

**Consolidated  
Integrated  
Development  
Plan 2016 – 17**



## **Foreword by the Executive Mayor**

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As the new term commences the City should expend efforts in extending equitable services and facilitate development of new areas that have been added to its area of jurisdiction.

We are cognisant that the fostering of partnerships with our communities, the private sector and state agencies will stand us in good stead in dealing with the mammoth developmental task facing the City.


We need to harness the opportunities wrought by the amalgamation processes and ensure that agriculture will play a pivotal role towards rural and economic developments in our city.

The City will continue with the eight development priorities adopted by the previous and those articulated in the governing party's 2016 Local Government Manifesto.

During the course of this term, the City will strive towards achieving the following:

- Creating prosperous, liveable and inclusive living spaces with abundant social and recreational amenities;
- Extending services to communities;
- Provide stewardship that unleash innovation and foster partnership to provide municipal services, housing and economic development opportunities to our citizens;
- Continue with the city's ambitious programme of extending basic sanitation services to our residents;
- Fast-tracking the development of mixed housing to build integrated human settlement and invariably upgrade informal settlements
- Affordable and reliable public transport that is critical for transforming the inherited spatial form of the City that can potentially ignite development along transport corridors

Working together with communities, stakeholders, private sector, institutions of higher learning, we will ensure a better tomorrow for the citizens of our City.



CLR S.M. Mlamleli

**Executive Mayor**



## **Executive Summary/Introduction by the Acting City Manager**

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### **COMPONENT B: EXECUTIVE SUMMARY**

#### **1.1 MUNICIPAL MANAGER'S OVERVIEW**


In line with the vision of our metro as a "globally safe and attractive municipality to work, invest and live in by 2030" the Municipality will continue implementing the 8 priority areas, that are aligned to both the national and provincial priorities. The City has ensured that the citizens of Mangaung have access to basic services, and economic opportunities.

The administration will embark of reviewing the organisational structure so that it deals adequately with the human resources challenges that it is encountering. This will be informed by the need /recent to incorporation of the staff establishment of the former Naledi Local Municipality and Soutpan/Ikgomotseng on day of the local government elections held on 03 August 2016.

The City will continue amongst others to implement the project of establishing the Metro Police in order to deal with the challenges facing the City related to effective public safety services.

The massive project of Gariep Pipeline will be undertaken in partnership with national government to ensure the reliable provision of water services from the source.

So with this document, we pledge and reiterate the commitment of providing service to our citizens



T.B. Mea  
Acting City Manager





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## ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
BRT	Bus Rapid Transit
BEPP	Built Environment Performance Plan
CBD	Central Business District
CBP	Community-based Planning
CCTV	Closed Circuit Television Cameras
CDS	City Development Strategy
DFA	Development Facilitation Act
HIV	Human Immunodeficiency Virus
IDP	Integrated Development Plan
EMP	Environmental Management Plan
FDC	Free State Development Cooperation
FET	Further Education and Training
FSGDS	Free State Growth and Development Strategy
GDP	Growth Development Product
GAAP	Generally Accepted Accounting Practices
HSDG	Human Settlements Development Grant
HDI	Historically Disadvantaged Individual
ICT	Information Communication Technology
IDP	Integrated Development Plan
IT	Information Technology
IRPTN	Integrated Rapid Public Transport Network
KPA	Key Performance Area
KPIs	Key Performance Indicators
LGSETA	Local Government Sector Education and Training Authority
LLF	Local Labour Forum

LUMS	Land Use Management System
MDG	Millennium Development Goals
MFMA	Municipal Finance Management Act
MLM	Managing Local Municipality
MMM	Mangaung Metropolitan Municipality
MOSS	Metropolitan Open Space System
MPPMR	Municipal Planning and Performance Management Regulations
MTSF	Medium-Term Strategy Framework
MTREF	Medium-Term Revenue Expenditure Framework
PMS	Performance Management System
PTIG	Public Transport Infrastructure Grant
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework
SCM	Supply Chain Management
SMME	Small Micro and Medium Enterprises
SPLUMA	Spatial Planning and Land Use Management Act
STATS SA	Statistics South Africa
UFS	University of Free State
USDG	Urban Settlement Development Grant
PTIG	Public Transport Infrastructure Grant
USDG	Urban Settlement Development Grant

## **PART A: LEGAL AND POLICY FRAMEWORK**

### **CHAPTER 1: INTRODUCTION**

#### **1.1 WHAT IS IDP?**

Legislation requires each municipality to develop a plan for the development of its area of jurisdiction. Such a plan, in terms of the law, should be holistic and integrated in its approach and content. The plan should be long-term, covering five years and reviewed yearly given the changing circumstances. The Integrated Development Plan (IDP) therefore is a five-year development blueprint for a municipality. According to the Municipal Systems Act, No 32 of 2000, the IDP is the principal strategic planning instrument which guides and informs all planning, budgeting, investment, development, management and implementation processes in the municipality.

The Executive Management Team and Middle Management are accountable for the implementation of the IDP, and this is reflected in the Performance Management System that links the IDP to the strategic framework, the macro-scorecard, and the performance contracts for senior managers.

Together with this the Municipality is expected to develop and adopt a Built Environment Performance Plan (BEPP) to implement a number of strategic interventions that are geared towards evolving a more inclusive, liveable, productive and sustainable urban built environment.

BEPP is primarily a strategic plan to effect a thoroughly transformation of the built environment and should intersect with the City's Growth and Development Strategy, financial and capital investment plans.

#### **1.2 LEGISLATIVE CONTEXT**

This Chapter introduces the IDP by locating it within the right legal and policy context. It also explains the approach followed in drafting the report.

##### **1.2.1 The Constitution of the Republic of South Africa**

The Constitution of the Republic of South Africa outlines South Africa's Approach to local government. In this regard, the Constitution (sections 152 and 153), empowers the local sphere of government to be in charge of the development process in municipalities, and notably also the planning for the municipal area. The constitutional mandate gives a clear indication of the intended purposes of municipalities:

- To ensure sustainable provision of services;
- To promote social and economic development;

- To promote a safe and healthy environment;
- To give priority to the basic needs of communities; and
- To encourage involvement of communities.

The Constitution also demands of local government to improve intergovernmental coordination and cooperation to ensure integrated development across the neighbouring communities.

### **1.2.2 The White Paper on Local Government**

The White Paper on Local Government gives municipalities responsibility to "work with citizens and groups within the community to find sustainable ways to address their social, economic and material needs and improve the quality of their lives".

Critically, the White Paper on Local Government envisions a developmental local government and articulate instruments such as planning, local economic development and performance management system that should be harnessed to achieve developmental local government.

A suite of policies and legislative frameworks were subsequently enacted to realise the mentioned developmental vision for local government. These are:

- Local Government: Municipal Demarcation Act (Act 27 of 1998);
- Local Government: Municipal Structures Act (Act 117 of 1998);
- Local Government: Municipal Systems Act (Act 32 of 2000)
- Local Government: Municipal Finance Management Act (Act 56 of 2003)
- Local Government: Municipal Property Rates (Act 6 of 2004)

### **1.2.3 The Municipal Systems Act, No 32 of 2000**

Section 25 (1) of the Municipal Systems Act stipulates that "Each municipal Council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality". The Act dictates that the plan should: link, integrate and co-ordinate plans and should take into account proposals for the development of the municipality. In addition, the plan should align the resources and capacity of the municipality with the implementation of the plan. Moreover, the plan must form the policy framework and general basis on which annual budgets must be based. Furthermore, the plan should be compatible with national and provincial development planning requirements binding on the municipality in terms of legislation.

The IDP has a legislative status. Section 35 (1) states that an IDP adopted by the council of a Municipality:

- (a) is 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;

- (b) binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's integrated development plan and national or provincial legislation, in which case such legislation prevails; and
- (c) binds all other persons to the extent that those parts of the integrated development plan that impose duties or affect the rights of those persons have been passed as a by-law.

#### **1.2.4 Municipal Systems Amendment Act, No 7 of 2011**

The Municipal Systems Amendment Act, No 7 of 2011 heralded a new era in the history of local government in South Africa. In principle, it sought to professionalise local governance by ensuring that incumbents holding senior positions (i) have the appropriate qualifications and (ii) there is no conflict of interest between political office and local government administration by barring political office bearers from holding senior positions in local municipal offices.

Section 56A (1) states that "A municipal manager or manager directly accountable to a municipal manager may not hold political office in a political party, whether in a permanent, temporary or acting capacity." A political office in relation to a political party or structure thereof, is defined as the position of

- chairperson,
- deputy chairperson,
- secretary,
- deputy secretary
- Or treasurer of the party nationally or in any province, region or other area in which the party operates; or any position in the party equivalent to a position referred to in paragraph (a), irrespective of the title designated to the position".

Another key amendment relates to the re-hiring of dismissed staff. Section 57 A. (1) states that "Any staff member dismissed for misconduct may only be re-employed in any municipality after the expiry of a prescribed period." The Act is much harsher on employees dismissed for financial misconduct.

The Act stipulates that a staff member dismissed for financial misconduct, corruption or fraud, may not be re-employed in any municipality for a period of ten years (Section 57A (3)). This Amendment Act contains proposals that are guaranteed to have profound impact on the governance of Mangaung Metro.

#### **1.2.5 Local Government: Municipal Systems Act (Act No.32 of 2000) Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers**

The mentioned Municipal Systems Amendment Act (No 7 of 2011) empowered the Minister for Cooperative Governance and Traditional Affairs, subject to applicable labour legislation, and after



consultation with the Minister for Public Service and Administration, and where necessary, the Minister for Finance, to make regulations or issue guidelines relating to the duties, remuneration, benefits and other terms and conditions of employment of municipal managers and managers directly accountable to municipal managers

The new system of local public administration has undergone substantial transformation in pursuit of the legal requirements to develop a set of uniform norms and standards for municipal staff system and procedures.

In the main the objectives of the Regulations are as follows:

- (i) Create a career in local public administration governed by the values and principles of public administration as enshrined in Chapter 10 of the Constitution characterised by a high standard of professionalism;
- (ii) Create an enabling environment for increased staff mobility within local government by standardising human resources management practices;
- (iii) Improve the capacity of municipalities to perform their functions and improve service delivery by ensuring that municipalities recruit and retain suitably qualified persons, especially persons with scarce skills;
- (iv) Ensure predictability and maximise administrative and operational efficiency across municipalities; and
- (v) Establish a coherent human resource governance regime that ensures adequate checks and balances.

The regulations places an injunction on all municipalities to review their staff establishment before 17 January 2015, after having considered the principles set out in the Regulations, and the relevant functions and powers listed in the Constitution, and Chapter 5 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998). Critically, the Regulations outline processes to be followed in reviewing staff establishment and the framework of the report thereon to be considered by Council.

The Regulations also outline processes to be followed in recruiting, selecting and appointing the municipal manager and section 56 managers.

Furthermore, the Regulations provide as follows:

- Before a municipal council makes a decision to appoint a senior manager, it must satisfy itself that the candidate meets the relevant competency requirements for the post; has been screened; and does not appear on the record of staff members dismissed for misconduct as set out in Schedule 2 to the Regulations;
- Municipal council should establish a database of dismissed staff and staff who resigned prior to finalisation of disciplinary proceedings.

The Regulations also make provisions for conditions of employment and benefits that senior managers are entitled to.

#### **1.2.6 Spatial Planning and Land Use Management Act (SPLUMA), Act No. 16 of 2013**

SPLUMA has the following objectives:

- Provide for a uniform, effective and comprehensive system of spatial planning and land use management in the Republic;
- Ensure that the system of spatial planning and land use management promotes social and economic inclusion;
- Provide for development principles and norms and standards;
- Provide for the sustainable and efficient use of land;
- Provide for cooperative government and intergovernmental relations amongst the national, provincial and local spheres of government; and
- Redress the imbalances of the past and to ensure that there is equity in the application of spatial development planning and land use management systems

Critically, the Act prescribes development principles and norms and standards to inform land use management and development. Importantly, the Act outlines envisaged intergovernmental support to be provided to municipalities in implementing the Act.

The Act, provide a guide on the preparation and content of municipal Spatial Development Framework and Land Use Management Scheme.

Furthermore, the Act, provides for the following

- Establishment and composition of Municipal Planning Tribunal, term of office of members of Municipal Planning Tribunals;
- Disqualification from membership of Municipal Planning Tribunals;
- Processes to be followed in approving land development applications; and
- Provide for related land development matters such as internal appeals, development applications affecting national interests.

#### **1.2.7 Water Services Act, Act 108 of 1997**

The Act designates certain categories of municipalities as Water Services Authorities, for which Mangaung is also included. The Act provides that every water services authority has a duty to all consumers or potential consumers in its area of jurisdiction to progressively ensure efficient, affordable, economical and sustainable access to water services

The assigned responsibility should be discharged with the following cognizance:

- The availability of resources.
- The need for an equitable allocation of resources to all consumers and potential consumers within the authority area of jurisdiction.
- The need to regulate access to water services in an equitable way and the duty of consumers to pay reasonable charges which must be in accordance with any prescribed norm or standard for tariffs on water services.
- The duty to conserve water resources, the natural topography, zoning and the situation of the land question.
- The right of the water service authority to limit or discontinue the provision of water service if there's a failure to comply with reasonable conditions set for the provision of such services.

### 1.3 POLICY FRAMEWORK FOR THE IDP

#### 1.3.1 Medium Term Strategic Framework

The Medium Term Strategic Framework (MTSF, 2014–2019) is the primary government's strategic plan for the 2014-2019 electoral term. The MTSF sets out action that three spheres of Government will take and outline concomitant service delivery targets to bear on manifold development challenges facing the country.

Critically, the MTSF is the building block for the attainment of vision statements and outcomes to be yielded by government action as outlined in the National Development Vision 2030. .

Consistent with the National Development Plan and Government's Electoral Mandates, the MTSF outlines 14 priority outcomes that all spheres of government should seek to achieve. This section presents a tabular representation of these priority outcomes *albeit* placing emphasis on those that intersect and articulate with mandates assigned to municipalities:

**Table 1.1**

PRIORITY OUTCOME	KEY TARGETS SET
<b>1. Quality basic education</b>	<ul style="list-style-type: none"> <li>▪ All children between ages 7 to 15 should be in school and 65% of learners should be in class groups appropriate to their age by 2019</li> <li>▪ 75% of learners of learners tested through the Annual National Assessment (ANA) in Grades 3, 6 and 9 should achieve above 50% in both literacy and numeracy</li> <li>▪ Ensure that by 2019, 250 000 grade 12 learners qualify for university entrance</li> </ul>

<p><b>2. A long and healthy life for all South Africans</b></p>	<ul style="list-style-type: none"> <li>▪ Construction of 213 clinics and community health centers and 43 hospitals, and refurbishment of over 870 health facilities in 11 NHI pilot districts</li> <li>▪ Doubling of the annual training of doctors locally and abroad to 2 000 a year</li> <li>▪ Doubling of the number of people on <i>anti-retrovirals</i> from the present 2.4 million to a projected 5.1 million</li> <li>▪ Intensified TB screening and treatment programmes for vulnerable groups, including 150 000 inmates of correctional services facilities, 500 000 mineworkers and an estimated 600 000 people living in mining communities</li> <li>▪ Human Papilloma Virus Vaccine coverage of 90% amongst 9 and 10 year old girls, to significantly reduce their risk of acquiring cervical cancer in future.</li> </ul>
<p><b>3. All people in South Africa are and feel safe</b></p>	<ul style="list-style-type: none"> <li>▪ A reduction in the number of reported contact crimes</li> <li>▪ An increased proportion of citizens feel safe walking alone, during the day or at night, as measured in official surveys</li> <li>▪ An increase in the proportion of households that are satisfied with police services in their area, and with the way courts deal with the perpetrators of crime</li> <li>▪ Improvements in citizens' perceptions of levels of crime and progress in reducing crime, as measured in official surveys</li> <li>▪ An improvement in South Africa's ranking on the Transparency International Corruption Perception Index.</li> </ul>
<p><b>4. Decent employment through inclusive growth</b></p>	<ul style="list-style-type: none"> <li>▪ An increase in the GDP growth rate from 2.5% in 2012 to 5% in 2019</li> <li>▪ An increase in the rate of investment to 25% of GDP in 2019</li> <li>▪ The share in household income of the poorest 60% of households rising from 5.6% in 2011/12 to 10% in 2019</li> <li>▪ A decrease in the official unemployment rate from 25% in the first quarter of 2013 to 14% in 2020.</li> </ul>
<p><b>5. A skilled and capable workforce to support an inclusive growth path</b></p>	<ul style="list-style-type: none"> <li>▪ It is envisaged that university enrollment in foundation programmes will increase from 16 300 students in 2013 to 36 000 in 2019.</li> <li>▪ The number of artisans produced every year will increase from 18 110 in 2013 to 24 000 per annum by 2019, to meet the needs of a growing economy.</li> <li>▪ To support the knowledge economy the number of PhD graduates will increase from 1 870 per year in 2013 to 2400 per year by 2019.</li> </ul>

<p><b>6. An efficient, competitive and responsive economic infrastructure network</b></p>	<ul style="list-style-type: none"> <li>▪ Increasing the electricity generation reserve margin from 1% currently to 19% in 2019</li> <li>▪ A 5% increase in bulk water resources commissioned in comparison to 2014</li> <li>▪ An increase in broadband penetration from 33.7% in 2013 to 80% at 5Mbps; 50% at 50Mbps in 2019</li> <li>▪ Increasing the tonnage moved on rail from 207 million tons (Mt) in 2013 to 330 Mt by 2019</li> <li>▪ Improving the operational performance of sea ports and inland terminals from 28 to 35 average crane moves per hour by 2019.</li> </ul>
<p><b>7. Vibrant, equitable and sustainable rural communities with food security for all</b></p>	<ul style="list-style-type: none"> <li>▪ Increase the percentage of productive land owned by previously disadvantaged individuals from 11.5% in 2013 to 20%</li> <li>▪ Ensure that, by 2019, there is a 20% (or 16.2 m ha) increase in percentage ownership of productive land by previously disadvantaged individuals</li> <li>▪ Reduce the percentage of households who are vulnerable to hunger from 11.4% in 2013 to less than 9.5%</li> <li>▪ Reduce the percentage of the population living below the lower bound poverty line(R443 in 2011 prices) from 32.3% to below 22 %</li> <li>▪ Reduce rural unemployment from the current 49% to less than 40%.</li> </ul>
<p><b>8. Sustainable human settlements and improved quality of household life</b></p>	<ul style="list-style-type: none"> <li>▪ Adequate housing and improved quality living environments, with 1.495 million more households living in new or improved housing conditions by 2019</li> <li>▪ A functional and equitable residential property market with a target of 110 000 new housing units delivered in the affordable gap market by 2019</li> <li>▪ Enhanced institutional capabilities for effective coordination of spatial investment decisions, with a target of 49 municipalities assigned or accredited with the housing function</li> <li>▪ The title deeds for all 563 000 new subsidy units as well the backlog of 900 000 title deeds in the integrated residential housing programme will be transferred over the next five years</li> <li>▪ Informal settlement upgrading will be expanded to cover 750 000 households, ensuring basic services and infrastructure in some 2 200 informal settlements.</li> </ul>
<p><b>9. A responsive, accountable, effective and</b></p>	<ul style="list-style-type: none"> <li>▪ Increase in the percentage of households with access to a functional water service from 85% in 2013 to 90% by 2019.</li> </ul>

<p><b><i>efficient local government system</i></b></p>	<ul style="list-style-type: none"> <li>▪ Increase in the percentage of households with access to a functional sanitation service from 84% in 2013 to 90% by 2019, including elimination of bucket sanitation in the formal areas.</li> <li>▪ 1.4 million additional households to be connected to the grid between 2014 and 2019, and 105 000 additional non-grid connections.</li> <li>▪ Income support to the unemployed through expansion of the Community Work Programme to reach 1 million participants in 2019.</li> <li>▪ An increase in the level of public trust and confidence in local government from 51% in 2012 to 65% in 2019, as measured by the IPSOS survey.</li> <li>▪ An improvement in overall municipal audit outcomes, with at least 75% of municipalities receiving unqualified audits by 2019.</li> </ul>
<p><b><i>10. Environmental assets and natural resources that are well protected and continually enhanced</i></b></p>	<ul style="list-style-type: none"> <li>▪ Stabilisation and reduction of CO2 (a 34% reduction in emissions of CO2 from “business as usual” by 2020 (42% by 2025))</li> <li>▪ Implementation of climate change responses in five critical sectors</li> <li>▪ Increasing the percentage of the coastline with at least partial protection from 22.5% in 2013 to 27% in 2019</li> <li>▪ Increasing the compliance of mines with the National Water Act from 35% in 2013 to 60% in 2019.</li> </ul>
<p><b><i>11. Create a better South Africa and contribute to a better and safer Africa and world</i></b></p>	<ul style="list-style-type: none"> <li>▪ South Africa will continue to support regional and continental processes to respond to and resolve crises, promote peace and security, strengthen regional integration, significantly increase intra-African trade and champion sustainable development in Africa.</li> <li>▪ We will advance South Africa’s national priorities through bilateral engagements, ensure FDI inflows by maintaining the investment project pipeline of at least R50 billion, facilitate manufactured value-added exports from IPAP priority sectors to emerging and traditional markets to R5 billion,</li> <li>▪ Increase the number of foreign visitor arrivals to close to 44 million by 2016/17, and increase the tourism foreign direct spend (excluding capital expenditure) to R372.1 billion by 2017.</li> </ul>



<b>12. An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship</b>	<ul style="list-style-type: none"> <li>▪ Institutionalising long-term planning,</li> <li>▪ Forging a disciplined, people-centred and professional public service,</li> <li>▪ Empowering citizens to play a greater role in development; and</li> <li>▪ Building an ethical public service.</li> </ul>
<b>13. A comprehensive, responsive and sustainable social protection system</b>	<ul style="list-style-type: none"> <li>▪ By 2024, an essential age- and developmentally stage-appropriate package of quality early childhood development (ECD) services is available and accessible to all young children and their caregivers</li> <li>▪ Universal access (at least 95% of eligible people) to social assistance benefits by 2019, notably the child support grant, disability grant and old age pension.</li> </ul>
<b>14. A diverse, socially cohesive society with a common national identity</b>	<ul style="list-style-type: none"> <li>▪ The proportion of people of the opinion that race relations are improving rises from 40% in 2011 to 65% in 2019</li> <li>▪ The social cohesion index rises from 80.4% in 2011 to 90% in 2019</li> <li>▪ The active citizenship index rises from 79% in 2011 to 85% in 2019</li> <li>▪ The number of people over 18 that belong to a charitable organization rises from 5% in 2011 to 10% in 2019.</li> </ul>

### 1.3.3 National Development Plan

The South African Government, through the Presidency, has published a *National Development Plan*. The Plan aims to eliminate poverty and reduce inequality by 2030. The Plan has the target of developing people's capabilities to improve their lives through education and skills development, health care, better access to public transport, jobs, social protection, rising income, housing and basic services, and safety. It proposes the following strategies to address the above goals:

1. Creating jobs and improving livelihoods
2. Expanding infrastructure
3. Transition to a low-carbon economy
4. Transforming urban and rural spaces
5. Improving education and training
6. Providing quality health care

7. Fighting corruption and enhancing accountability
8. Transforming society and uniting the nation

At the core of the Plan is to eliminate poverty and reduce inequality and there is also a special focus on the promotion gender equity and addressing the pressing needs of youth.

More importantly for efficiency in local government the NDP proposes 8 targeted actions listed below:

1. Stabilise the political- administrative interface
2. Make public service and local government careers of choice
3. Develop technical and specialist professional skills
4. Strengthen delegation, accountability and oversight
5. Improve interdepartmental coordination
6. Take proactive approach in improving national, provincial and local government relations
7. Strengthen local government
8. Clarify the governance of SOE's

The National Development Plan 2030 has been adopted by the National Cabinet in August 2012 and this place an injunction on the state and its agencies (including municipalities) to implement the Plan.

The Plan makes the following policy pronouncements and proposes performance targets that intersect with developmental mandates assigned to local government. Importantly, municipalities are expected to response to these developmental imperatives when reviewing their Integrated Development Plan and developing the corresponding three-year Medium Term Revenue and Expenditure Frameworks.

- Youthful population presents opportunities to boost economic growth, employment and reduce poverty;
- Strengthen youth service programmes – community based programmes to offer young people life skills training, entrepreneurship training;
- Increase employment from 13 million in 2010 to 24 million in 2030;
- Ensure that skilled, technical, professional and managerial posts better reflect the country's racial, gender and disability makeup;
- Establish effective, safe and affordable public transport;
- Produce sufficient energy to support industry at competitive prices;
- Ensure that all South African have access to clean running water in their homes;
- Make high-speed broadband internet universally accessible at competitive prices;
- Ensure household food and nutrition security;
- Realise a developmental, capable and ethical state that treats citizens with dignity;
- Ensure that all people live safely, with an independent and fair criminal justice system;
- Broaden social cohesion and unity while addressing the inequities of the past;

- Public infrastructure investment focussing on transport, energy and water;
- Ensure environmental sustainability
- Professionalise the public service, strengthen accountability, improve co-ordination and prosecute corruption;
- Reduce the cost of living for low-income and working class households – (***cost of food, commuter transport and housing should be reduced***);
- Invest in new infrastructure in areas affecting the poor (***food value chain, public transport***)
- Prioritise infrastructure investment in – upgrading informal settlements, public transport, establishing municipal fibre optic network
- Ensure spatial transformation by 2030 – ***increased urban densities, reliable public transport,***
- Protect the natural environment in all respects, leaving subsequent generations with a least an endowment of at least an equal value;
- Reduce greenhouse gas emissions and improve energy efficiency;
- Review the allocation of powers and functions (Schedules 4& 5 of the Constitution) – housing, water, sanitation, electricity and public transport
- Fight corruption at three fronts – deterrence, prevention and education;

As indicated it is prudent for Mangaung Metro to take these issues into account when planning and reviewing development for the next five years.

#### 1.3.4 Free State Growth and Development Strategy (FSGDS)

The provincial government of Free State has developed a Free State Provincial Growth and Development Strategy (PGDS) Free State Vision 2030. The PGDS is the fundamental policy framework for the Free State Provincial Government. It is the embodiment of the broad strategic policy goals and objectives of the province in line with national policy objectives. The Strategy addresses the key and most fundamental issues of development, spanning the social, economic and political environment. It constantly takes into account annual provincial priorities and sets broad targets in terms of provincial economic growth and development, service delivery and public service transformation.

The Strategy has identified six priority areas of intervention by the province, namely:

1. Inclusive Economic growth and sustainable job creation;
2. Education innovation and skills development
3. Improved quality of life
4. Sustainable Rural Development
5. Efficient Administration and Good Governance
6. Building social cohesion

Importantly, the FSGDS identifies drivers, strategies and measurable performance targets (five year, ten year, fifteen year and twenty year targets) to ensure that there is performance in relation to the identified six priority areas. Equally, Mangaung Metro should ---- align its Growth and Development Strategy and the five-year development plans with those of the provincial government of Free State.

### **1.3.5 Millennium Development Goals**

The Millennium Development Goals (MDG) and targets come from the Millennium Declaration, signed by 189 countries, including 147 Heads of State and Government, in September 2000 and from further agreement by member states at the 2005 World Summit (Resolution adopted by the General Assembly). At the Summit in 2000, the international community reached consensus on working to achieve eight critical economic and social development priorities by 2015. The eight development priorities were termed the Millennium Development Goals. The eight MDGs are, in their numerical order:

1. To eradicate extreme poverty and hunger
2. To achieve universal primary education
3. To promote gender equality and empower women
4. To reduce child mortality
5. To improve maternal health
6. To combat HIV/AIDS, malaria and other diseases
7. To ensure environmental sustainability
8. To develop a global partnership for development

As a member state of the United Nations, South Africa is a signatory to this agreement. Furthermore, South Africa has committed to these eight Millennium Development Goals and embraced them into a national set of ten priorities. Writing in the preamble of the third report on progress towards reaching MDGs by South Africa, President Jacob Zuma stated thus:

*"Let me emphasise that South Africa is committed to the MDG agenda and the Millennium Declaration of 2000. Our entire development agenda embraces the MDGs."*

The South African government has sought to domesticate the MDGs so that they suit the local situation without compromising the chance of comparability. This has been achieved by developing specific indicators for each goal so that it could be easy to measure progress - see table 1.2.

**Table1.2: Millennium Development Goals and their indicators**

Goal	Indicators for this Goal
1	Gini, dollar-based poverty measures, employment, income per capita, social services and government-based social assistance programmes. In some instances the data are disaggregated by sex and race to provide the socio-economic specificities of South Africa
2	Sex disaggregated population base data for children aged 7–13 and persons 15–24 years of age
3	Gender and race disaggregated data on education, employment and political life
4	child and infant mortality data
5	Processes associated with giving birth and child rearing. Indicators are facility based as well as population based
6	HIV and AIDS prevalence disaggregated by age and sex
7	Sustaining the environment and the population's access to housing water, energy and sanitation amongst others
8	Trade and international relations and transfers, which in the main include trade, aid and global obligations

As a result, the MDGs enjoy considerable attention in key government development priorities. The table below demonstrates how the MDGs have been domesticated into the current priority agenda of the government.

**Table 1.3: Linkage between South Africa's National Development Plan and the MDGs**

	MTSF Strategic Elements	Relevant MDGS
1	Strategic Priority 1 <i>Quality basic education</i>	MDG 1, MDG 2, MDG 3, MDG 8
2	Strategic Priority 2: <i>A long and healthy life for all South Africans</i>	MDG 1, MDG 3, MDG 8 <b>MDG5 ,MDG6</b>
3	Strategic Priority 3: <i>All people in South Africa are and feel safe</i>	
4	Strategic Priority 4: <i>Decent employment through inclusive growth</i>	MDG 1
5	Strategic Priority 5: <i>A skilled and capable workforce to support an inclusive growth path</i>	MDG 1, MDG 2
6	Strategic Priority 6: <i>An efficient, competitive and responsive economic infrastructure network</i>	MDG 1
7	Strategic Priority 7: <i>Vibrant, equitable and sustainable rural communities with food security for all</i>	MDG 1 MDG 3, MDG 4, MDG 7

8	Strategic Priority 8: <i>Sustainable human settlements and improved quality of household life</i>	MDG 7, MDG 1
9	Strategic Priority 9: <i>A responsive, accountable, effective and efficient local government system</i>	MDG 1, MDG 3, MDG 7
10	Strategic Priority 10: <i>Environmental assets and natural resources that are well protected and continually enhanced</i>	MDG 7
11	Strategic Priority 11: <i>Create a better South Africa and contribute to a better and safer Africa and world</i>	MDG 8
12	Strategic Priority 12: <i>An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship</i>	MDG 2
13	Strategic Priority 13: <i>A comprehensive, responsive and sustainable social protection system</i>	MDG 7
14	Strategic Priority 14: <i>A diverse, socially cohesive society with a common national identity</i>	MDG8

Noteworthy, among all the MDGs, gender equality and empowering women enjoys most support. Gender equality and women's empowerment are said to be critical to achieving the MDGs especially *Goal 1* on poverty reduction and to economic growth, *Goal 2* on universal primary education, *Goal 4* on reducing child mortality, *Goal 5* on improving maternal health, and *Goal 6* on combating HIV/AIDS, malaria and other diseases.

It has been observed however, that gender equality perspectives are poorly reflected across all the MDGs in their current formulation. In the first place, most have either inadequate or no gender-sensitive targets or indicators, making them difficult to achieve. Second, the targets and their indicators are limited. And lastly, the MDGs appear as stand-alone goals, blurring the multi-sectoral links between all goals, targets and indicators, including the cross-cutting gender link.

So as Mangaung Metro develops her 5-year development blueprint these national and international policy contexts need to be taken into serious consideration – their limitation notwithstanding.



### 1.3.6 Back to Basics Approach

The Back to Basic Strategy is essentially a programme geared towards guiding municipalities on what need to be done to discharge developmental mandates assigned to municipalities by the Constitution of the Republic of South Africa. A comprehensive account of the status quo of local government was done informed by extensive research and monthly survey on how municipalities were discharging their responsibilities, how they interfaced with stakeholders and communities and the effectiveness of good governance institutional arrangement established by municipalities.

Critically, this extensive review undertaken by the Department of Co-operative Governance and Traditional Affairs on the state of local government in South Africa, categorised the South African municipalities into the following three cohorts, *viz*:

- **The top third** of municipalities have got the basics right and are performing their functions at least adequately. Within this group, there are a small group of top performers that are doing extremely well. In these municipalities there are innovative practices to ensure sustainability and resilience. This small core represents the desired (ideal) state for all our municipalities.
- **The middle third of municipalities** are fairly functional, and overall performance is average. While the basics are mostly in place and the municipalities can deliver on the main functions of local government, we also find some areas of poor performance or decline that are worrying signs.
- **The bottom third** of municipalities are frankly dysfunctional, and significant work is required to get them to function properly. Among others we find endemic corruption, councils which do not function, no structured community engagement, and poor financial management leading to continuous negative audit outcomes. There is a poor record of service delivery, and functions such as fixing potholes, collecting refuse, maintaining public places or fixing street lights are not performed. While most of the necessary resources to render the functions or maintain the systems are available, the basic mechanisms to perform these functions are often not in place. It is in these municipalities that we are failing our people dramatically, and where we need to be intervening urgently in order to correct the decay in the system.

Importantly, the strategy outlines five key performance areas that embed the Back to Basic Approach that should be pursued to progressively improve the performance of municipalities. These are:

#### 1. *Basic Services – creating decent living conditions*

- Develop fundable consolidated infrastructure plans;
- Ensure infrastructure maintenance and repairs to reduce losses in respect to:
  - Water and sanitation;

- Human Settlement;
- Electricity;
- Waste Management;
- Roads; and
- Public Transportation
- Ensure the provision of Free Basic Services and the maintenance of Indigent Register

## **2. *Good governance***

- The existence and efficiency of Anti-Corruption measures;
- Ensure compliance with legislation and enforcement of by-laws;

## **3. *Public Participation***

- Ensure the functionality of ward committees;
- Conduct community satisfaction surveys periodically

## **4. *Financial Management***

- Improve audit opinion;
- Implementation of revenue enhancement strategy

## **5. *Institutional Capacity***

- Ensuring that the top six posts (Municipal Manager, Finance, Infrastructure Corporate Services, Community development and Development Planning) are filled by competent and qualified persons.
- That the municipal organograms are realistic, underpinned by a service delivery model and affordable.
- That there are implementable human resources development and management programmes.
- There are sustained platforms to engage organised labour to minimise disputes and disruptions.
- Importance of establishing resilient systems such as billing.
- Maintaining adequate levels of experience and institutional memory.

Municipalities are expected to develop Back to Basic Implementation Plan that are informed by the reporting template issued by the Department of Cooperative Governance and Traditional Affairs.

## 1.5 THE STATUS OF MANGAUNG IDP

The Council of Mangaung in 2012 adopted a comprehensive integrated development plan covering the term of local government (2011 -2016) and in that same year, commenced with the initial annual review of the IDP for 2013/2014 financial year and subsequent years.

Critically the comprehensive IDP for the city is embedded and informed by the following eight key development priorities of the city:

- Poverty eradication, rural and economic development and job creation
- Financial sustainability e.g. revenue enhancement, clean audit
- Spatial development and the built environment
- Eradication of bucket system, VIP toilets in Botshabelo, Mangaung and Thaba Nchu, focus on the basics, building solar farming, power plant feasibility, safety & security
- Human Settlement
- Public Transport
- Environmental Management and Climate change
- Social and community services

The City has also adopted an overarching objective of **Good Governance** as its ninth development priority

### 1.5.1 Top 18 risks facing the City

The City has developed a strategic risk register that emanated from the set key development priorities and has periodically monitored these on a quarterly basis. These strategic risks have since being reviewed and the following 18 top risks have been agreed following discussions at Executive Management Team and bilateral engagement with National Treasury. These risks will be further assessed, rated and weightings assigned and mitigating action plans thereon developed. The mentioned risks are as follows:

1. Unreliable bulk water supply from the source;
2. Rising service arrears debt that "crowd out" investments in new service delivery assets and Maintenance;
3. Slag in economic growth;
4. Slow growth in employment;
5. Decline in water revenue;
6. Dispute on Valuation Roll;

7. Valuation Appeal process not yet concluded;
8. Bulk and reticulation backlog in relation to water, sanitation, electricity, road and storm-water
9. Services;
10. Internal capacity to implement SCOA;
11. Ageing infrastructure that increase pressure on repairs and maintenance budget;
12. Maintenance backlogs in respect of service delivery infrastructure;
13. Sustainable Development;
14. Lack of Spatial Integration;
15. USDG Conditions – Funding of informal settlements;
16. Drought;
17. Ineffective Public Transport;
18. Climate change and environmental detraction; and
19. MMM reputation risk

## **1.6 APPROACH TO IDP**

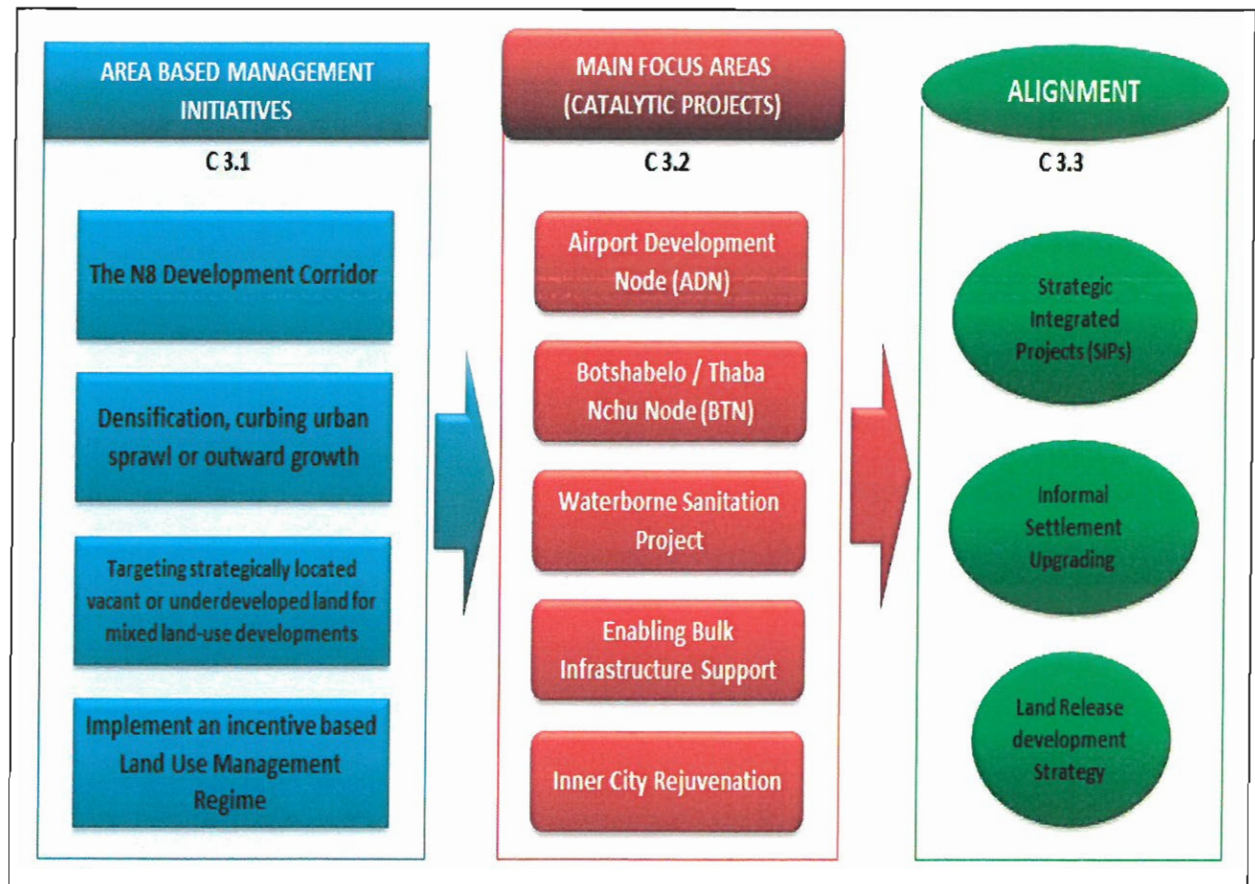
### **1.6.1 Introduction**

Municipal development and budgeting processes are seamlessly integrated and thus the city perceives the planning, performance management, and budgeting as seamlessly integrated municipal core processes. Therefore the IDP, SDBIP, BEPP and MTREF should intersect and relate to each other.

Secondly, the City takes engagement with key stakeholders in the development of IDP very seriously. As a result a number of meetings, consultations and hearing were organised with all interested parties. Key amongst these parties has been national and provincial departments, councillors, and members of the community.

### **1.6.2 Linkages between IDP, BEPP and Budget**

The Draft BEPP identifies seven (7) catalytic projects on which development trajectory and development efforts of all critical stakeholders should coalesce. These catalytic projects are diagrammatically represented below as follows.



The eight development priorities of the city, the BEPP catalytic projects intersect and correlate. The MTREF of the City is consequently informed by these development priorities and set catalytic projects.

The City is alive to a number of strategies that need to be pursued that will potentially put the City on the path of maximising development and these are:

- a) Using Integrated Transit Oriented Development – facilitating development along transport corridors;
- b) Urban Networks
- c) Identifying integration zones to crowd in future investment; and
- d) Locating catalytic projects within the integration zones

These catalytic projects are informed and intersects with development priorities set by elected leaders and the communities of Mangaung and inevitably informs the MTREF of the City as indicated.

#### 1.6.2 Cooperation with other spheres of governance

The law is emphatic on the need for local government to cooperate with other spheres of governance. The Municipal Systems Act states that municipalities must exercise their executive and legislative authority within the constitutional system of co-operative government. It further places an obligation on provincial and national spheres of government to exercise their executive and legislative authority in a

manner that does not compromise or impede a municipality's ability or right to exercise its executive and legislative authority.

For these reasons, the law requires that the planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government.

As such utmost care has been taken to ensure that new IDP is aligned with national and provincial governments' plans as well as other neighbouring municipalities' plans. Furthermore, key development plans such as the National Development Plan and the Free State Growth and Development Strategy have been incorporated in the MMM IDP as a reflection of the alignment of priorities between the municipality and its provincial and national counterparts. A detailed breakdown of provincial sectoral department investment in the City over the coming MTREF (2016/17 to 2017/18) is provided in Chapter 10

### **1.6.3 Participation by political leadership**

The law is clear on the role of political leadership in the plan for the municipal development priorities and the IDP in particular. The political leadership, especially the Mayor is supposed to provide guidance or vision for the Municipality for his Council's term of office. The political leadership in Mangaung has been highly proactive in the development of this IDP. Councillors of the Mangaung Metropolitan provided leadership at all community engagements and further discussed the IDP and Budget processes in various internal municipal committees like the Section 80 Committee on IDP and Finance, MAYCO meetings and Lekgotla, IDP and Budget Conference and Council. The adoption follows a process of robust interrogation by political leadership and members of the community both organised and in wards.

### **1.6.3 Community participation**

The law mandates the council of a municipality to encourage the involvement of the local community and to consult the local community about (i) the level, quality, range and impact of municipal services provided by the municipality, either directly or through another service provider and (ii) the available options for service delivery. The law places special emphasis on gender equity. It instructs municipalities to promote gender equity in the exercise of the municipality's executive and legislative authority.

The law further accords members of the local community the right to (i) contribute to the decision-making processes of the municipality and (ii) submit written or oral recommendations, representations and complaints - to the municipal council or to another political structure or a political office bearer or



the administration of the municipality. Moreover, residents have the right to be informed of decisions of the municipal council affecting their rights, and property.

Mangaung Metro has made every effort to ensure maximum participation by members of the local community in the development of the Consolidated IDP. Seven (7) engagements meetings with communities were convened during the month of December 2015 and a further Six (6) engagements were convened during the month of April 2016 to engage the communities on the development and Draft IDP respectively.

**Table1.4: IDP Public engagement in MMM, 2016/17**

Wards	Venue	Dates	Time
Bloemfontein			
6,7,9,10,11,12,13,14 and 15 1,2,3,4,5,8,16,17,18,46,47	Kagisanong Hall	3 <sup>rd</sup> Dec 2015	10H00am
19,20,21,22,23,24,25,26,44, and 48	Indaba Bram Fischer Building	3 <sup>rd</sup> Dec 2015	17H00pm
Botshabelo			
27,28,29,30,34,36 and 37	H-Hall	4 <sup>th</sup> Dec 2015	10H00am
31,32,33,35 and (38 M section side)	New Hall N section		14H00pm
Thaba-Nchu			
38	Maria Moroka Hall	8 <sup>th</sup> Dec 2015	10H00am
41	Sediti High School	8 <sup>th</sup> Dec 2015	14H00pm
39,40,(41Part of township),42,43 and 49	Barolong Hall	9 <sup>th</sup> Dec 2015	10H00am
Wards	Venue	Dates	Time
Bloemfontein			
6,7,9,10,11,12,13,14 and 15 1,2,3,4,5,8,16,17,18,45,46,47	Kagisanong Hall	19 <sup>th</sup> April 2016	10H00am
Botshabelo			
27,28,29,30,34,36 and 37	H-Hall	20 <sup>th</sup> April 2016	10H00am
31,32,33,35 and (38 M section side)	New Hall N section		14H00pm
Thaba-Nchu			
38	Maria Moroka Hall	21 <sup>st</sup> April 2016	10H00am
41	Sediti High School	21 <sup>st</sup> April 2016	14H00pm
39,40,(41Part of township),42,43 and 49	Barolong Hall	22 <sup>nd</sup> April 2016	10H00am
Bloemfontein			
19,20,21,22,23,24,25,26,44, and 48	Indaba Bram Fischer Building	25 <sup>th</sup> April 2016	17H00pm