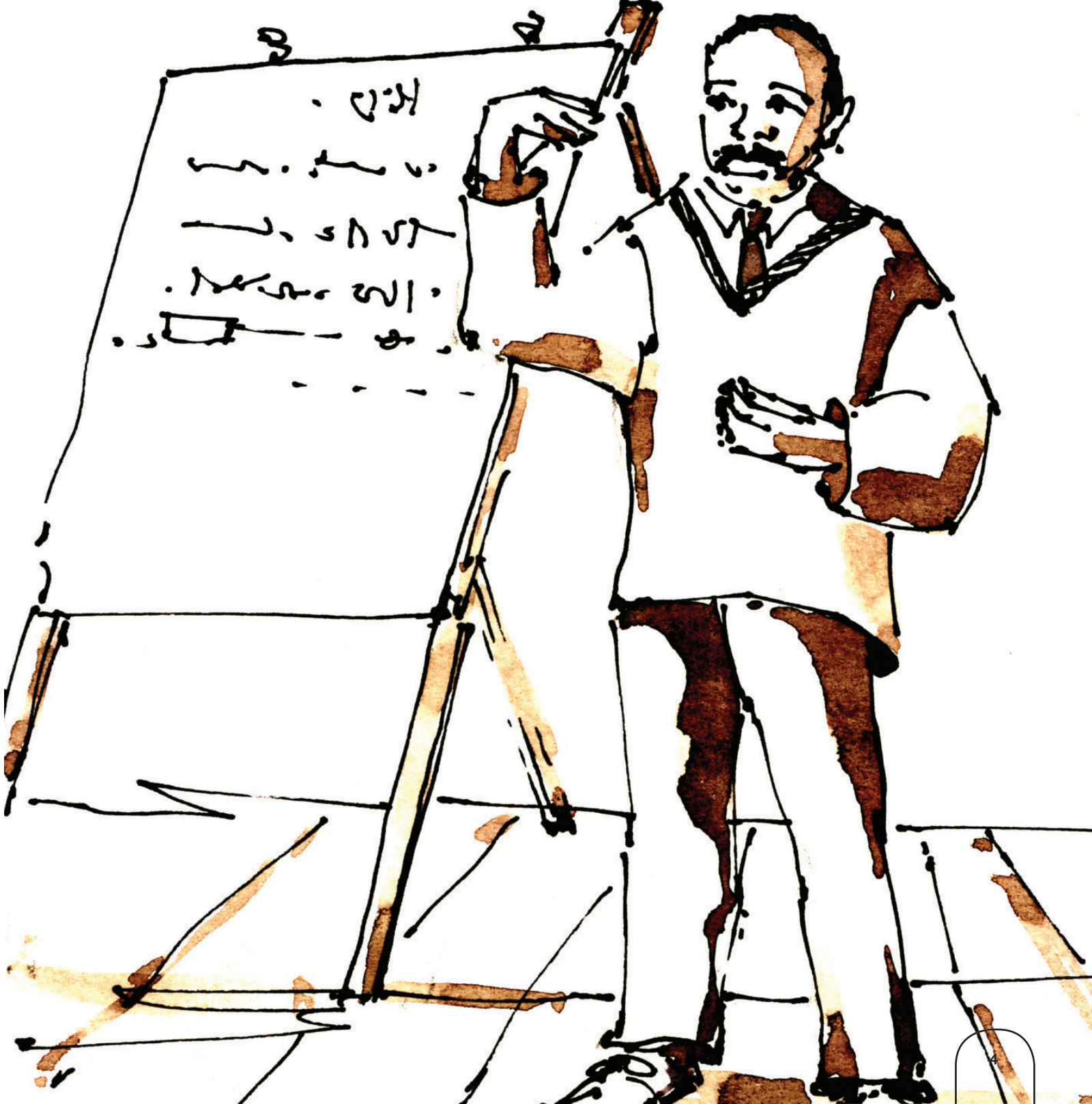
This Guide is intended for Ward Committees and community leaders, to help them to understand what the IDP is, and what is required to carry out CBP.

There are 4 other Guides:

- Guide 1:** Guide for Decision-Makers in considering Community-Based Planning linked to the IDP
- Guide 2:** Guide for Facilitators of Community-Based Planning;
- Guide 3:** CBP/IDP Management Guide
- Guide 4:** Guide for Training Facilitators of Community-Based Planning

This Resource Book covers the following:

1. According to the Constitution and key laws, what is a municipality's role in planning, and what are communities rights in relation to planning
2. What is Integrated Development Planning?
3. What is Community-Based Planning, and how does it link to the IDP?
4. What are the roles in the CBP/IDP processes?
5. What is required to make this community-based planning process work?



K.D.
1945
1946

2 What does the Constitution say about participatory local governance and planning?

We have national, provincial and local governments, each with their own roles and responsibilities. Local governments are known as municipalities and according to the Constitution their roles are:

1. To provide **democratic and accountable government** for local communities;
2. To ensure the provision of **services** to communities in a sustainable manner;
3. To promote **social and economic development**;
4. To promote a **safe and healthy environment**; and
5. To encourage the **involvement** of communities and community organisations in the matters of local government.

The Constitution establishes 3 types of local government:

- a Metropolitan Municipality (**Metro**) – there are 6 of these in South Africa in the biggest 6 cities, and they have wide-ranging powers and are the only local government in the area;
- a **District Municipality** – which is responsible for a number of Local Municipalities, provides support to them, and undertakes a number of specific functions such as health. There are 47 District Municipalities in South Africa
- A **Local Municipality** – these provide most basic municipal services such as water and roads. All local municipalities fall under District Municipalities.

The **White Paper on Local Government** says that “*Developmental municipalities*” are “*committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives*”.

“Municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation. The following approaches can assist to achieve thisparticipatory budgeting initiatives aimed at linking community priorities to capital investment programmes”

The **Municipal Systems Act, 2000** says that municipalities must develop 5 Year integrated development plans to integrate planning and delivery, and to provide a framework for all development activities in the area of the municipality. These have to be reviewed every year.

The Municipal Systems Act has many references to **participation**. For example section 29(b) of the Systems Act states that: “*The process to be followed in developing an IDP – must allow for:*

- (i) The local community to be consulted on its development needs and priorities;
- (ii) The local community to participate in the drafting of the IDP...”

The Municipal Structures Act defines the structures of local government, and defines the ward as the unit for participation in the Municipal area, each with a ward committee.

*The importance of communities expressing their views
Ngwana ya sa lleng o shwela tharing.
A child that does not cry dies in the sling.
A Setswana proverb*

This is the background to CBP. Community-Based Planning has been developed, to help wards to develop ward plans, stimulate active citizens, communities and ward committees in the process, and assist municipalities to develop effective IDPs which are based on the views of the people.

3 The Integrated Development Plan (IDP) and the IDP Process

The Integrated Development Plan has to:

1. Respond to the **priority needs/problems** of the municipality and its residents.
2. Focus the limited resources available on **key priorities**.
3. The plan has to be **strategic** - it has to be based on informed choices for solutions which will have the most impact within the budget available.
4. Focus on **implementation** - so it must be specific enough to inform the municipal budget, plans of the departments within the municipality and other government agencies, influence decisions on land use management etc;
5. It must plan in an **integrated** way for all development in the municipal area, not just for the municipality itself. As such it should be a unifying document for all agencies working in the area, a way to promote coordination and avoid duplication.

The financial year of local government is 1 July to 30 June of the following year. In order to develop an IDP the municipality has to:

- agree a plan for developing the IDP by 31 August
- submit a draft IDP and budget to Council by 31 March of the following year
- approve the budget and IDP by 31 May, before the next financial year starts on 1 July

The main work of developing an IDP happens between 1 September and 31 March. The main work of implementing the plan starts in the following financial year, after 1 July. Every year the IDP and the municipal budget has to be reviewed.

Umanyano lungamandla

Unity is strength

A Sixhosa proverb

“Tsha kule tshi wanwa nga muhovhi”

It is important to put in lots of efforts together in order to achieve something

Tshivenda proverb

What the IDP Contains

The following are the main contents of the IDP:

- **Vision.** Vision for the long term development of the municipal area, with special emphasis on the municipality's most critical developmental and internal transformation needs;
- **Situational analysis.** Assessment of the existing level of development in the municipal area, which must include an identification of communities which do not have access to basic municipal services;
- **Development priorities and objectives.** Setting of development priorities and objectives for the elected term of the Municipal Council (the elected body of the Municipality), including its local economic development aims and its internal transformation needs;
- **Strategy.** Development strategies, which must be in line with national or provincial plans which are binding on the municipality in terms of legislation (eg around housing, social services, basic services);
- **Spatial Development Framework.** A framework for the development of land use in the area;
- **Disaster management plan;**
- **Financial plan.** Financial plan, which must include a budget for at least the next three years; and
- **Performance indicators.** Set of key performance targets for the municipality.



4 Community-based planning (CBP)

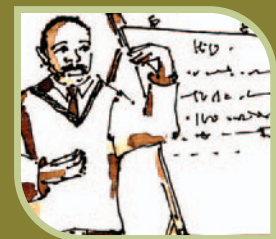
Community-based planning has been developed in order to enhance public participation in the IDP, and at the same time meet the wishes of people and government for a deepened democracy. This requires citizens who are active and involved in implementing and managing their own development, who are claiming their rights and carrying out their responsibilities as citizens.



There are 4 objectives for CBP:

- To improve the **quality of the IDP**;
- To improve the **quality of services**;
- To improve the community's **control over development**;
- To increase **community action** and reduce dependency.

There are a number of principles which are critical in understanding CBP and are shown in Box 1. Based on these principles a planning methodology has been developed which takes **6 days** within a ward, giving time to get deeper into the situation in the community as well as to allow time for people to participate properly in the planning process..



Mphe, mphe e a lapisa motho o kgonwa ke sa hae.

Forever begging, forever hungry.

A Sesotho proverb

Box 1 Principles of CBP

- we need to ensure that **all groups in the community, including the disadvantaged**, can participate in the planning process
- planning must be of the **ward**, and supported by the **ward committee**;
- planning should **not be once off**, but should be part of a longer process, with implementation, monitoring, and annual evaluations and reviews;
- the plan must focus on the people in the ward, so the plan is based around the livelihoods of different groups,
- the planning process must build the capacity within the community to understand their situation, plan how to improve it, and then implement this. In this process the community produces their own plan with support from ward and municipal facilitators);
- we must **build on strengths and opportunities** in the area and not problems, which makes us more likely to succeed and not to be paralysed by the problems;
- plans must be cover all aspects of people's lives;
- planning should promote **mutual accountability** between the community and officials;
- there must be **commitment** by councillors and officials to both plan and to implement the plan.

While the planning process is initiated and co-ordinated by the municipality, CBP is a partnership between the ward, the ward committee and the municipality. The **plan is "owned" by the ward (represented by the ward committee), and a ward facilitator should lead on the planning.** The municipality has to build the capacity of its ward councillors and ward committees to facilitate the planning process.

The planning process

The planning itself takes **6 days** of contact with the community in a ward. Before this some **preparation** needs to be done by the ward committee and resource people before engaging with the broader community in the ward. The writing up of the plan takes 2-3 days after the 6 days in the community. The 6 days includes working with the community for:

- 2 days on **analysing the situation** in the community;
- 1 day on bringing together **all the information** collected and then deciding on the main **priority outcomes** (end-results) that the community wants;
- 2 days on planning how to achieve these priorities; and
- 1 day on planning implementation, or what the community and the municipality needs to do to achieve this.

The planning process asks first "What can you as a community do to address this" before asking what the municipality and other actors should do. This aims to promote community action, and also more realistic plans.

Participatory tools are used with different groups to understand the differences within the community, to identify and prioritise the desired outcomes, and then to plan how to address these. These groups will sometimes be:

- a wide representative group from the ward (eg to launch the planning, and to agree priorities for the ward). This can be 100-200 people;
- a mixed group of 15-25 people, eg to analyse services or to write up the history of the ward;
- a social group of 10-15 people with similar access to resources (eg a group of unemployed, a group of business people, a group of farmers, a group of single mothers with children) to see the resources and vulnerabilities of different groups in the community;
- a working group of 5-10 people planning around a particular topic – eg reducing HIV. This group will include people affected by the topic, organisations providing relevant services, a ward committee member etc..

The planning process is a new experience for people and builds their capacity, and it is led by **facilitators from the ward committee** who will be trained, as well as the Councillor, and municipal facilitator. The plan is developed from what the people in the ward say – the job of the facilitators is to use a structured planning process in a participatory way to help the community to understand the situation, agree on their priorities, and plan how those priorities will be addressed.

Letsoho ke mokolla batho ba thusana - kopano ke matla.
To put a roof onto the walls of a hut needs joining hands.
A Sesotho proverb.



Implementing the plan

After the wards have produced their plans, the municipality provides **discretionary ward funds** of R25-50 000 per ward to implement activities suggested in the ward plan. It is called “Discretionary”, as the ward can choose how these funds can be spent to support the implementation of their plan. Therefore CBP is not just about planning, it is about communities taking forward development in their area, supported by the municipality and other agencies.

Ward committees manage implementation of voluntary action supported by these funds, and have to develop skills in implementation, monitoring, organisation and management of their own activities. During the planning the ward also suggests **larger projects** for consideration within the IDP. This is part of the information from the ward plans is used to inform the IDP. Some municipalities are also proposing additional **project funds** where wards or clusters of wards propose larger projects out of a dedicated ward project budget, a form of participatory budgeting.

Under the leadership of ward committees, the wards will develop **working groups** to take forward their plan, develop an **action plan** for implementation, and these working groups are expected to report back to the ward committee on progress on implementation, at least monthly. The ward committee will have to **report back** to the wider community on a regular basis, as well as to the municipality.



The CBP Cycle

The CBP process throughout the municipal area should ideally occur before the **first steps in the IDP** planning and review process. Table 1 below presents an approximate timetable for CBP as part of the IDP planning and budgeting cycle.

Table 1: Schedule for undertaking CBP as part of the IDP planning cycle

Month	Activity	Content
February March	Meetings with Council and senior management	Municipality discusses costs, benefits and the conditions that must be fulfilled for undertaking CBP, deciding whether to take on CBP, and clarifying roles and responsibilities for CBP
April- June	Preparing for the ward planning	<ul style="list-style-type: none"> • Develop the planning cycle for CBP • Plan the process for developing the ward plans • Select the first wards to be covered in year 1 • Run training for CBP Manager, Specialists, councillors, municipal staff • Put together IDP information that is relevant for CBP
May- July	Training of Facilitators	Training of facilitators from municipality and from ward committees (and if appropriate NGOs and CBOs)
August	IDP process plan	Process plan for the IDP developed and approved by Council
August- September	Ward planning	<ul style="list-style-type: none"> • Ward planning taking place in all wards • Writing up the ward plans and submit to the CBP Manager
August- September	Appraisal of ward discretionary budgets	<ul style="list-style-type: none"> • Ward plans reviewed and the discretionary budgets approved • Questions on ward plans sent to technical departments of municipality if needed
September- onwards	Linking to IDP	<ul style="list-style-type: none"> • Put together information from CBP for use in the IDP • IDP process underway
	Implementation	<ul style="list-style-type: none"> • Release of discretionary funds • Implementation of ward plans by wards
May	Approval of IDP and Budget by council	Council approves IDP and budget inclusive of relevant CBP project proposals
June	Feedback to community	Feedback to community on CBP projects included in the IDP and budget
July		

Content of a ward plan

Table 2 below shows what the different sections of the ward plan may include.

Table 2: What a ward plan contains

Section	Section heading	Contents
1	How did the ward make its plan	A description of the planning process
2	What is the situation in the ward	General background on the community (basic statistics and historical trends)
		Livelihoods of the different socio-economic or social groups in the community
		Assessment of services provided in the ward
3	What is important about the situation in our community	Strengths/Weaknesses/Opportunities and Threats in the ward
		Prioritised outcomes of different socio-economic or social groups in the ward
4	What does the ward want to achieve	Vision for the ward
		5 objectives developed from the top 5 priority outcomes
		Strategies to achieve these top 5 priority objectives
		Projects and activities to achieve these strategies
5	Implementing the ward plan	Action plan for the ward to implement projects and activities Budget for discretionary ward fund Projects to be considered in the IDP
Annexure	Project concept sheets	Summary descriptions for projects to be considered in the IDP

5 Roles in the CBP Process

Functions and powers of Ward Committees

Ward committees are established in those municipalities that have chosen a ward-based participatory system. Government recommends that ward committees should be established in all municipalities. The role of the ward committee is to improve community participation in the municipality. Ward committees are seen as an independent advisory body that must be impartial.

The specific roles of ward committees are to:

- Make **recommendations** on any matters affecting the ward to the ward councillor or through the ward councillor to the municipality;
- Serve as an official specialised **participatory structure**;
- Create formal unbiased **communication channel** as well as co-operative partnerships between the community and the council; and
- Serve as a **mobilising agent** for community action, in particular through the IDP process, the municipality's budgetary process and in holding the municipality to account for its performance;
- Hold other duties as delegated by the Municipality;

The CBP methodology provides ward committees with a powerful planning and implementation process to carry out their roles and responsibilities. It gives the ward committee an agenda – the ward plan – and the implementation and monitoring and evaluation of the ward plan means they have an ongoing role throughout the year.

Alukho nkwal'emphandelaenye
All must be involved to benefit
from development processes
A Sixhosa proverb

Umanyano lungamandla
Unity is strength
A Sixhosa proverb

Tsha kule tshi wanwa nga muhovhi
It is important to put in lots of
efforts together in order to achieve
something
A Tshivenda proverb

Ward roles during the CBP process

Table 3 below shows the main roles in CBP that are relevant to wards.

Table 3 Roleplayers in CBP and their roles

Role-player	Their role
Ward councillors	Co-ordinate and manage ward planning and implementation in the ward Chair key public meetings during the planning including the launch meeting, prioritisation meeting, feedback meeting Participate in the planning as much as possible Represent the ward on CBP issues in the municipality's IDP structures and processes Chair ward committee meetings where implementation is monitored
Ward committees	With the councillor, co-ordinate and manage ward planning and implementation in the ward Participate in the planning as much as possible during the planning week with some members of the ward committee present at all times Represent the ward on CBP issues in the municipality's IDP task teams
Residents of the ward drawn from different social groups in the community	Participate in the ward planning process and implement the plan
Ward facilitators	Lead on facilitation of the ward planning process and writing up the plan Monitoring and evaluation support role (where required by the ward committee)
Municipal facilitators	Support in the facilitation and writing up of the plan Act as CBP contact points in the different departments of the municipality
Traditional leaders	Participate in the ward planning. Support the ward committee in mobilising people, launching the CBP process, and in ensuring that the plans are implemented. In some cases several wards are within a tribal area and thus it may not be possible for the traditional leaders to participate in the ward planning for all wards. At the very least the traditional leaders must be consulted and informed of the CBP process
Community organisations, including churches, schools, local clinics	Participate as part of the working groups on days 4 and 5 of the planning and in the implementation of the plan
Service agencies (such as SAPS, Dept of Health etc)	Participate in days 4 and 5 of the planning, when the specific objectives are being planned for. Respond to issues being identified in the ward plan
CBP Specialists	Support 6-8 wards in carrying out the ward planning, supporting the ward committees afterwards during implementation and monitoring

6 Making CBP work

Earlier we said that CBP has 4 main objectives:

- To improve the quality of the **IDP**;
- To improve the quality of **services**;
- To improve the **community's control** over development;
- To increase **community action** and reduce dependency.

If CBP is to achieve this a number of things are needed:

- the municipality (both politicians and senior management) must be **committed** to supporting an empowering planning process and supporting wards to implement afterwards;
- the municipality must establish a number of **systems and structures** to make this happen, including allocating R10-50 000 per ward for discretionary funds;
- **councillors** need to be supported and trained to understand the role they need to play;
- **ward facilitators** (one per ward) need to be trained to facilitate the ward planning, supported by municipal facilitators;
- before the planning starts **preparatory (preplanning) meetings** need to be held by the facilitators with ward committees, traditional leaders and other opinion leaders to explain their role, what will happen in the planning week, and to start the planning process;



- councillors, ward committees and traditional leaders have to **inform the community** as to what is happening and mobilise people to attend the launch meeting and later planning meetings during the planning week, some in the day, and some in the evening (depending on what suits the majority of community members);
- councillors and ward committees have to **feed back** to the wider community on the final draft plan, the amount of approved ward discretionary funds to support implementation and later what projects have been approved by the municipality;
- councillors, ward committees and traditional leaders have to **organise for implementation**, of the plan, and report back to the wider community and the municipality on progress

CBP is an intensive process and it can lead to a stronger social contract between the people and the municipality, with communities claiming their rights but also exercising their responsibilities for their own areas, in a spirit of voluntarism or “letsema/vukuzenzela”. It means us all taking responsibility for our own development, working together in partnership to see how we can best achieve it



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