

AN ANALYSIS OF THE IMPLEMENTATION OF
SUSTAINABILITY PRINCIPLES IN BUFFALO CITY MUNICIPALITY

By Phumzile Mniki

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ABSTRACT

This study investigated the planning, implementation and monitoring of sustainability principles in Buffalo City Municipality (BCM), in the Eastern Cape Province. It also analysed how reporting on sustainability principles was done at this municipality. The research was conducted as a qualitative case study that used analyses of documents, questionnaires and interviews to gather data. All respondents were involved with BCM, some as municipal officials in key positions in the different directorates and others as councillors.

The study was contextualised within the area of sustainable development at local government level. The focus was on how the mandate of sustainable local development at local government level was met in BCM. The focus was on the planning, implementation and monitoring of stipulations of Local Agenda 21 and sustainability principles. The study focused on the provision of basic services; inter-generational equity; integration of economic, social and environmental aspects; community involvement; institutional capacity building; partnerships, and global links.

The study established that Buffalo City Municipality incorporated sustainability in its vision. There was a lack of common understanding of the meaning of sustainability. Sustainability principles featured prominently at the integrated development planning phase but were less explicitly mentioned in the implementation, monitoring and reporting phases. Sustainability principles were subsumed in the developmental goals of the municipality.

The study also highlighted the need for a strategy to have an institution-wide implementation of sustainability principles which would incorporate raising awareness about sustainability and its value.

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LIST OF ACRONYMS

AIDS	Acquired Immune deficiency Syndrome
ARV	Anti-Retroviral
BBBEE	Broad-Based Black Economic Empowerment
BCM	Buffalo City Municipality
DEAT	Department of Environmental Affairs and Tourism
DWAF	Department of Water Affairs and Forestry
GIS	Geographical Information Systems
HIV	Human Immunodeficiency Virus
IDP	Integrated Development Plan
ICLEI	International Council of Environmental Initiatives
LED	Local Economic Development
MURP	Mdantsane Urban Renewal Programme
NGO	Non-Governmental Organisation
PMS	Performance Management System
RDP	Reconstruction and Development Programme

RSA	Republic of South Africa
SALGA	South African Local Government Association
SQE	State of the Environment
STI	Sexually Transmitted Infections
VCT	Voluntary Counseling and Testing

Chapter 1

INTRODUCTION

This chapter gives an overview of the research study. It presents the background and description of the context in which the research is located. It also introduces the research question and the methodology used to conduct the research. The methods used to collect and analyze information are also discussed. Lastly, this chapter also gives an overview of the structure of the chapters.

1.1 THE CONTEXT OF THE STUDY

The context of this study is the implementation of sustainability principles at Buffalo City Municipality (BCM) in the Eastern Cape province of South Africa. BCM is under the Amathole District Municipality and is the largest local municipality in the province. According to Local Government Municipal Structures Act 117 of 1998, BCM is a Category B municipality which means that it is a metropolitan area or has large cities with over 500 000 voters (RSA, 1998). Appendix 1 shows the boundaries of BCM as well as its location within South Africa. The land area of BCM is approximately 2515 square kilometres with a 68 km coastline along the Indian Ocean (Buffalo City Municipality IDP, 2006-2007). BCM is made up of urban, rural and pen-urban areas. Of the population, 74% live in urban areas while 26% live in rural areas (Buffalo City Municipality Annual Report, 2000-2003). According to the South African Cities Network, in 2004 BCM had a population of 743 096, with a population structure of 41% of the population under 19 years, 52% between the ages of 20 and 59 years and 7% aged over 60 years. In 2001, the rate of unemployment was 53.1%, with 57% of these being women. About 65% of the women were between the ages of 20-29. Reports state that 70% of households in BCM earned less than the household subsistence of R1500 (BCM Annual Report, 2004/2005). The economy is made up of both formal and informal sectors in primary, secondary and tertiary activities.

The BCM has a political and an administrative structure. The political structure comprises of an executive mayoral system and a ward participatory system. There are 45 wards and 89 councillors, 45 of whom are ward councillors and 44 were elected according to the system of proportional representation. There are 45 ward committees which are headed by ward councillors. Each ward committee is made up of 10 members. Ward committees are responsible for ensuring that residents in the ward are consulted about their needs and are informed about the plans of the municipality. These consultative community structures ensure that residents participate in the democratic process of the Municipal Council (BCM IDP, 2006-2007).

The administrative structure is made up of six directorates which are headed by the city manager. These are executive mayor's office, corporate services, development planning, engineering services, social services and financial services. One of the main functions of the directors is to implement the Integrated Development Plan (IDP). An alignment between the political and administrative structures is achieved through making the two structures to work closely together to achieve the objectives of the municipality. There are standing committees which are divided into operational and strategic committees. These have members from all political parties. The operational standing committee is made up of the five directorates excluding the executive mayor's office. The strategic standing committee is made up of the IDP committee, budget and performance management committee, the special programmes committee, the economic development and tourism committee and the sustainable development and integrated environmental management committee. Councillors are required to serve on at least one of these committees.

In order to implement the IDP, all the Directorates and departments within them work together and co-ordinate their activities. According to the BCM IDP (2006-2007) co-ordination within the municipality is an on-going process which takes place formally and informally. Some of the formal IDP structures include five Cluster working groups made up of the social, economic, environment, finance and institutional as well as the spatial and infrastructure clusters. Other formal co-ordination structures include the IDP, budget and performance management technical steering committee, the city manager's and

Directorates' meeting, the general managers' forum and the integrated project working groups. Again, councillors are required to serve on at least one of these committees.

1.2 BACKGROUND TO THE RESEARCH

South Africa is a signatory to international agreements on the implementation of sustainable development and is one of the countries that adopted Agenda 21 at the Rio Summit in 1992. Agenda 21 is a political commitment to sustainable development and is a programme for formulating long-term action plans for sustainability. One of its tenets is the integration of economic growth, social equity and the protection of ecological systems (Keysar, 2005). It also encourages intra- and inter-generational equity as well as active participation of the local communities and local stakeholders in decision-making. Agenda 21 identified local governments as being better placed than other levels of government to implement sustainability principles because, by being close to communities, they are in a position to identify community needs and to develop and implement local plans or development that is sustainable (Fakir, 2001). Municipalities are thus expected to adopt a development model that is people-centred with a focus on meeting the basic needs of the community, uses integrated planning, and promotes sustainable development.

Ten years after the 1992 Rio Summit there were worldwide concerns that progress towards the implementation of sustainable development was generally slow (Cameron, 2002). These concerns were reiterated at the World Summit on Sustainable Development held in Johannesburg in 2002. After South Africa committed itself to Local Agenda 21 at this summit, it intensified its efforts to have sustainable development become a framework in its development strategy at national, provincial and local government levels.

Municipalities in South Africa are reported to be failing to deliver basic services to communities and to implement sustainability principles (Cashdan, 1998). Although many of them state in their IDPs that they are committed to sustainable development, they have challenges which make it difficult for them to deliver on their mandate (Mackenzie, 2005). Buffalo City Municipality's vision is to be "a people-centred place of opportunity

where basic needs of all are met in a safe, healthy and sustainable environment” (Buffalo City Municipality IDP 2006-2007). It is against this background that I decided to conduct research into the implementation of sustainability principles at Buffalo City Municipality with a view to ascertain how these are implemented and what problems the municipality has in implementing sustainability principles.

1.3 RESEARCH GOALS

As stated above, the research question is: does Buffalo City Municipality implement sustainability principles? The goals of the research are to:

1. investigate the conceptual understanding of sustainability principles at Buffalo City Municipality
2. find out how sustainability principles are implemented
3. determine how sustainability principles influence operations in the municipality
4. establish what monitoring and evaluation mechanisms have been developed to measure the performance of BCM with regard to the implementation of sustainability principles, and
5. find out how reporting on sustainability is done.

I selected the Buffalo City Municipality as a case study to obtain an in-depth understanding of how sustainability principles are implemented, monitored and reported on. The research methodology, results and recommendations are discussed in more detail in subsequent chapters.

1.4 OVERVIEW OF CHAPTERS

The first chapter introduces the context of the study. The next section gives a brief overview of the structure of the other four chapters.

Chapter 2 reviews the literature on sustainable development and sustainability principles. This covers literature on the emergence of the concept of sustainable development, its implementation in South Africa and in local government, in particular. The chapter also looks at problems faced by municipalities in implementing sustainability principles.

Chapter 3 describes the research methodology used in the study as well as data gathering tools used. As stated earlier, a case study method was used. The tools for generating data are described and these included document analysis, questionnaires and structured interviews. Reasons for selecting these tools and their limitations are also discussed. The chapter also describes the processes used to analyze the data. Issues pertaining to ethics and reliability of data are discussed.

I presented the main findings of the research in chapter 4. These focus on the responses to the five goals of the research as well as any other responses gathered during the subject of this study. The findings highlight how the concept of sustainability is understood by the different decision-makers within the municipality, namely directors, managers and councillors. They also reveal strategies used at BCM to implement sustainability principles, how the latter are monitored and evaluated and lastly, how reporting on sustainability is done. Areas where the municipality has made great strides towards implementing sustainability principles will be highlighted. Challenges faced by BCM in implementing sustainability principles are also described.

A discussion of the findings together with recommendations is given in chapter 5. The discussion compares the practice at BCM to what is suggested as best practice in the literature. Finally a reflection on the study as a whole is presented, highlighting its scope for effective implementation of sustainability principles.

Chapter 2

LITERATURE REVIEW

This chapter reviews literature on sustainable development. It focuses on South Africa's response to Local Agenda 21 and how sustainable development is implemented at local government level.

2.1 THE CONCEPTS OF SUSTAINABLE DEVELOPMENT AND SUSTAINABILITY

Throughout the world, governments have as one of their responsibilities the duty of generating economic wealth and providing services to meet the basic needs of their citizens. In the past economic development took place in complete disregard for the finite nature of natural resources. This manifested itself in the overexploitation of natural resources and the destruction of the biophysical environment (Butler and Hallows, 2002). Measures of development were reflected in nations competing in terms of high rates of economic growth and high gross domestic product. The way in which countries interacted with their natural environment in pursuit of economic growth threatened the life-support systems and the quality of life on earth (Becker, 1994; Dresner, 2002). According to Dresner (2002), this was the time when environmental issues and development were viewed as mutually exclusive. Those who advocated the protection of the environment were regarded as enemies of economic growth and development (Bowers, 1997). The threat to life on earth necessitated linking economic prosperity to the preservation of the environment. A new way of thinking about development called sustainable development emerged (Dresner, 2002). It emphasized integrating economic and social concerns with the protection of the environment.

The concepts of sustainable development and sustainability owe their origin to the World Commission on Environment and Development held in 1987. In what became known as the Brundtland Report, sustainable development was defined as “development that meets

the needs of the present generation without compromising the ability of future generations to meet their own needs” (Fakir, 2001:123). This definition stresses meeting basic needs of communities and the principle of intergenerational equity (Dresner, 2002). The present generation has a responsibility to act as stewards of the environment, holding it in trust to meet current economic and social needs while ensuring that future generations will inherit a productive, diverse and healthy environment that allows them to meet their own needs. It is about intergenerational equity and how non-renewable resources are to be shared between the present and future generations (Becker and Jahn, 1999). It implies that economic and social development must occur in conjunction with the protection of the environment for current and future generations.

Sustainable development provides a framework for integrating development strategies and environmental policies. One of the basic aims of sustainable development is to achieve economic and social development without harming the environment and the natural resource base which is the lifeline for continuous human activity and further development (Bowers, 1997). The success of sustainable development depends upon the level at which human activity is kept within the constraints set by the environment (Buckingham-Hatfield and Evans, 1996). However, sustainable development is seen as a contestable concept that is open to different interpretations (O’ Riordan, Preston-Whyte, Haman, Manqelo, 2002).

One of the criticisms leveled against the concept of sustainable development is that it is “hopelessly vague and non-operationalizable” (Dresner, 2002: 67). According to Ntsime (2004) sustainable development is used as a slogan to address environmental challenges and it often reflects conservative conservationist views. He argues that sustainable development should be viewed within the context of human development because “sustainability is about people and their capacity and willingness to take part in their own development” (Ntsime, 2004: 709).

The concepts of sustainable development and sustainability are sometimes viewed as interchangeable (Membratu, 1998). Both concepts integrate economic, social and environmental dimensions. However, some authors draw a distinction between these two

concepts (Dresner, 2002; Doak, Sloth and Therivel, 1998; Becker and Jahn, 1994). Sustainable development is about development while sustainability is a broader concept that guides planning and decision-making.

According to Bowers (1997: 192) “a sustainability agenda recognizes the value of maintaining natural systems while developing and strengthening social capital, considering the future, involving people in decision-making, addressing issues of social and environmental justice while ensuring that decisions are economically viable and sustainable.” The objectives of sustainability give prominence to long-term, all embracing considerations. Buckingham-Hatfield and Evans (1996) describe sustainability as an overarching political and societal value. They see sustainability as an appeal to change to new patterns of living and a challenge to the established order. The fundamental principles of sustainability include the integration of economic, social and environmental aspects in development planning and implementation. Other central elements of sustainability incorporate the notions of equity, conservation of biodiversity, satisfaction of basic needs, participation of communities in activities and decisions affecting them and concern for future generations (National Environmental Management Act, 1998).

At the United Nations Earth Summit held in Rio de Janeiro in 1992 sustainable development was prioritized as an international goal. A global action plan known as Agenda 21 was adopted to address the challenges of sustainability for the 21st century (International Council of Local Environmental Initiatives, 1996).

Agenda 21 is a political commitment to sustainable development and a programme for formulating a long-term action plan for sustainability. According to ICLEI (1996) the areas of concern identified at the Rio Summit were poverty, human health, patterns of consumption, ozone depletion, pollution, use of natural resources, biodiversity, and waste. Agenda 21 acknowledged that many of these challenges emanate from local activities and as such local authorities had a critical role to play to ensure the success and effectiveness of this programme.

Local authorities were identified as the sphere of government closest to the people and were therefore better placed to identify the needs of their communities and to develop and implement local plans for sustainability. Local Agenda 21 is defined by Barton, Figgle and Rowledge (1998:58) as “a local, government-led, community-wide and participatory effort to establish a comprehensive action plan for environmental protection, economic prosperity and community well-being at the local area”. It is a framework for implementing sustainability principles at local level. ICLEI (1996) describes the criteria for the planning of Local Agenda 21 as that:

- It must be a participatory process between local government, local communities, civic organizations and non-governmental organizations
- It must include a consensus on a vision for a sustainable future
- It must address economic, social and ecological needs in an integrated manner
- It must prepare an action plan with concrete long-term targets, and it must establish a monitoring and reporting framework.

In 1996 the ICLEI in conjunction with the United Nations Commission on Sustainable Development conducted a survey to investigate progress made by the countries of the world towards the implementation of Local Agenda 21 (Pattenden, 1997). The findings revealed that in five years since 1992 few countries represented by 1800 local governments in 64 countries had begun to implement Local Agenda 21. According to Pattenden (1997) some of the reasons for the slow progress towards the implementation of Local Agenda 21 included:

- Lack of understanding of sustainability principles and processes by local elected officials, municipal staff and stakeholders,
- Traditional institutional structures that impeded participatory decision-making or that were too linear for the complexities of sustainable development planning, and

- The tendency for Local Agenda 21 processes to focus on traditional environmental policy and activities.

These sentiments are shared by Roberts and Diederichs (2002) who wrote about Durban's Local Agenda 21. They state that Durban was the first city in South Africa in which the Local Agenda 21 mandate was seen as a corporate responsibility. The difficulties that were experienced in implementing Local Agenda 21 and which accounted for the slow progress made towards the implementation of this programme, include lack of support from politicians, the tendency to regard sustainable development as a foreign concept and a "green issue", lack of resources to ensure inclusiveness and consensus- building, power struggles among municipal administrators and the pressure from external donors who wanted the funds that they donated used to cater for their interests rather than those of local residents.

The concern about the slow progress towards the implementation of sustainability principles was reiterated by local government representatives at the World Summit on Sustainable Development in 2002. They stated that "ten years after the 1992 Rio Earth Summit, the implementation of Agenda 21 is proceeding so slowly that the horrors of global poverty and environmental disruption are becoming ever more overwhelming" (The Johannesburg Call, 2002). At the United Nations World Summit on Sustainable Development held in Johannesburg in 2002, commitment to Agenda 21 and Local Agenda 21 were reaffirmed. There was general agreement that the time had come to move beyond planning for sustainability to implementing it. It was time to move from agenda to action. According to ICLEI (2005), Local Action 21 was launched as a motto of accelerated implementation of sustainable development in the decade following the Johannesburg Summit.

Local government representatives committed themselves to reduce by half the number of people without access to safe water and sanitation, to address public health problems, improve access to affordable energy services, eradicate poverty, to ensure equitable access to quality education for all and at all levels and to develop practical and realistic action plans and implement them through Local Action 21 (The Johannesburg Call,

2002). Some of these views were the same as the Millennium Development Goals which focused on the promotion of human development, reduction of poverty and integration of the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources (Millennium Development Goals, 1998). ICLEI states that the goals of Local Action 21 are to create sustainable and resilient communities, remove barriers to sustainable development such as poverty, injustice, exclusion and conflict, an unhealthy environment and to create viable local economies. A need was identified to support municipalities in introducing management instruments to ensure unwavering implementation, effective monitoring and continual improvement of municipal sustainability.

2.2 SOUTH AFRICA AND LOCAL AGENDA 21

South Africa's participation in international conventions and its being a signatory to international agreements made it to be one of the first countries to commit itself to sustainable development and to apply sustainability principles in its national development strategy (Durban Local Agenda 21, 1999). When apartheid ended in 1994, the new government inherited many social, economic and environmental problems. The country was characterized by huge inequities in the distribution of wealth and social services. These included a racially divided country, backlogs and distortions in terms of access to basic services and infrastructure, widespread poverty with the majority of the people living below the poverty line, inadequate access to clean water, pollution, poor quality housing for the majority of the population and inadequate sanitation and waste management (Cashdan, 1994). After 1994 attempts were made to redress these inequities and to focus on development that provided basic needs and a better life for all without adversely affecting options for future generations (Makana LEAP, 2004).

Local Agenda 21 was adopted as a mechanism to implement the Reconstruction and Development Programme (RDP) (Cameron, 2002; Pattenden, 1997). The RDP integrated economic growth, development, reconstruction and redistribution in a unified manner (Nel, 2002). The principles of Local Agenda 21, with their emphasis on integrating economic, social and environmental dimensions in development planning, formed the

basis of the constitution of the new participatory democracy (O' Riordan, et al, 2000). The South African development model, based on these principles, is people-centred with a focus on meeting basic needs. It uses integrated planning and development and promotes sustainable development (Davids, Theron and Mapunye, 2005). South Africa's commitment to sustainable development is revealed in the inclusion of sustainability principles in the Constitution and the Bill of Rights. Section 24 (Juta's Statutes Editors, 2004:1) states that "everyone has a right to an environment that is not harmful to their health or wellbeing and to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that prevent pollution and environmental degradation; promote conservation; and secure ecologically sustainable development and use of resources while promoting justifiable economic and social development". Other sections in the Constitution that are relevant to sustainability principles are sections 26 and 27 which state that "everyone has a right to have access to adequate housing, health care, food, water and social security" (RSA, 1996).

The governance structure is also espoused in the Constitution, with local government being assigned a wide range of functions pertaining to development decisions and service delivery. Butler and Hallows (2002: 18) state that "if sustainable development is to mean that people are able to build decent lives for themselves, their families and communities, it can only start with the recognition that environmental, social and economic rights are interlinked. And it must work to protect those rights in the places where people live, work and play".

South Africa's local governance model emphasizes community and stakeholder participation in policy design, planning and implementation. Another important legislation showing South Africa's commitment to sustainability principles was the National Environmental Management Act passed in 1998. This Act established broad-based democratic principles and a legal policy framework for sustainable environmental management (Department of Environmental Affairs and Tourism, 2002). The overarching goal of the National Environmental Management Act is to move South Africa away from unrestrained exploitation of natural resources to sustainable

development, with the goal of integrating environmental, economic and social sustainability.

Integrated development planning was introduced in 1996 as a form of strategic planning for local government (Mackenzie; 2005). Integrated development planning is an approach to planning that involves the local government, the community, the business fraternity and non-governmental organizations in finding the best solutions in long-term development at the local area. The underlying philosophy, principles and processes of integrated development plans are consistent with Local Agenda 21 and its principles of sustainability. Municipalities are required to produce integrated development plans with spatial, institutional and financial aspects. These plans should be based on needs assessment, prioritizing of needs, an implementation programme and a monitoring and evaluation system.

As from 1996 many other Acts and regulations were passed by the government to establish and support local governments in their development role. In 1998 the White Paper on Local Government stipulated that local governments are to work together with local communities to establish development processes to satisfy local needs for basic services and to promote social and economic development that does not harm the environment. The approaches to developmental local government included integrated development planning, service delivery, local economic development and widespread community participation in decision-making (Cashdan, 1998).

The Municipal Systems Act that was promulgated in 2000, mandated municipal structures to be drivers of development in the areas of their jurisdictions (DEAT, 2002). This Act requires municipalities to develop a system that will maximize administrative and operational efficiency. The Municipal Structures Act of 2000 defined areas of responsibility between district and local municipalities. It requires municipalities to develop a system that will align development strategies of local municipalities with those of district municipalities. District municipalities are charged with the responsibility of supporting the planning activities of local municipalities.

South Africa seems to have the necessary conceptual and legal framework to implement Agenda 21. It is important to find out how much success has been achieved in implementing sustainability principles nationally since the World Summit on Sustainable Development held in 2002 and what problems municipalities experience in their local contexts. Considering the huge backlogs in providing basic needs to all South Africans as a result of the apartheid laws, it can be assumed that the performance of municipalities towards implementing sustainable development will be an uphill struggle and will be slower than most countries in the world.

2.3 THE IMPLEMENTATION OF SUSTAINABILITY PRINCIPLES AT LOCAL GOVERNMENT LEVEL IN SOUTH AFRICA

South Africa committed itself to sustainable development by enacting a number of Acts and regulations on how this could be done. There have been challenges to the implementation of Agenda 21. These affected progress towards and delayed the implementation of sustainability principles at local government level in South Africa. There has to be a commitment from the beginning to implement sustainability principles in the development programmes. This has to devolve from national, through to provinces, to district municipalities down to local municipalities. The municipal vision and strategy has to espouse this commitment for decision-makers and local citizens to understand and to apply to all planning and decision-making.

Translating sustainability policy goals into action is a complex challenge for municipalities (Keysar, 2005). The process of implementing sustainability principles should be part of integrated planning. When the vision and strategic goals are prepared, it is at this stage that the focus should be on sustainability.

Sustainability as applicable to municipalities involves certain basic principles, among which is integration. This refers to a cross-sectoral participatory system which brings the different sectors and groups together to develop a vision for the municipality and to set goals and targets for sustainability (Dalal-Clayton and Bass, 2002). Municipal functions should take place in an integrated manner by seeking consensus at all times. In the case

of Durban, power struggles between different administrative sectors threatened integration of development programmes (Roberts and Diederichs, 2002). Integration suffers where there is a tendency for the different sectors to pursue their own objectives and disregard how their objectives impact on those of other sectors (Lafferty and Meadowcroft, 2000). Shared responsibility for the implementation of sustainability principles by the different sectors is a good opportunity for integration. Baker, Kousis, Richardson and Young (1997) maintain that in some instances a municipality may adopt an approach of shared but differentiated responsibility through the use of consultative forums. This implies that there is consensus in making decisions but each sector implements the decisions separately from the other sectors. Another opportunity for integration is the involvement of local communities and other stakeholders in the formulation of municipal policies and their implementation. Integrated development plans are tools which municipalities use to bring about integration.

Another principle involves integrating economic, social and environmental dimensions in development planning. This is one of the key features of sustainability that is simultaneously addressing economic, environmental and social issues with a long-term perspective. While sustainability implies integrating these in development planning, three distinct aspects of the concept can be identified, namely:

- Economic sustainability refers to balancing the local economy with the natural systems and the improvement of the quality of life of the people. According to the South African Human Development Report “the quality of economic growth is defined by the extent to which it is accompanied by improvements in the distribution of wealth, reductions of poverty and the provision of equal opportunities (2003: 12).
- Social sustainability refers to development that enhances human wellbeing, promotes social upliftment and gives people a chance to change their lives for the better. Improving the quality of life for the people

involves poverty eradication, providing quality and affordable basic services to all and reducing unemployment. Social sustainability requires a sound economy and wise use of resources. Sustainable development thus implies social betterment in an economically progressive environment where caution is taken not to grow beyond the carrying capacity of ecosystems and affording an opportunity for natural resources to regenerate and maintain the earth's capacity to act as a sink for waste.

- Environmental sustainability entails using resources to a level where the regenerative capacity of natural systems is not exceeded and ensuring their availability well into the future. It needs economic and social sustainability. Decision-makers ensure that economy and long term benefits and trade-offs between economic benefits and the protection of the environment. In this way sustainability brings about compatibility between environmental preservation and economic growth. Municipalities would be able to implement sustainability if they have sound environmental management systems in place.

Intra and inter-generational equity is another basic principle of sustainability. This introduces the concepts of stewardship and futurity. Municipalities have a responsibility to bring about social justice by ensuring that the basic needs of the present generation are met in a way that does not prevent future generations to meet theirs.

Another principle is public participation. The success of sustainable development depends on engaging local communities continually in the affairs of the municipality. This requires a strong consultative process. Ntsime (2004) maintains that the strength of municipalities lies in their commitment to involving people in development strategies because sustainable development is about people. Sustainable development is people-centred development and as such local communities should participate actively in the identification of needs and be made to own their own development.

Capacity building is another important principle of sustainability. This occurs at the level of municipal institutions themselves as well as at the level of the municipal citizens. Since the concept of sustainability is a relatively new concept, capacity building and institutional strengthening are crucial and should not only be a priority of a municipality but should be an on-going process. The lack of understanding of sustainability principles and processes by the municipal staff, councillors and the general public has been cited as an obstacle to the implementation of sustainability and service delivery.

According to Dresner (2000), the process of implementing corporate strategies provides answers to the question of activities that need to be undertaken to achieve the goal of sustainability. Targets have to be set with time frames. To translate strategies into specific implementation plans, the following need to be considered:

- identification of strategic objectives
- formulation of specific plans to translate strategic objectives into specific tasks and deadlines
- allocation of resources, and
- monitoring and evaluation which involves establishing if strategic objectives have been met.

The implementation process is to be viewed as a series of steps over time which allow for reviews of what has been learned and this is fed back into the process. Municipal failure to implement sustainability principles was brought to the attention of the public in the South African media during the campaigning for general municipal elections in 2006. The Mail and Guardian of 21 January 2006 highlights some of the challenges as:

- Lack of delivery of basic services by more than half of the South African municipalities.

- Inadequate provision of sanitation to the majority of the population
- Lack of maintenance of road infrastructure
- Deteriorating health services
- Lack of the required capacity to fulfill roles and responsibilities by the municipal personnel
- Laziness, arrogance, corruption, and lack of financial management skills.

All these items pose a threat to the principles of sustainability. It is of interest to establish what challenges face Buffalo City Municipality.

2.4 THE MONITORING AND EVALUATION OF SUSTAINABILITY PRINCIPLES

Once strategies are implemented, they need to be monitored and evaluated. Monitoring involves the extent to which the implementation strategy has achieved the initial goals. It measures progress towards or away from a desired state (Dresner, 2000). The value of monitoring sustainability in a municipality is useful because it provides feedback that can highlight strengths and weaknesses in the fit between the choice of strategy and its implementation. The monitoring of performance requires sustainability performance indicators.

Sustainability indicators provide a useful tool or standard against which policy actions can be judged. Sherbinin (2003: 2).states that:

“Measurement helps decision- makers and the public define social goals, link them to clear objectives and targets, and assess progress toward meeting those targets. It provides an empirical and numerical basis for evaluating performance, for calculating the impact of our activities on the environment and society, and for connecting past and present activities to attain future goals”

The monitoring of progress towards sustainability is done through the use of sustainability indicators which apply to the specific sustainability principles discussed earlier, namely economic, social and environmental indicators. There are, however, multidimensional sustainability indicators that show links among a community's economy, environment and society (International Council of Local Environmental Initiatives, 1997). The Sustainable Development Index has been developed to represent the economic, social and environmental characteristics of an area and to help rank municipalities in terms of their closeness to sustainable development (International Institute of Sustainable Development, 1995). There are also indicators that measure citizen participation.

The evaluation of sustainability principles measures if development goals have been achieved and to what extent they have been achieved in a sustainable manner. A review process normally follows monitoring and evaluation. This is the act of making adjustments and revisions as a follow-up of the monitoring and evaluation of the implementation process. The results of monitoring provide adjustments and corrective actions that are fed back into the planning process.

Monitoring, evaluation and review are achieved through various reporting systems. There is the state -of- the- environment reporting and the Triple Bottom Line reporting, using different indices. In the case of municipalities there is a requirement in integrated development planning to report to the stakeholders about progress towards the achievement of sustainability within the municipality. This has to be done in a transparent manner that can be understood by all stakeholders.

In conclusion, the call for the implementation of Local Action 21 as a sequel to Agenda 21 was heeded by many countries, including South Africa. A development model that is inclusive, people-centred and builds from the bottom-up creates awareness of sustainability issues and utilizes all forms of knowledge to create sustainable communities, sustainable livelihoods and sustainable economies. The role of municipalities becomes critical to effectively drive this process forward. The problems and challenges facing municipalities in this country should not obscure the value of

acting sensibly and cautiously in fulfilling development goals to meet the basic human needs of present and future generations.

Chapter 3

RESEARCH METHODOLOGY

3.1 RESEARCH ORIENTATION

The research was conducted within the interpretive paradigm. According to Walliman (2005), interpretive research seeks to interpret the subjective meanings held by people in their conception of reality. Interpretive research is based on the assumption that access to reality is through social constructions such as consciousness and shared meanings (Miles and Huberman, 1994). This approach was relevant to this study because I set out to investigate the conceptualization of sustainability as applicable to Buffalo City Municipality and how such understanding was translated into the normal functions and operations of the municipality. The focus on interpreting subjective meanings of respondents should take into consideration that the researcher brings her subjective meaning of reality or the phenomena under study to the research.

Walliman (2005) states that interpreters cannot be seen as disembodied from the context of their investigation. In some instances this could be viewed as compromising objectivity on the part of the researcher but as Miles (1994) states, it is acceptable in interpretive research to have the researcher bring their own understandings that are often based on theory, their own convictions and conceptual orientations. A qualitative approach was adopted in that the study was descriptive. It focused on giving an in-depth description and understanding of how sustainability principles were implemented, monitored and reported at Buffalo City Municipality. Babbie and Mouton (2004: 273) maintain that qualitative research involves “an immersion of the researcher in the natural setting, describing events as accurately as possible as they occur or have occurred”. The research methodology adopted in this study is the case study method in that a single municipality was selected for in-depth investigation.

3.2 THE CASE STUDY

The case study is a method of inquiry that investigates a contemporary phenomenon within its real life context (Martin, 2005). According to Gomm, Hammersley and Foster (2002: 170) “a case study is a detailed examination of an event which the analyst believes exhibits the operation of some identified general theoretical principle”. The national framework for development in South Africa insists that all development should be sustainable and municipalities are charged with the responsibility of executing this strategy at local level. It is therefore expected that an in-depth examination of Buffalo City Municipality would exhibit features of sustainability as a manifestation of the framework for development in the country. Some of the advantages of the case study method include the fact that it has a small focus in terms of size, data are generated from a single source and this saves time and money. It enhances the reader’s understanding of the phenomenon, brings the discovery of new meaning and extends the reader’s experience or confirms what the reader already knows.

According to Martin (2005) because the case study method involves a detailed, holistic investigation, it provides “face value” credibility which is seen to provide evidence or an illustration with which some readers can readily identify. This methodology has limitations as well and these include the fact that it is not possible to generalize the findings as each case may have its own uniqueness (Babbie and Mouton, 2004). The contextual nature of the evidence may be limiting.

I selected Buffalo City Municipality because firstly, it is regarded as more advanced than many municipalities in the Eastern Cape. Its staff is often requested to assist other municipalities in the province in selling up their administrative functions and structures (The State of the City Address, 2005). Secondly, in a survey of 19 municipalities in the Eastern Cape that was conducted by the Department of Provincial and Local Government from 2004 to 2006, BCM was ranked top municipality in the province (Buffalo City Reporter, 2006). This municipality was reported as being in a healthy state, scoring high aggregate percentages in areas like service delivery, housing, finance and availability,

quality and capacity of staff. Lastly, I chose Buffalo City Municipality because it was convenient to me because of its proximity to my place of work.

3.3 DATA COLLECTION

Multiple sources of data were used because there was a need to get a comprehensive perspective on the situation at BCM and multiple sources of information provide an opportunity for validation and cross-checking of findings. The following techniques were used to generate data:

3.3.1 Document Analysis

Documents are written texts which for the purposes of this study comprised official documents. Documentary sources contain important facts, values, ideologies whether these are intended or not (Kumar, 1999). Document analysis involved finding key documents which reflected planning for sustainability, strategies for its implementation, how it is monitored and evaluated as well as how it is reported. The documents which were analyzed are the Integrated Development Plan which is the strategic planning document for the municipality, the Annual Report for 2004/2005 and the Institutional Scorecard and the 2006 copies of the Buffalo City News which is a bi-monthly official external newsletter. In analyzing the documentary sources I considered the context in the texts where sustainability principles were mentioned.

The structure of the analytic framework that I followed used a system where the principles of sustainability were categorized and some were broken down into subcategories. I had to be aware of the fact that documents are social constructs and are biased towards what the writer wanted to highlight and therefore I had to understand them in the context of their production. This raised challenges of authenticity, credibility and meaning. The authenticity of documents referred to whether the documents were genuine, that is, if they consistent in their representation of facts, and in relation to other documents written on the same topic. In the case of BCM this involved comparing information in the different official documents and noting how the question of sustainability principles was treated and expressed. Credibility referred to the extent to

which the document was free from errors or distortions (May, 1993). The question of meaning looked at the clarity and comprehensibility of the documents that I analyzed. I initially experienced problems in accessing official documents because of uncertainty from some staff members about the sensitivity of some documents. The other method used to generate information about the implementation of sustainability was the use of structured interviews.

3.3.2 Structured interviews

Since the nature of this study entailed decision-making on strategic planning and implementation, key people in the following areas were interviewed:

- General Manager for Integrated Development Planning, Budget and Performance Management
- Executive Mayor's Support
- Director of Corporate Services
- Director of Engineering Services
- Director for Development Planning and Economic Development
- Director for Social Services
- Director for Financial Services
- Director for Community Services
- Director for Public Safety and Health
- General Manager for Public Participation and Special Programmes
- Manager for Integrated Environmental Management Planning

The method of collecting data was once-off, face-to-face semi-structured interviews with the people mentioned above. Interviewing was used to obtain in-depth and detailed

information about the implementation of sustainability at Buffalo City Municipality. According to May (1993), interviews are a useful resource for understanding how people make sense of their social world and act within it. I obtained permission to conduct the interviews through a written request to the Municipal Manager from my supervisor (See Appendix). I prepared interview schedules with most of the questions common to all the respondents and very few specific to the directorate or sector concerned. The order of the questions was the same to allow for comparability of responses.

The questions covered the principles of sustainability identified earlier for purposes of this study. The interviews were timed not to exceed 30 minutes. By using semi-structured interviews I wanted “to get defined answers to defined questions while leaving room for further development of those answers, and including more open-ended questions (Walliman, 2005: 285). This instrument for data collection allowed me an opportunity to seek clarification and elaboration of answers from the interviewees. I requested permission from the respondents to use a tape recorder to record their responses. This helped to speed-up the interview because I could focus on the process of interviewing without wasting time writing down the responses.

I conducted a pilot study where I used the interview schedule with a manager for community participation and the Municipal Manager responsible for the Integrated Development Planning, Budget and Performance Management. These interviews highlighted weaknesses in the questions that were not clear enough and failed to elicit the responses required to answer on sustainability. I then revised the questions and rescheduled the interviews. Designing the interview schedule was a great challenge due to the elusiveness of the concept of sustainability. Interviews as primary sources of collecting data were advantageous because, during the course of the interviewing process, they allowed me to judge if the questions had been properly understood and to rephrase them when necessary. The interviews proved to be appropriate for a complex concept like sustainability. The disadvantages were that they were time-consuming and expensive because sometimes I had to go back to the offices more than once to reschedule an interview because the interviewee could not honour our initial appointment because of an urgent matter that he/she had to attend to. Another disadvantage of using semi-structured

interviews was the fact that the quality of the data that I obtained depended upon the quality of the interaction between me and the interviewee. The state at which I found the interviewee and our different personalities had an effect on the quality of data that I got. I had to be conscious of not affecting the process by imposing my biases by the way I framed the questions and interpreted the responses.

The data that were recorded using the tape recorder were transcribed after the interview. I was conscious not to lose any information and not to distort the responses. Although I had initially intended to give the interviewees an opportunity to check if what was transcribed reflected their responses, I could not do so because of time constraints.

3.3.3 Questionnaires

Local government and sustainable development depend upon the active involvement of local communities in planning and implementation of strategies towards development. The ward system allows for the identification and prioritization of basic needs for all the residents within the municipalities and the people who drive this process are ward councillors. Ward councillors facilitate the consultative process and communication between the local communities and the municipal Council. The researcher decided to conduct a survey of the opinion and an understanding of the implementation of sustainability principles at BCM by councillors because of the unique role that they play in the municipality. The decision to use questionnaires was based on the fact that respondents were scattered over a wide geographical area which entailed having to travel over long distances. Out of a population of 88 councillors a sample of 11 was selected. Buffalo City Municipality, like all municipalities in the country is characterized by huge inequities in the distribution and access to basic needs among the different sectors of the population. In an attempt not to over-represent one category of wards over others stratified random sampling was used to select the 11 councillors. The 45 wards were divided according to their character - whether rural or urban and according to their level of affluence, for example established urban wards as against informal and rural settlements where the level of poverty is high. Within these categories a random sampling of 11 ward councillors was made. This was done in the following manner:

- 1 representing affluent suburban wards
- 4 representing predominantly township wards
- 2 representing rural wards
- 2 representing informal settlement wards
- 2 who were Proportional Representative Councillors and served on the Mayoral Committee.

The questionnaire contained both closed and open-ended questions. The questions covered personal information about the councillors, conceptualization of sustainability, planning for sustainability, implementation, monitoring and evaluation of sustainability and reporting. The questionnaires were self-administered to ensure a 100% return of responses and to show sensitivity to the level of literacy of the respondents. In 8 out of 10 cases the questions were asked in isiXhosa and answers recorded in English and isiXhosa. This was done to ensure that the respondents were comfortable in giving their responses. This was possible because the researcher was fluent in both languages.

The advantage of using self-administered questionnaires was that I could explain the question if the respondent did not understand it but make sure that I do not influence their answers by writing the responses exactly as they were given. The other advantage of using questionnaires was that the questions were fixed and did not change according to how the replies developed. Using fixed questions for all the respondents made analysis of responses easier. Although questionnaires are a flexible tool for data-gathering, care was necessary in administering them.

3.4 DATA ANALYSIS

The analysis of data from the three sources of data collection involved an attempt to construct meaning, themes and patterns in the collected data. The analyzed data came from an analysis of key municipal documents, interview transcripts and responses from questionnaires. Data from these sources were organized into categories based on the

sustainability principles identified in the study. When organizing the data from the three sources, four main phases where it was expected that there will be evidence relating to the research question formed the main structure to which the data were slotted. These were the planning phase, in this case evidence from the IDP, the implementation phase, again the IDP should contain clear strategies on how to implement the plan to base all operations on sustainability principles, the monitoring and evaluation phase and the reporting phase. These would be evident in the annual report.

The data were coded into categories using the sustainability principles for easier handling. Miles and Huberman (1994: 56) explain codes as ‘tags or labels for assigning units of meaning to the descriptive information or inferential information compiled during a study’. The value of coding is in speeding up the analysis of data by providing a system for labeling data efficiently, making data retrieval easy. From the main categories a subdivision of some categories was necessary. The subcategories were also coded. The classification of data was followed by an attempt to identify emerging patterns. Pattern coding resulted in the grouping of summaries into smaller sets which were obtained by looking at recurring themes and commonalities as well as dissimilar threads in the responses from the three sources of data. The coding system used in analyzing data is shown in Table 1.

Table 1: Major categories and subcategories of sustainability principles

Major categories	Sub categories	Coding
Provision of basic services	Health	1A
	Water	1B
	Sanitation	1C
	Housing	1D
	Alleviation of poverty	1E
	Infrastructure	1D
Intergenerational equity		2
Integration of economic, social and environmental aspects	Economic sustainability	3A
	Social sustainability	3B
	Environmental sustainability	3C
Preservation of	Pollution prevention	4A

ecological integrity	Protection of sensitive ecosystems	4B
	Integrated environmental management systems	4C
	Compliance with regulations	4D
Community and stakeholder participation	Community participation	5A
	Stakeholder participation	5B
Institutional capacity building		
Governance	Relations with district municipality	6A
	Relations with provincial government	6B
	Relations with national government	6C
Partnerships	Partnerships with NGOs	7A
	Partnerships with the State	7B
Global links	Awareness of and participation in global programmes	8
Gender equity and youth	Gender equity	9A
	Youth	9B
Political will		10

3.5 ETHICAL ISSUES

Miles and Huberman (1994) warn against researchers focusing on the quality of the knowledge coming out of the study. They state that researchers need to consider the rightness or wrongness of their actions in relation to the respondents. It was important to consider areas of confidentiality, the use of information for the purpose for which it was intended, informing the respondents about the use the information will be put and ensuring that their views and opinions were not misrepresented.

In this study, for interviews and questionnaires, an explanation of the purpose of the study and how the information was going to be used were explained right at the point of contact with the respondents. Permission was sought from the City Manager to conduct the research.

3.6 CONCLUSION

This chapter described the research orientation, the research design, the methodology that was used, and the methods of data collection and analysis. Questions of reliability of data, validity of the instruments as well as ethical issues were also discussed. The next chapter discusses the findings from the study.

On reflection on the process of data gathering and analysis, I learnt about the strengths and weakness of the methodology I selected. Its dependence on human interaction required a lot of understanding and patience by both the respondents and the researcher. The complex nature of the topic of this research did not make matters any easier. The data did not come in a simple straight-forward manner. There were many instances where inference from the data had to be used in order to understand the meanings that the respondents had about sustainability and how it was implemented at Buffalo City Municipality.

Chapter 4

RESEARCH FINDINGS

4.1 THE CONCEPTUAL UNDERSTANDING OF SUSTAINABILITY

The evidence collected from the study revealed that there was awareness about sustainability in Buffalo City Municipality. The Municipality's vision states that the provision of the basic needs to residents was to be in a sustainable manner (BCM Integrated Development Plan, 2006/2007: 14). However, the understanding of the concept of sustainability and sustainability principles differed among municipal officials and the councillors. Table 2 below summarizes the views about the concept of sustainability held by the 20 interviewees.

Table 2: A summary of conceptualization of sustainability

Statement	Number of responses
Meeting basic needs	14
Multi-stakeholder participation and implementation of programme	12
Meeting basic needs and community participation	12
Meeting basic needs and consideration for future generations	9
Integration of economic development and environmental protection	7
Growing concern	1
Infrastructure provision linked to a maintenance programme	1

The information shown in this table reflected the responses to the question in which respondents were asked to explain the meaning of sustainability. It is evident from this table that the explanation of sustainability as meeting basic needs was mentioned by many respondents. Out of 11 councillors, 7 associated sustainability with meeting basic needs. Municipal employees combined the meeting of basic needs with community participation in the affairs of the municipality. The basic needs cited by councillors and

municipal officials included the provision of housing, water, and electricity, the construction of roads and clinics and the provision of employment opportunities. Only 7% of the municipal officials regarded sustainability as an integration of economic, social and environmental aspects. Most of municipal officials who saw sustainability in this light were in the Integrated Environmental and Sustainable Development Unit at BCM. The basic needs that were cited included the provision of housing, the provision of water and electricity, the construction of roads and clinics and the provision of employment opportunities.

Community and stakeholder participation in municipal planning and implementation of programmes was the second most important explanation of sustainability given by councillors. Sustainability was also seen by 7 out of 11 municipal officials as the integration of economic growth and environmental conservation. Sustainability was also expressed as a going concern by one municipal official. This was explained as ensuring that existing assets within the municipality continue into the future. One out of 20 respondents, comprising councillors and municipal officials, explained sustainability as combining the provision of infrastructure with a maintenance programme. He stated that “sustainability to me is when the municipality provides the infrastructure and at the same time has a budget for maintaining the infrastructure to ensure that whatever is done for the people remains functioning for a long time”.

4.2 PLANNING FOR SUSTAINABILITY

According to the Buffalo City Municipality IDP (2006/2007: 14), the Integrated Development Plan was seen as a strategic planning tool that informed all planning and helped to keep the municipality focused on its local development mandate. It guided and informed all decisions about planning and development. The comments of the 20 respondents who formed part of this study to the question about the incorporation of sustainability principles at the integrated planning phase at BCM showed that many of them were not certain that this was the case. Out of 20 respondents, over 70% stated that they were not sure that the IDP incorporated sustainability principles. However the results from an analysis of the process of integrated development planning as reflected in

the BCM Integrated Development Plan (2006/2007) indicated that sustainability principles were included.

The development planning process was divided into 5 phases. The first phase was the analysis phase which encompassed an in-depth analysis of the internal and external environments of BCM. The internal environment was made up of the municipality as an institution including all its residents. The external environment referred to external influences that impacted on the municipality, for example provincial and national legislation. The second phase was the strategies phase where the different municipal clusters and representatives from the directorates had to reach consensus about priority issues. This phase was followed by the third phase, the projects phase where project proposals with targets and indicators were linked to the budget. The screening of project proposals and the drafting of integrated plans for programmes and projects were done at the integration phase which was the fourth phase. The fifth and final phase in the integrated planning process entailed the approval of the IDP by the Municipal Council. In each of these phases sustainability principles were incorporated at varying degrees as indicated in the BCM Integrated Development Plan (2006/2007).

4.2.1 Integrated Planning

Local Agenda 21 and sustainable development as reflected in the BCM Integrated Development Plan (2006/2007) emphasize integrated planning at local government level. Responses from municipal officials and councillors as well as evidence from the Integrated Development Plan (2005/2006 and 2006/2007) revealed that development planning in BCM was done in an integrated manner. Integrated development planning entailed the involvement of different groups of people and departments within BCM as well as input from intergovernmental structures.

According to the Buffalo City Municipality IDP (2006/2007) integrated development planning began with the analysis of the needs of the community. This entailed involving the local community in reviewing the past achievements of the IDP and the identification and prioritization of needs. Integration occurred also at the strategies phase where the

different municipal clusters had to work together and reach a consensus about priority issues to be addressed by the municipality. This was the phase where priority issues were linked to the vision statement which stated that BCM was “a people- centred place of opportunity where the basic needs of all are met in a safe, healthy and sustainable environment” (BCM Integrated Development Plan, 2006/2007). The setting of objectives and decisions about appropriate strategies to address the priority issues were made in an integrative and coordinated manner where the clusters, directorates and the councillors attached to the directorates were represented.

The 2006/2007 IDP key objectives for BCM were to:

- have a clearly defined long-term development strategy, enabling BCM and stakeholders to work together to achieve Buffalo City’s vision;
- have an effective, efficient and coordinated financial management and increased revenue to enable BCM to deliver its mandate. BCM regarded its mandate as to provide a democratic and accountable local government that ensures the provision of services in a sustainable manner, to promote social and economic development, to promote a safe and healthy environment, to encourage the involvement of communities and community organizations in matters of local government;
- have BCM as an institution capacitated and structured to enable efficient, effective and sustainable service delivery;
- create an enabling environment for an economy that is growing, diversifying, generating an increasing number of sustainable employment opportunities and contributing to increased incomes and equality;
- support sustainable human settlements, thus enabling residents to meet their physical, social, developmental, environmental, cultural and psychological needs, and
- have a safe, healthy and sustainable environment protected for the benefit of present and future generations through securing ecologically sustainable

development and use of natural resources, whilst promoting justifiable social and economic development (Buffalo City Municipality IDP, 2006/2007).

At the projects phase1 integration took the form of collaboration in the preparation of project proposals, the setting of targets and timeframes as well as deciding on indicators (BCM Integrated Development Plan, 2006/2007: 2). This was where projects were linked to the budget. When asked to explain the criteria used in allocating funds to the different clusters, 55% of the municipal staff reported that a consensus priority weighting system was used. The priority weighting system took into consideration the priority issues which were identified by the local communities and the availability of funds. The information displayed in Table 3 below indicates the consensus reached in the allocation of the budget to the municipal clusters over a period of three years.

Table 3: Sector budget allocation (million Rands) from 2004-2006.

Sectors	2004/2005	2005/2006	2006/2007
Finance & Institutional	5	27	27
Economic	2	5	9
Social	11	41	54
Environmental	19	27	15
Spatial & Infrastructure	90	229	371
Total	127	329	476

There was an increase in the total budget for the five clusters from R127 million in 2004 to R476 million in 2006. During this period, the Spatial and Infrastructure cluster was allocated the greatest portion of the budget. In 2006 the focus in the Spatial and Infrastructure cluster was on water treatment works, sanitation, waste management, road construction, housing and transport. Service provision was regarded as a priority in BCM. The Social cluster was allocated 11% of the budget in 2006.to spend on the provision of health services, community services like the construction of community halls, art centres, libraries, road construction and upgrading, especially in rural areas.

In 2006 the Economic cluster was allocated R9 million which was approximately 2% of the total budget. This was the highest amount this sector received in three years. For 2006/2007 the capital budget projects of the Environmental cluster were pollution control, environmental conservation, integrated environmental management, and waste disposal (BCM Integrated Development Plan, 2006/2007: 91). Its budget allocation for 2006 was 3% of the total budget. The budget of R27 million allocated to the Finance and Institutional cluster was the third highest in 2006.

4.2.2 Integration of economic, social and environmental aspects

From the literature on sustainable development, the integration of economic, social and environmental aspects in development planning at local government level is seen as one of the key principles of sustainability (Dresden, 2002; Roberts and Diedericks, 2002). Sixty three percent of the 11 municipal officials and 45 % the 9 councillors stated that the three economic, social and environmental aspects were integrated in BCM. Integration in this case was explained as a coordinated approach to programme and project planning where the Economic cluster focused on the contribution of these programmes and projects to economic growth and job creation. The Social cluster considered how the programmes or projects contributed to the improvement of people's standard of living and social equity. The Environmental cluster on the other hand considered the same programmes or projects in the light of their positive and negative impacts on the environment. The Environmental cluster also focused on pollution generation, waste disposal, energy efficiencies and compliance with environmental regulations.

I was particularly interested in a joint budget allocation to the economic, social and environmental clusters because this would reveal if the integration of the 3 aspects were considered a priority at BCM. The research results revealed that the total budget given to the Economic, Social and Environmental clusters was 25% in 2004, 22% in 2005 and 21% in 2006. This indicated a decrease of 4% between 2004 and 2006.

The third phase in the development planning process was the integration phase where project proposals were screened and integrated plans for programmes and projects were drafted. This phase was followed by widespread consultation where through meetings, the media, and using libraries; local communities and other stakeholders including the provincial government were invited to comment on the programmes and projects. The fourth phase in the development planning for sustainability at Buffalo City Municipality involved incorporating the public comments into the IDP document. The final phase was when the IDP was approved by the Municipal Council.

An analysis of the Buffalo City Municipality IDP (2006/2007) and comments from 45% of the 20 respondents revealed that sustainability principles were incorporated into the Integrated Development Plan; the vision statement of the municipality; the various stages of the IDP development planning process; as well as into the final stage of approval by the Municipal Council.

4.2.3 Intergenerational equity

Responses to the question of whether BCM took a long-term development perspective as an indication of sustainability indicated that 70% of the 20 respondents, comprising councillors and municipal officials were of the opinion that BCM engaged in long-term planning. The reason given was that integrated development planning covered five years. The IDP document, on the other hand, contained a statement to the effect that Buffalo City Municipality did not have a 20-30 year long-term development strategy that addressed poverty, economic growth, and sustainable development (BCM Integrated Development Plan, 2006/2007:66).

Buffalo City Municipality was strong in the area of horizontal and vertical integration. The cluster working groups cooperated among themselves in making decisions about programmes, projects and strategies for the year. Inter linkages and coordination between the Social, Economic, Environmental, Finance and Institutional and Spatial and Infrastructure clusters were encouraged at the planning phase. All the programmes and projects had to be vertically aligned to the overarching key objectives for BCM (BCM

Integrated Development Plan, 2006/2007: 14). One of the key objectives for BCM for 2006 was for the institution to be capacitated and structured to enable efficient, effective, and sustainable service delivery. The Finance and Institutional cluster responded to this key objective by reviewing and amending the organizational structure so that BCM was structured in a way that supported the implementation of the BCM strategy (BCM Integrated Development Plan, 2006/2007: 77). In order to ensure alignment to the same key objective, the Spatial and Infrastructure cluster aimed to have an efficient, productive and sustainable management of municipal properties and land as well as developing a maintenance programme for municipal buildings (BCM Integrated Development Plan, 2006/2007: 82).

The cross-cutting issues mentioned earlier, offered opportunities for integration and coordination among the clusters in that all the clusters had to plan for these issues. In the Buffalo City Municipality IDP (2006/2007: 40) the cross-cutting issues identified were:

- HIV/AIDS. The BCM HIV/AIDS Cross-Cutting Strategy required all sectors to consider minimizing the rate of new HIV infections, maximizing levels of treatment, care and support to employees and communities infected and affected by HIV/AIDS;
- Local Agenda 21 was seen as an issue which was to be considered by all sectors;
- Poverty alleviation was another cross-cutting issue which was addressed through various programmes and projects (Buffalo City Municipality IDP, 2006/2007: 41);
- Gender equity as a requirement for sustainability, was meant to be addressed by all the clusters and directorates. Yet the findings from a randomly selected sample of 20 respondents who formed part of this study, gender distribution revealed a female to male ratio of 1:2. Gender equity at the level of directors was even more skewed with 1 woman to 5 men who headed the directorates (BCM Integrated Development Plan, 2006/2007: 4);

- The issue of people living with disability another area that required all clusters to attend to it;
- The special needs of older persons were given priority by all clusters, and
- All sectors had to consider involving the youth in development programmes. The need to grow up in a safe and healthy environment was also expressed broadly.

Administrative and political structures within BCM cooperated in a number of ways where they planned together to ensure that BCM delivered on its mandate of local development. Councillors worked together with administrative officials in Standing Committees which linked the different Directorates. In order to ensure integration at the planning phase some councillors who were members of the Mayoral Committee were placed in the different Directorates and Departments (BCM Integrated Development Plan, 2006/2007: 145).

4.2.4 Community and stakeholder participation

Evidence from the study revealed that Buffalo City Municipality went to great lengths in its attempts to involve its residents in the affairs of the municipality. The Integrated Development Plan contained examples of the way in which community participation in decision-making at the planning phase was encouraged. Community participation was solicited through the planning phases of the IDR. This was either through direct contact between the municipal staff who attended meetings chaired by ward councillors and the local community or indirectly through councillors who represented the interests of ward residents in council meetings. An analysis of the IDP documents (2005/2006 and 2006/2007) revealed the different ways in which BCM encouraged community and stakeholder participation in development planning. These comprised formal community meetings, community workshops which were facilitated by the municipal staff and meetings called *iimbizo* that the Executive Mayor held with local communities.

Local residents in the 45 wards were given an opportunity to express their needs and to prioritize them. This process was facilitated by the ward councillors. On the question of

whether the municipality created opportunities for local communities and stakeholders to participate in the IDP, there was an overwhelmingly positive response. The integrated planning process at BCM involved local communities in reviewing the achievements of the IDP, the identification and prioritization of needs (Buffalo City Municipality IDP, 2005/2006: 3). There was a section dedicated to the facilitation of public participation at BCM. The Public Participation Section worked with ward councillors to facilitate this process. The ward system was one of the techniques used to facilitate the consultative process within BCM. Involving the public in decision-making was a useful approach to development planning as well as sustainability.

The councillors had positive comments to make about community participation in planning in BCM. Some of the comments expressed were that there was great value in having local residents participate in planning because this offered them an opportunity to participate in matters that affected them directly. Other comments from councillors stated that community participation was valuable because it encouraged a spirit of ownership and a realization that development was really for the people. One councillor expressed this sentiment clearly by stating that:

“If people feel that their views are important to our municipality and there is constant feedback between the local community and the municipality through ward councillors, conflicts and misunderstandings are eliminated.”

Participation in integrated development planning was also extended to external stakeholders who were invited to formal IDP Representative Forums to give their input into the prioritization of key objectives, programmes and projects. BCM stakeholders ranged from representatives from the Amathole District Municipality to which BCM belonged, representatives from provincial government departments, non governmental organizations, civic structures, institutions of higher learning and other municipalities (BCM Integrated Development Plan, 2006/2007: 176).

Responses to the question of whether community participation in integrated planning was satisfactory at BCM, 88% of the 20 respondents who comprised councillors and

municipal staff concurred that it was satisfactory. There was a strong feeling among the respondents that this was one of the areas where BCM had made great strides. 5 out of 9 councillors felt that community participation at ward level tended not to include “the voice” of the youth, the elderly and the disabled persons. Suggestions put forward on how to improve the level of community participation in development planning included having formal structures representing the special interests of the youth, the elderly and the disabled. It was also stated that these groups should be afforded a platform to express their interests in community meetings and at municipal council meetings.

4.2.5 The incorporation of environmental concerns

The responses to the question about the consideration of the biophysical environment when development planning took place ranged from positive to uncertainty. The municipal officials confirmed that there was concern about the environment at the integrated planning phase in BCM. The majority of the councillors indicated that they were not sure that environmental concerns were considered when development planning took place. The research results showed that concerns about the environment at the IDP planning stage were often raised by the Integrated Environmental and Sustainable Development Unit. This unit was responsible for ensuring that development did not impact negatively on the environment as a resource and as a sink for waste products (BCM Integrated Development Plan, 2006/2007: 60).

In his State of the City Address (2005) the Executive Mayor confirmed that the strategic plan for BCM incorporated the preservation of the environment for the future. He stated that BCM “embraced the concept of preserving our environment for our children through strategic planning” (BCM State of the City Address, 2005: 15). This was another area that indicated Buffalo City’s attempt to apply the principle of preserving the integrity of the environment as one of the key sustainability principles in planning for service delivery.

4.2.6 Institutional capacity

BCM recognized the value of having an institution that was able to deliver on its local development mandate, namely, meeting the needs of its residents. At the integrated development planning stage, the Finance and Institutional cluster was responsible for ensuring that BCM as an institution had effective and efficient human resources management systems in place to enable delivery of services in a sustainable manner. The 2006/2007 IDP document reported on the achievements in restructuring and transforming BCM as an institution so that it was well-positioned to deliver on its developmental mandate. Reforms were instituted to rid the municipality of traditional rigid and hierarchical structures and introduce an open and transparent structure which allowed for both horizontal and vertical communication and the sharing of information (BCM Integrated development Plan, 2005/2006: 39).

Responses to the question about attempts made by BCM to build the capacity of its employees and residents revealed that 72% of both councillors and municipal staff believed that BCM spent time and effort in skills development among its staff through staff development programmes. This was extended to councillor training in a number of areas including computer and GIS training in 2005 (Annual Report, 2004/2005). Skills development was not confined to the municipal personnel and councillors only, but there were also attempts to capacitate the residents through education and training as well as awareness raising programmes on a number of areas.

In 2006 BCM aimed to develop a communication and education programme concerning water services for residents, officials and councillors (BCM Integrated Development Plan, 2006/2007: 85). Local communities were to be trained on health issues. There were also plans to promote environmental awareness among small and medium enterprises (BCM Integrated Development Plan, 2006/2007: 93).

As part of institutional capacity building which is a prerequisite to sustainability at local government level, BCM placed a lot of emphasis on research and development. There was a special unit dedicated to research at BCM, called Research, Policy and Knowledge

Management (BCM Integrated Development Plan, 2006/2007: 140). Surveys were sometimes conducted to identify community needs, to analyze organizational performance and to establish how the municipality was perceived by its stakeholders (Annual Report, 2004/2005: 4). In 2005 the municipality commissioned a service provider to conduct a Customer Satisfaction Survey which revealed that 59% of BCM residents were satisfied with service delivery. The results that were obtained propelled the municipality to find strategies to improve its performance (Annual Report, 2004/2005). The municipality was reported to be currently involved in an investigation to develop a “City Development Strategy”. The municipality was a member of the South African Cities Network which focuses on the process of urban management (Annual Report, 2004/2005).

BCM was involved in partnerships with national and international organizations. At national and provincial levels there were projects that had been initiated and funded by the provincial government and others that were funded by the national government. SCM had been proactive in establishing partnerships with countries like Sweden and the Netherlands. The partnerships entailed twinning arrangements with cities in these countries. The benefits received from such partnership entailed cooperation in areas like training and skills development in HIV/AIDS, customer care, safety and security.

The European Union supported the Mdantsane Urban Renewal Programme (MURP) in BCM. This programme aimed “to improve the quality of life of marginalized people in urban areas of the Eastern Cape” (BCM Integrated Development Plan, 2006/2007: 101). Through this programme BCM was to receive approximately R114 million over a period of 5 years. In the area of waste management a partnership existed between a project in BCM and a waste management company in the United States of America. The focus of the partnership was to assist in the development of a local waste management policy at Duncan Village in BCM and to facilitate a transfer of skills and technology (UNDP-SA, 2002: 107). The German Bank for Reconstruction and Development co-financed MURP by providing a grant of R35 million to develop a programme for the prevention of violence and social conflict. BCM also received support in its urban development programme as well as approximately R2.3 million towards the construction of a

community centre from the Swedish International development Agency (BCM Integrated Development Plan, 2006/2007: 102).

Another area that indicated BCM's commitment to sustainability when planning for development was the involvement of the municipality in intergovernmental links with the district municipality, the provincial and national governments. This ranged from maintaining good relations with other municipalities to working together with the provincial and national administration in information sharing, support and the funding of some projects within the municipality. BCM participated in a national government project called 'Project Consolidate'. This project supported local capacity building in municipalities in areas like the billing system and free basic services aimed at poor people. BCM received R2 million from the Department of Provincial and Local Government (BCM Integrated Development Plan, 2006/2007:100).

Based on the evidence collected from the data, there was a pattern which emerged, revealing consistency in the use of the sustainability framework at the planning stage at SCM. Information furnished by the respondents as well as information from documentary sources revealed that planning incorporated principles of sustainability like integrated development planning, community and stakeholder participation in development planning, integrating economic, social and environmental aspects into planning. There was also consideration for the preservation of the integrity of the environment, the improvement of institutional capacity, partnerships with stakeholders and other tiers of government.

4.3 IMPLEMENTATION OF SUSTAINABILITY PRINCIPLES

4.3.1 Evidence of the implementation

When analyzing the data from the interviews, the questionnaires and the documentary sources there was no overt explanation of how sustainability principles were implemented in BCM. The implementation of sustainability principles in BCM was not seen as a separate issue from the provision of services. Sustainability was subsumed under the implementation of the developmental goals of the municipality.

Out of 20 respondents, 13 made up of councillors and municipal officials said that they did not know if sustainability principles were implemented in BCM. Out of 11 municipal officials that were interviewed, 7 pointed out that since Local Agenda 21 was a cross-cuffing issue in BCM, its sustainability principles permeated all the operations of the municipality, including the implementation of programmes and projects. Out of a total of 9 managers and municipal officials, 3 stated that although the assumption was that sustainability principles were applied when development programmes and projects were implemented, they were aware that consideration of sustainability was weak at the strategy implementation phase in BCM.

BCM was concerned about meeting people's expectations and was interested to know people's perceptions of service delivery at BCM (Annual Report, 2004/2005: 4). Based on the results of a survey to establish this, the municipality formulated a Customer Care Strategy and Services Charter. BCM also had a policy to subsidize families whose household income was below R560 per month. Such households were offered free basic services of 20 kl of water and 50kw/h of electricity per month (State of the City Address, 2005: 12).

4.3.2 Intergenerational equity in the implementation of IDP strategies

Development programmes and projects were meant to benefit local communities that were neglected in the past in terms of service delivery. Special programmes like the Mdantsane Urban Renewal Programme, the Duncan Village Waste Management project, road construction in rural areas, the provision of water and electricity to rural and informal settlements were attempts by Buffalo City Municipality to redress the injustices of the past (BCM Integrated Development Plan, 2006/2007: 52). The office of the Municipal Manager drove service delivery and the directorates were responsible for implementing the municipal service delivery programme. For service delivery to be sustainable, they had to be extended to especially those were neglected in the past.

As stated earlier, BCM was committed to ensuring that basic services were accessible to all its citizens. The Indigent Grant was made available to families which would otherwise

have no access to basic services because they could not afford to pay for them (BCM Integrated Development Plan, 2006/2007: 76).

On the question of the consideration of sustainability during programme and project implementation, evidence from the IDP indicated that some departments mentioned sustainability while others did not. The Spatial and Infrastructure, Environment, Finance and Institutional clusters as well as the Housing Department mentioned that service delivery was to be sustainable while the other departments did not explicitly mention this. While the general performance of BCM in the area of service delivery was regarded as satisfactory by the residents, according to a survey that was conducted in 2004, there was no evidence to indicate if the level of satisfaction about the provision of services included satisfaction about the sustainability of those services (BCM Integrated Development Plan, 2005/2006). Comments from the interviewees revealed that the focus was more on service delivery and less on the sustainability of programmes and projects. One out of 9 interviewees who were members of the municipal staff one senior manager stated that: “There are cases where health clinics are built and no consideration is given to an efficient road network and an affordable transport system which would ensure easy access to the clinic by all the people. A situation like this says something about lack of sustainability”

4.3.3 Integration of sustainability principles

Integration in planning and implementation of development programmes is one of the key features of sustainability. There was evidence from documentary sources that the principle of integration featured prominently in the implementation of development programmes and projects (BCM Integrated Development Plan; 2005/2006 and 2006/2007). The Department of Transportation and Traffic Safety saw the solution to an inadequate and insufficient public transport system as to implement a fully integrated transport system in order to increase accessibility in the whole of BCM. It aimed at having a public transportation network that satisfied social and economic investment criteria. The Engineering Services Directorate regarded integration among the different directorates as valuable in enhancing water service development. The Primary Health

Care Department which was under the Social Services Directorate implemented a functional integrated strategy to solve the problem of fragmented health services at BCM.

One of the questions leveled at the respondents was about integration during the implementation of programmes and projects. Only 45% of all the respondents believed that the principle of integration and coordination featured in the implementation of programmes and projects. The Economic cluster, realized that the solution to economic development lies in implementing a strategy where BCM and key stakeholders would commit to a common economic strategy for the city (BCM IDP, 2006/2007). It also implemented an integrated Tourism Master Plan which involved all the relevant departments like transport, the Environmental and Finance and Institutional clusters. Tourism was viewed as the responsibility of all stakeholders who needed to work together to develop SCM as a destination of choice in the competitive tourism industry in the country (BCM Integrated Development Plan, 2006/2007: 38).

Municipal departments and directorates were expected to consider crosscutting issues when they implement development programmes and projects. These included implementing strategies to address the HIV/AIDS pandemic and to mitigate its negative impact on social and economic development at BCM. In an attempt to reduce gender inequalities which were reflected in access to jobs, land, housing and services by women, the municipality developed and implemented a gender policy and strategy to be followed by all departments within BCM (BCM Integrated Development Plan, 2006/2007: 78).

Gender sensitivity was to be incorporated into sector plans and policies. In order to encourage gender equality, the municipality facilitated the establishment of internal and external gender structures. Vulnerable women were particularly targeted to have them participate in activities that secured their social and economic rights and interests (BCM IDP, 2006/2007).

Since BCM treated Local Agenda 21 as a cross-cutting issue, this meant that all the clusters had to include it in their planning and the directorates were expected to include it in their implementation of programmes BCM Integrated Development Plan, 2006/2007).

There was no clear indication from the analysis of data of who ensured that sustainability principles were incorporated into the implementation of developmental strategies.

BCM implemented a disability strategy that promoted the incorporation of sensitivity to people with disabilities within sector plans and policies. The disability strategy ensured that people with disabilities were provided with adequate and appropriate services that met their needs. BCM took a decision that all new public premises had suitable toilets, ramps and parking. All new developments had to provide suitable pavement access for the disabled. The municipality also encouraged sensitivity to the needs of the elderly. BCM implemented a youth and children's development programme to mitigate the social ills that the youth and children experienced. These comprised gangsterism, HIV/AIDS, alcohol and substance abuse, teenage pregnancies and dropping out of school before completion of studies. The focus on the youth entailed finding ways of involving the youth in development programmes and having programmes to change negative societal attitudes and behaviour towards the youth (BCM IDP, 2006/2007: 41).

4.3.4 The integration of economic, social and environmental aspects

Information from interviewing 9 municipal officials revealed that not all directorates considered the integration of social, economic and environmental aspects at the project implementation phase. This was further substantiated by evidence from an analysis of documentary sources that explained the activities of the different directorates. Evidence from these sources showed that only 2 out of 6 directorates explicitly mentioned the integration of social, economic and environmental aspects when programmes and projects were implemented. More importantly was the lack of integration of environmental concerns into programme and project implementation by many departments as reflected in the BCM Integrated Development Plan (2006/2007). While evidence from the research data suggested that integration ranked high at the planning phase of the IDP, some departments did not link it directly to the principles of sustainability at the implementation phase.

4.3.5 Institutional capacity

Evidence from the IDP (2005/2006 and 2006/2007) indicated that in BCM a lot of effort and energy were expended in an attempt to strengthen the capacity of BCM as an institution to ensure that it delivers on its mandate. The implementation of a performance management system at individual and institutional levels showed that BCM placed a lot of value on efficient organizational structures and systems as instruments that facilitated effective implementation of developmental programmes. The IDP for 2006/2007 contained examples of strategies that were adopted by BCM to develop organizational structure. These were a review of systems and processes and the development and implementation of effective and efficient Human Resources Management systems.

There was also concern to “transform organizational culture to be developmental and performance-oriented” in order to enable BCM to realize its vision and mission (BCM IDP, 2006/2007). BCM was committed to continually improving its performance in service delivery by focusing on institutional capacity building. Research and development were given prominence at BCM. One department called Research, Policy and Knowledge Management was specifically dedicated to research and knowledge management processes.

4.3.6 Community and stakeholder participation

Evidence from documentary sources revealed that in many departmental goals and strategies mention was made to ensure community and stakeholder participation in the implementation of development projects (BCM Annual Report, 2004/2005; BCM Integrated Development Plan, 2006/2007). Some of the evidence consisted of the Finance and Institutional cluster’s focus on improving participatory democracy and having a strategy to encourage the people of Mdantsane to participate in decision-making and project implementation (BCM Integrated Development Plan, 2006/2007: 78). One of the objectives of the Economic cluster was to develop and implement an Economic Strategy in partnership with key stakeholders. The Environmental cluster also aimed at promoting

community and stakeholder participation in the sustainable use of coastal resources (BCM Integrated Development Plan, 2006/2007: 80).

One of the issues identified in 2006/2007 at BCM was to improve participatory democracy by encouraging public participation and improving communication between the municipality and local communities. The strategy that was suggested by some respondents to achieve this was by ensuring efficient council processes and systems and by supporting the development of fully functioning Ward Committees.

Responses from both the councillors and the municipal officials indicated there was agreement that BCM encouraged the participation of local residents and stakeholders in the IDP and in the implementation of programmes and projects. Both councillors and municipal officials cited the example of BCM using local contractors and local expertise in projects that involved construction. In response to a question about the involvement of residents in the different wards in project implementation, the councillors stated that when a project was to be implemented in a ward, local residents were required to elect a committee that would oversee the project and make sure that labour was provided by the ward residents in a fair and equitable manner. This strategy helped in providing jobs to the people. The municipality also engaged local communities in road maintenance.

4.3.7 The role of public and private sector partnerships

There was ample evidence from documentary sources to indicate that BCM regarded public and private sector partnerships as valuable. Partnerships with key role players were encouraged in addressing important issues like health and the well-being of employees, the promotion of community-driven initiatives which targeted the improvement of local neighbourhood amenities, housing, transportation and safety. BCM encouraged interdepartmental partnerships in implementing development programmes and projects. The Economic cluster for example, developed a strategy to encourage all directorates to integrate economic issues into their planning and implementation of programmes (BCM Integrated Development Plan, 2006/2007: 38).

There were also inter-governmental partnerships between the local government at BCM and provincial and national governments in implementing developmental programmes and projects. There were some projects that were funded by the district municipality, the provincial government and others by national governments. Grants were made available to BCM for the implementation of projects and programmes that were initiated at the different levels of government and by other stakeholders. Table 4 below is a summary of partnerships between BCM and public and private bodies.

Table 4: Public and private sector partnerships in Buffalo City Municipality (BCM Integrated development Plan, 2006/2007)

NAME OF PROGRAMME	TYPE OF PARTNERSHIP	PARTNER(S)
Programme Consolidate	Capacity Building and Financial Support	National government; Private sector; and Provincial government
Revitalisation Plan	Restructuring (Grant of R130 million over 4 years)	National Treasury
Mdantsane Urban Renewal Programme	Improve life of marginalized people in urban areas in the Eastern Cape (Grant of +/- R114 million)	The European Union
	Strengthening local government	Germany
	Coordination and monitoring of projects	Department of Environmental Affairs and Tourism (DEAT)
Youth training	Prevention of violence and social conflict (Grant of +/- R35 million)	KfM German Bank
Framework Support Programme	Construction of a community support centre (Grant of +/- R2,3 million)	Swedish International Development Agency (SIDA)
Waste Management	Awarded permit for the construction of a waste disposal site in King William's Town	Department of Water Affairs and Forestry
Land Management Project	Line mapping (Grant R550 000)	SIDA

Savings for Council	Debt guarantee transaction	International Finance Cooperation; and World Bank
East London Industrial Development Zone	Joint ownership	ECDC; and BCM
Local Economic Development	Memorandum of Understanding	DEAT; Provincial Department of Economic Affairs, Environment and Tourism (DEAET); and Eastern Cape Development Cooperation (ECDC)
	Poverty alleviation	ECDC; and DEAET
	Promotion of trade and investment (Grant of R1 million)	Otto Fuchs KG, Germany
King William's Town Business Development	Support for SMME's	Investec; Steve Biko Foundation; Ford Foundation; and Department of Social Development

4.3.8 Compliance with legislation as a fundamental principle ensuring sustainability

When responding to the question of what BCM did to ensure sustainability of service delivery to communities, out of 11 municipal personnel, 56% stated that BCM did this through compliance with legislation and national government regulations. The Finance and Institutional cluster ensured that it complied with the stipulations of the Municipal Finance Management Act when it set up its financial management and accounting systems (BCM Integrated Development Plan, 2006/2007: 111). The municipality also ensured compliance with the Labour Relations Act and the Employment Equity Acts in its Human Resource Management. The safety of employees was regarded as important and the municipality took steps to comply with the Occupational Health and Safety Act. The Integrated Environmental and Sustainable Development unit ensured that BCM complied with environmental legislation. This entailed monitoring environmental impact

assessment and ensuring that development projects complied with the stipulations of the Air Quality Act, the Water Quality Act and the Integrated Pollution and Waste Management Act. When conducting business in BCM, industrialists and business people were expected to comply with legislation pertaining to Broad-Based Black Economic Empowerment.

4.3.9 Incorporation of environmental concerns

While the principle of promoting social and economic development without harming the environment was not cited by all the departments in BCM, there was evidence from the research data that indicated that it was taken seriously by some clusters. For example, information in the Social cluster contained statements about reducing the negative consequences of disasters on the environment (BCM Integrated Development plan, 2006/2007). The Integrated Environmental and Sustainable Development Unit within the IDP, Budget and Performance Management Department saw one of its responsibilities as that of formulating an Integrated Environmental Management Plan (BCM Integrated Development Plan, 2006/2007) for the municipality to ensure that issues pertaining to the preservation of the integrity of the environment were considered. This covered sustainable and wise use of natural resources and ensuring that the services provided by BCM did not degrade the environment and cause damage to ecosystems or put them at risk of collapse or decline (BCM Integrated Development Plan, (2006/2007). The strategy to have an integrated environmental management plan for BCM also aimed at protecting biodiversity at BCM and conserving sensitive ecosystems, energy and water. Some of the attempts to protect the life- support systems were to formulate environmental management systems and to insist that environmental impact assessment was conducted for all development projects (BCM Integrated Development Plan, 2006/2007). In response to the question about failure to approve development projects in BCM because they would have a negative impact on the environment, 8 out of 9 councillors did not know if there were development projects that were not approved because they had the potential of impacting negatively on the environment. Out of 11 municipal officials 8 confirmed that environmental concerns were considered in the approval of programmes and projects.

4.3.10 Concern about global issues

There was documentary evidence showing that BCM was concerned about global issues like climate change and pollution management (BCM Integrated Development Plan, 2006/2007: 92). The Environment cluster aimed at implementing a climate change programme which involved monitoring pollution by gases that contribute to global warming and climate change (BCM Integrated Development Plan, 2006/2007: 92). There was an attempt to encourage the use of safe and environmentally friendly technologies and products which did not deplete the ozone layer. The municipality was in the process of introducing regulatory mechanisms to monitor water, air and noise pollution. These were the Air Evaluation Monitoring and Enforcement, the Water Evaluation Monitoring and Evaluation and the Noise Evaluation Monitoring Programmes (BCM Integrated Development Plan, 2006/2007).

4.3.11 Challenges to the implementation of sustainability principles in BCM

In response to the question about the challenges that faced BCM in implementing sustainability principles, municipal officials cited a number of issues which included:

- huge backlogs and inequitable service delivery that were inherited from the past apartheid government. Of the 11 municipal officials interviewed, 82% saw this as one of the major challenges facing BCM;
- inadequate financial resources which led to the postponement and delays of the implementation of development projects;
- lack of understanding of sustainability issues by some decision-makers;
- the thinking that sustainability was the domain of the environment unit only;
- partnerships with the district municipality, the provincial and national governments in the provision of services sometimes caused problems. These were problems of non-alignment of programmes and priorities and delays in awarding

grant funding. The municipal officials cited these as causes of confusion and failure to deliver services by BCM;

- lack of adequate communication between BCM and the Amathole District Municipality sometimes posed a challenge;
- the level of community participation and gender representation at ward level needed improvement. The challenge seen by both councillors and municipal officials was to have women and the youth involved in decision-making;
- political pressure and pressure from communities for service delivery were regarded by 45% of all the respondents as a challenge which sometimes forced decision-makers to focus on short to medium-term strategies rather than on long-term strategies;
- inter-departmental integration in project implementation sometimes posed a challenge because when different directorates embark on their programmes of service delivery, they depend on each other for progress. The different targets and timeframes were sometimes obstacles to the delivery of projects at the stipulated times, and
- failure to consider sustainability in service delivery was also seen as a challenge. A coordinated and integrated strategy, focusing on sustainable service delivery was seen as a solution that would result in sustainable livelihoods and sustainable communities in BCM.

This study revealed that although there was a conscious effort in BCM to follow the sustainability path to development, the actual implementation of sustainability principles needed to be strengthened. Great strides were made in BCM to implement participatory democracy and to reach decisions through consensus by involving the community in decision-making. BCM took steps to improve its administrative and management structures. There was however a need for long-term planning and the integration of

social, economic and environmental aspects in development planning. One of the interviewees responded to the question about the implementation of sustainability principles when programmes and projects were implemented by stating that: “I guess that sustainability principles are implemented because the vision says that we do everything in a sustainable manner.”

4.4 MONITORING AND EVALUATION OF SUSTAINABILITY PRINCIPLES IN BUFFALO MUNICIPALITY

In the foreword to the 2006/2007 Integrated Development Plan, the Executive Mayor of BCM explained the value of regular monitoring of progress towards the achievement of the IDP objectives as to “help the municipality align and synergize” the municipal programmes with emerging priorities (BCM Integrated Development Plan, 2006/2007). This indicated BCM’s commitment to monitoring and evaluating its performance with regard to the achievement of targets as stated in the IDP.

The evidence from the data revealed that out of 20 respondents, 10 were not certain that sustainability principles were monitored at BCM. One of the interviewees said “I guess that they (sustainability principles) are monitored since there is a monitoring system in the municipality.”

BCM had a Performance Management System (PMS) which was directed at employees as well as the institution itself. Performance management at BCM was under the jurisdiction of the Municipal Manager who is accountable to the Executive Mayor. The Executive Mayor reports on municipal performance to Council.

The annual process of managing performance at BCM started at the integrated planning phase where indicators and targets were developed for all priority issues. For each indicator a responsible official was assigned the responsibility of conducting measurements of that indicator, analyzing and reporting on it for review purposes. The analysis required that comparisons be made between current and past performances of the municipality as well as a comparison between BCM and other municipalities. Besides using indicators as measures of performance, BCM also conducted an annual citizen

satisfactory survey for households and businesses as well as an employee satisfaction survey. The annual Mayoral Award for Excellent Performance was awarded as an incentive to those for departments that had performed well (BCM Integrated Development Plan, 2006/2007).

Findings from the research indicated that BCM complied with the stipulations of the Municipal Systems Act (2000) by producing an Annual Report which highlighted the performance of the municipality towards the realization of the vision and the achievement of objectives. This encouraged citizen participation in the monitoring of the BCM's performance (BCM Annual Report, 2004/2005).

The BCM IDP (2006/2007) stated that BCM adopted the South African Excellence Foundation Model and used this as a framework to benchmark its Performance Management System (PMS). The focus in this model is on inputs and processes. The inputs comprise leadership, policy and strategy, customer and market focus, people management and resources and information management. Outputs and outcomes make up the results section.

BCM uses the balanced scorecard approach which relies on key indicators and targets to monitor and evaluate organizational performance (BCM Integrated Development Plan, 2006/2007). The balanced scorecard approach was used to measure the success of the implementation of strategies and plans and helped BCM to understand, predict and improve its performance in key areas. The scorecard also helped to build a culture of continuous improvement within a BCM scorecard is explained as "a logical and visually powerful method of representing performance management information at both the organizational or institutional and individual levels (BCM IDP, 2006/2007).

The scorecard used at Buffalo City Municipality contained information based on the developmental goals which, as stated earlier, did not overtly mention sustainability principles. Information about the monitoring of institutional performance in BCM, especially with regard to the monitoring of sustainability principles, is adapted from the

BCM scorecard for 2006/2007. Table 5 below illustrates how performance towards the implementation of sustainability principles was monitored.

Table 5: Sustainability Monitoring in Buffalo City Municipality

SUSTAINABILITY PRINCIPLES	INDICATORS	FREQUENCY	TARGET	REPORTED BY
Provision of Services	Provision of Electricity			
	% reduction in electricity losses	Quarterly	12%	Director of Engineering Services
	% of households with access to basic minimum standards of electricity provision	Annually	85%	Director of Engineering Services
	Provision of Housing			
	No. of houses built in subsidized housing schemes	Quarterly	100%	Director of Development Planning
Provision of Services	No. of public sector housing stock still to be transferred to beneficiaries	Annually	20%	Director of Development Planning
	No. of informal settlements upgraded	Annually	5%	Director of Development Planning
	Provision of Water			
	% of availability of potable water	Quarterly	85%	Director of Engineering Services
	% of spending of capital funding for water provision	Quarterly	100%	Director of Engineering Services
	% of exceeding DWAF guidelines for surface water quality variables	Quarterly	65%	Director of Engineering Services
	% of households with access to minimum basic standards of water provision	Quarterly	80%	Director of Engineering Services

SUSTAINABILITY PRINCIPLES	INDICATORS	FREQUANCY	TARGET	REPORTED BY
	Sanitation			
	% of households with access to minimum basic sanitation	Quarterly	65%	Director of Engineering Services
	% reduction in No. of households still using bucket system	Quarterly	50%	Director of Engineering Services
	Road Construction			
	Kilometers of roads surfaced annually	Quarterly	4km	Director of Engineering Services
	Health Care Facilities			
	% training for STIs, HIV, VCT and ARVs	Quarterly	75%	Director of Social Services
Provision of Services	% HIV prevalence of antenatal women reported at BCM clinics	Annually	29%	Director of Social Services
	No. of reported incidents of Typhoid, Choler and Hepatitis A	Annually	0%	Director of Social Services
Integration of Social, Economic and Environmental dimensions	Economic Sustainability			
	% progress made with implementation of LED strategy	Bi-annually	10%	Director of Development Planning
	% progress made with the implementation of the BBBEE monitor	Annually	0%	Director of Executive Mayoral Support
	% growth in local economy	Annually	80%	Director of Executive Mayoral Support

SUSTAINABILITY PRINCIPLES	INDICATORS	FREQUANCY	TARGET	REPORTED BY
	% increase in rand value of approved building plans	Annually	10%	Director of Executive Mayoral Support
	Social Sustainability			
	% progress made with the update of the Disaster Management Framework Plan	Bi-annually	100%	Director of Social Services
	% of registered indigent households entitled to free basic services	Monthly	100%	Director of Social Services
	% of educational levels measured through Quality of Life Survey	Bi-annually	20%	Director of Social Services
Integration of Social, Economic and Environmental dimensions	Environmental Sustainability			
	Key variables in SOE Reports	Annually	100%	Director of Social Services
	% of reduction in number of unlicensed land fill sites that are operational	Annually	33%	Director of Social Services
Community and Stakeholder Participation	% of participation rate by members of IDP Forum in meeting	Quarterly	85%	Director of Executive Mayoral Support
	% of fully functional ward committees	Monthly	80%	Director of Executive Mayoral Support
	% of meetings attended with government officials	Monthly	75%	Director of Executive Mayoral Support
	% of key stakeholders consulted annually	Quarterly	80%	Director of Executive Mayoral

SUSTAINABILITY PRINCIPLES	INDICATORS	FREQUANCY	TARGET	REPORTED BY
				Support
	% of overall satisfaction with municipal services	Annually	80%	Director of Executive Mayoral Support
	% of residents satisfied with their quality of life	Annually	80%	Director of Executive Mayoral Support
Institutional Capacity to Monitor Sustainability	% of operating budget available for vehicle fleet maintenance	Quarterly	30%	Director of Engineering Services
	% of project funding spent during the year	Quarterly	75%	Municipal Manager
	% of capital budget spent on capital projects	Quarterly	97%	Municipal Manager
	Revenue collection rate	Quarterly	85%	Director of Executive Mayoral Support
	No. of employee satisfaction surveys conducted	Quarterly	100%	Director of Corporate Services
	% of municipal budget spent on implementing workplace skills plan	Quarterly	0.18%	Director of Corporate Services
	% management from designated disability groups	Annually	0.49%	Director of Corporate Services
	% management from designated gender groups	Annually	28.4%	Director of Corporate Services
	% management from designated race groups	Annually	56%	Director of Corporate Services
	% of progress made with integrated HR strategy	Annually	Not yet decided	Director of Corporate Services

SUSTAINABILITY PRINCIPLES	INDICATORS	FREQUENCY	TARGET	REPORTED BY
	development			
	Extent of compliance with statutory PMS requirements	Bi-annually	80%	Director of Executive Mayoral Support
Partnerships to ensure service delivery	No. of signed agreements entered into regarding Agency functions	Annually	5%	Municipal Manager
Integration Integration	Cross-cutting Issues			
	Progress made with development of Disability Strategy	Annually	Not yet decided	Director of Executive Mayoral Support
	Progress made with development of Gender Strategy	Annually	Not yet decided	Director of Executive Mayoral Support
	Progress made with review of Youth Development Strategy	Annually	100%	Director of Executive Mayoral Support
	Progress made with implementation of Gender Strategy	Annually	100%	Director of Executive Mayoral Support

BCM used qualitative indicators to monitor and evaluate progress towards the attainment of the IDP goals and the implementation of programmes and projects. From the table above, BCM did not seem to be making enough progress in monitoring its progress towards the employment of staff with disabilities, the implementation of the Workplace Skills Development Plan and progress towards gender equity in management. The municipality seemed to be making remarkable progress in developing strategies which were to be implemented in future, for example, the Youth Development strategy and the Gender strategy.

4.5 REPORTING ON SUSTAINABILITY PRINCIPLES IN BUFFALO CITY MUNICIPALITY

Reporting in this context referred to the dissemination of information about the results of the process of monitoring progress towards the implementation of sustainability at BCM. Reporting provided feedback to decision-makers and stakeholders about the success of strategies that were adopted as well as weaknesses in the system.

The mechanisms used at BCM for reporting comprise written reports, use of the media and meetings. The choice of the medium was greatly influenced by the level of literacy of the recipients of the information. This was particularly relevant for BCM where the literacy rate stood at 79% and many of the residents had no access to the media because of poverty (BCM Annual Report, 2004/2005). Out of 20 respondents comprising municipal officials and councillors, 68% stated that they did not know if sustainability principles were reported at BCM.

Information about the frequency of reporting was included in the IDP and it ranged from monthly, quarterly, annually to bi-annually (BCM Integrated Development Plan, 2006/2007). The frequency of reporting about the different principles of sustainability varied. Some principles like progress with the implementation of the Local Economic Development strategy and the extent to which BCM complied with the requirements of statutory Performance Management System, were reported every two years. Others like the percentage of municipal budget spent on the implementation of Workplace Skills Plan and the rate of collection of revenue were reported quarterly. The attainment of targets and the person responsible for furnishing the report were indicated. In the case of Buffalo City Municipality, directors were responsible for furnishing reports. The information was for the consumption of municipal staff, councillors, local communities and other stakeholders. Information from the research findings revealed that at BCM reporting about sustainability was done through reporting about the IDP strategies.

The findings reflected in Table 2 revealed a weak understanding of the concept of sustainability by most councillors and some municipal officials. This is a cause for

concern because if the people who are in decision-making positions are not sure about the meaning of sustainability, the chances for sustainability principles to be implemented in BCM are not good. Sustainability seemed to lose prominence when translated from theoretical understanding at the visioning and planning phase to practical implementation of development strategies. At the integrated planning phase there was mention of sustainability in the vision statement but at the level where the different directorates implemented development strategies there was little or no mention of sustainability principles.

Chapter 5

DISCUSSION

Buffalo City Municipality, like all municipalities in South Africa is mandated by the Constitution as well as by legislation to adopt a development model that emphasises the application of Local agenda 21 and sustainability (RSA, 1996). Sustainability principles such as the satisfaction of local basic needs, an integrated approach to development, integrating economic, social and environmental concerns, community involvement, good governance and institutional capacity as well as partnerships are regarded as fundamental to development that is sustainable.

5.1 CONCEPTUALIZATION OF SUSTAINABILITY PRINCIPLES

The investigation into the understanding of the meaning of sustainability and sustainability principles in Buffalo City Municipality revealed that there was no common understanding of the meaning of sustainability by both councillors and municipal officials. This situation was not unique to BCM as the literature on sustainability and sustainable development confirms that these concepts meant different things to different people (Dresrier, 2002; Ntsime, 2004; O' Riordan, Preston-Whyte, Hamann and Manqele, 2000). The lack of a common understanding of the meaning of sustainability by municipal officials, councillors and local residents was caused by the failure of decision-makers to place sustainability at the centre of its operations and to raise awareness about its value. Progress towards the implementation of sustainability principles in BCM was affected by this. Wackernagel and Rees (1996) blamed confusion about the meaning of sustainability and a lack of understanding about its value for the slow progress towards achieving sustainability and the implementation of sustainability principles.

5.2 PLANNING FOR SUSTAINABILITY

The implementation of sustainability principles in BCM began with the vision that stressed people-centred development. This was in line with the humanistic approach to development which stated that development was about people and was for their benefit (Ntsime, 2004; Harris, Wise and Goodwin, 2001). Development was meant to improve the quality of life of the people.

The vision statement of BCM also focused on the provision of basic services, in line with Local Agenda 21 and its sustainability principles. Section 152 (b) and (c) of the Constitution defines the objectives of local government as to ensure sustainable provision of services to local residents. Section 152 (e) states that local government should ensure local community and stakeholder participation in development planning. Section 153 of the constitution stipulates that the local government should structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community. Section 153 (a) stated that another objective of local government was to promote the social and economic development of the community. Service provision was to be done in a sustainable manner that ensured the safety of the residents and protected the integrity of the environment. The vision of BCM revealed an intention and a commitment to implement sustainability principles as a guide to local development and service provision. This was in line with the stipulations of NEMA (1998) and the Municipal Systems Act of 2000.

According to Local Agenda 21 planning was to be done in an integrated manner (ICLEI, 1996). Development planning in BCM involved local residents, councillors, and municipal personnel. It also involved non-governmental organizations, professional bodies and representatives from the district municipality, provincial and national government. There was a well-structured system of integrated planning in BCM which had been in existence since 2002. The cycle of integrated planning complied with the stipulations of the Municipal Systems Act of 2000 and other legislation pertaining to municipalities. There was cooperation among stakeholders as well as coordination of efforts among clusters and directorates within BCM. Planning involved soliciting input

from local residents about their needs and expectations. It also involved prioritizing the needs of the residents and making decisions about strategies to be followed to satisfy these needs. Compliance with legislation entailed ensuring that objectives were set, strategies linked to the budget were developed, targets and timeframes were included and that there was a strategy implementation plan. This was to be monitored against indicators that were decided upon at the integrated planning phase.

One of the key requirements for development that is sustainable is that it should focus on satisfying basic human needs by providing essential services to the people under its jurisdiction (Dresner, 2000). This study revealed BCM's commitment to providing services to improve the living standards of all its residents, especially those who were neglected by the past government. The basic human needs identified in BCM included access to water; electricity, sanitation; health facilities and housing by all residents. Other needs were the provision of employment; eradication of poverty and the availability of a good road network for easy access by residents to municipal services.

The provision of basic services in BCM entailed extending services to areas where they were never provided in the past, providing services to new urban residential areas like informal settlements and providing services to rural communities. In the established areas where services had been in existence for a long time, the municipality's task was to maintain the infrastructure and services. Planning for sustainable service provision was meant to focus on access to quality services that were affordable to local residents.

The other expectation was that such services should be functional for a long time in the future. BCM ensured that it benefited from the sale of its services to the community. The municipality operated in a capitalist market economy in which the expectation was to get a return on investment through service charges for water, refuse removal and sanitation. In 2005 the revenue collected from service charges amounted to over R721m (BCM Annual Report, 2004/2005: 91). BCM's financial viability strengthened the ability of the municipality to fulfill its developmental mandate and provide services well into the future. The availability of the Indigent Grant made it possible for poor families with a monthly income of less than R1500 to be subsidized and thereby have access to basic

services. While this was commendable, its sustainability was questionable. The Annual Report (2004/2005: 9) stated that 70% of the residents of Buffalo City Municipality earned less than R1 500 per month and this figure was increasing every year as people from outside BCM came to look for opportunities for employment.

One of the human basic services that the municipality had to meet was the provision of shelter to its residents. Sustainable provision of housing meant providing quality and affordable housing. There was concern from the municipal officials about the sustainability of service provision which was seen as unsustainable. The provision of housing was a provincial and national responsibility. The lack of coordination among tiers of government compromised the quality of houses built because, although the houses were built in BCM, the municipality could not monitor the quality of the materials used during construction since it did not own the project. This often led to the construction of below-standard houses. The pressure to deliver services sometimes led to an emphasis on the number of housing units built rather than on the construction of durable houses that would remain in existence for a long time.

One way of dealing with this challenge would be to plan for sustainable human settlements. These refer to settlements where residences are in close proximity to places of work. If this is impossible to do, an affordable and efficient transport system is made available to commuters. This requires a well-developed road and rail network that would accord commuters savings in cost and time to get to places of work or to access municipal services.

Planning for sustainable service provision also raises the question of maintenance. The lack of a maintenance strategy led to deterioration of the infrastructure and services. This becomes costly to the municipality in a number of ways. Replacement costs are high and the community often loses confidence in a municipality that exposes them to dysfunctional services. It would benefit BCM to approve programmes and projects, whether initiated internally or externally only if a budget existed for maintenance.

BCM planned for social equity. This was done through redistribution of wealth by creating an environment for participation in the economy by those sections of the populations that were excluded in the past. BCM like all municipalities in South Africa was characterized by unequal wealth distribution. This situation went against the principle of sustainability. Evidence from this study showed a commitment by BCM to redress inequalities as a step towards sustainability. There was a concerted effort to provide and improve services in townships, informal settlements and rural areas which were neglected in the past. There were projects that specifically focused on these areas. Planning to redress inequalities was done in collaboration with provincial and national government as well as through partnerships with non-governmental organizations. Mdantsane Urban Renewal Programme was one such programme that was funded through grants from the National Treasury as well as donations from Sweden and Germany (BCM Integrated Development Plan, 2006/2007).

Different procedures for refuse disposal were applied in BCM. In established urban centres there a system where refuse was collected from residences at regular intervals. In some informal settlements residents were responsible for disposing their waste material while in others residents took their refuse to a central place. Sometimes this happened in cases where established and informal settlements were close to each other. In many cases the quality of the environment in informal settlements was adversely affected by this differentiation in waste management. In rural areas residents were responsible for their waste disposal which was often burnt. In order to ensure that the quality of the environment was protected, BCM needed an environmentally-friendly refuse disposal and an integrated waste management system for all types of settlements.

Integrated planning in BCM, like in most local municipalities in South Africa is in five-year cycles that are reviewed annually. This was a response to the pressure to deliver services to communities. The shorter periods allowed for visibility in transforming communities and a change in the quality of life of the people. A focus on short to medium-term planning affects the capacity of the municipality to have a vision that focuses on issues that would benefit both present and future generations. BCM has

already realized the shortcomings of medium- term planning. A report in *Delivery* magazine (2007: 26) states that:

“While one-year and five-year planning cycles have become entrenched in most local councils, Buffalo City has set the bar higher. Like Johannesburg, Cape Town and Tshwane, it is in the process of formulating a 20-year vision, or city development strategy.”

Planning for sustainability requires longer time zones because it is meant to cater for the present as well as the generations that are not yet born. The value of a long-term view to development planning is questioned by some development planners who see no value in it due to lack of certainty about how the future will look like (Baker, Kousis, Richardson and Young, 2002). Yet others regard long-term planning as valuable because it charts the direction the municipality would like to follow but does allow for flexibility in yearly reviews which take into consideration the dynamic nature of events affecting municipalities (Barton, Figgie and Routledge, 1998). Erasmus and van Jaarsveld (2002) stated that it was technically or philosophically impossible to predict the future and yet it was possible to do so, based on past experiences, to make statements of varying certainty about future options. This strengthens the need for long-term planning and allows flexibility and the ability to adapt to unexpected changes.

Based on the information from the study, there was a pattern that was aligned to the sustainability framework at the planning level in BCM. BCM had successfully restructured its administrative structures and procedures to allow for both vertical and horizontal communication through a consensus approach to decision-making. Local Agenda 21 encouraged good governance and communication with local communities for sustainability to be implemented successfully (Buckingham-Hatfield and Evans, 1996). Planning encouraged input from different groups in and outside the municipality. There was an effective strategy of involving communities in development planning through the ward system. The governance structure was characterized by harmony between political and administrative personnel (BCM Integrated Development Plan, 2006/2007).

5.3 IMPLEMENTATION OF SUSTAINABILITY PRINCIPLES

The implementation phase involves translating strategic plans into operational plans (Lynch, 2000). It is at the stage where programmes and projects are implemented that the application of sustainability principles is expected. The implementation of sustainability principles will become obvious in the manner in which development programmes and projects are conducted. In the case of BCM sustainability principles at programme implementation stage were couched behind development goals. While sustainability was not explicitly stated, the focus on meeting the basic needs of the local community was in line with sustainability principles.

The study revealed that sustainability featured prominently in development planning but lost its prominence at the stage where development programmes and projects were implemented. This seems to be the trend in South African municipalities as well as in municipalities in other countries (Cashdan, 1998; Lynch, 2000; Cameron, 2002).

In order to achieve the strategic objectives for sustainable development there has to be a plan on how strategic plans would be made operational. The directorates were responsible for implementing IDP strategies for development. Each directorate prepared an implementation plan (BCM Integrated Development Plan, 2006/2007). From this study it was apparent that it was at the strategy implementation stage that sustainability principles seemed not to be considered.

Although there was consensus about programmes and projects to be implemented in a particular year, there was sometimes lack of coordination and alignment in timeframes among the directorates (BCM Integrated Development Plan, 2006/2007). One interviewee saw this as one of the causes for delays in strategy implementation. Sustainability requires that the strategy for the implementation of development programmes and projects be integrated and coordinated (Cashdan, 1998).

There were constraints facing BCM in its attempt to implement sustainability principles in service provision. Lack of understanding of sustainability and its value is one of the causes for inadequate implementation of sustainability principles (O’Riordan, Preston-

Whyte, Hamann and Manqele, 2000). The assumption that sustainability is about environmental protection (Dresner, 2002) is responsible for creating the impression that it is the responsibility of the Environmental cluster to ensure that sustainability principles were implemented. This, in reality should be the responsibility of all clusters, departments and directorates. For an institution-wide application of sustainability, this opinion needs to be changed. The implementation of sustainability principles should be the fundamental guiding principle in all municipal activities.

Financial constraints and pressure to deliver services influence BCM to sometimes decide to implement programmes and projects that have short to medium-term benefits. According to Bowers (1997) a commitment to sustainability entailed a sacrifice by the present generation of foregoing current opportunities for development for the sake of future generations. Cameron (2002) expresses this succinctly by stating that sustainability was call for communities to vote against their short-term interests for the benefit of future generations.

The implementation of programmes and projects required community involvement. According to Nel (2002), a municipality should be committed to work with its citizens and must find sustainable ways of meeting their economic and social needs to improve the quality of their lives. In BCM this was done by using local labour in delivering services. This helped to provide short-term employment to local residents. The alleviation of poverty is a national concern and local economic development is one way of creating jobs and helping to eradicate poverty (Cashdan, 1998). Local economic development ensures that BCM generates revenue to support the implementation of sustainable development strategies.

The strategy to accelerate economic growth in BCM entailed attracting investment, supporting Small, Micro and Medium Enterprises (SMMEs), focusing on tourism and promoting agriculture in rural areas. The encouragement of entrepreneurial skills was particularly valuable to the residents of BCM, the majority of whom were historically excluded from participation in the economy. For the municipality to be economically sustainable it needed to develop a broad-based economic strategy that created

opportunities for participation by both the formal and informal sectors of the economy. It would be of benefit to the economically marginalized communities if BCM would encourage big business to establish joint ventures with people from these communities. Instead of big corporations targeting townships as that customer-base, it would be of benefit to offer support to the existing enterprises in these areas. Free market forces left on their own will contribute towards the perpetuation of inequalities in wealth distribution and in widening the gap between the rich and the poor in BCM. This situation goes against economic sustainability. It is crucial to find ways of raising the level of participation in the local economy by marginalized communities.

In BCM there is a need to integrate economic, social and environmental dimensions in development planning and in the implementation of programmes and projects. Sustainability will be achieved if social development, the preservation of ecosystems and sustainable economic development are integrated at all levels of decision-making. A focus on one of these aspects and neglecting others leads to unsustainable development. According to Erasmus and van Jaarsveld (2002: 4):

“A sustainable future is one that satisfies basic human needs and one that fails to show signs of major economic and environmental collapse within 100 years.”

While at the integrated planning phase the Economic, Social and Environmental clusters worked closely together, there was no evidence of this happening at the strategy implementation stage in BCM. The integration of the three pillars of sustainability in BCM will lead to a holistic and sustainable approach to service provision. While the municipality encourages local economic development and aims at improving the quality of life of the people, it would be of great benefit to encourage sustainability by ensuring that the natural resources are not depleted beyond their regenerative potential. Natural resources were to be used efficiently to protect the integrity of the environment. This ensures that future generations inherit a healthy and safe environment that offers options for sustainable living. It would benefit BCM to opt for a broadly-owned, labour intensive and diversified economy that would render economic, social and environmental benefits. Economic sustainability implies self-sufficiency.

In order that BCM could be economically sustainable it needs to have a self- sustaining and viable local economy which creates job opportunities and helps to eradicate poverty (BCM Integrated Development Plan, 2006/2007). The focus should not only be on having an economy that is efficient but also focus on economic equity. BCM would benefit from having a strategy to empower all its citizens to participate in the economy. This would help eradicate poverty and provide for the needs of the marginalized sectors of the population, namely women, the youth and the disabled.

Social sustainability in BCM involves improving levels of skills acquisition by its citizens, access to health facilities and access to resources. It is about improving the living standards of the residents by ensuring that access to quality services is available to all citizens.

Environmental sustainability is about preserving the quality of the environment and its assets. Development relies heavily on the availability natural resources to facilitate economic development. For sustainability to occur, BCM has to take full responsibility for protecting the quality of its biophysical environment which provides natural resources to sustain life and also acts as a sink for waste materials. According to Mackenzie and Xaba (2005: 12):

“Municipalities are custodians of the environment of their area of jurisdiction. They have a responsibility to care for the environment to ensure that the health of the residents is protected and that residents continue to benefit from their environment in the long-term.”

Environmental sustainability in BCM was driven by the Integrated Environmental and Sustainable Development Unit which was located within the IDP, Budget and Performance Management Department. This indicated that there was consideration of environmental matters in the municipality. However, the location of the Integrated Environmental and Development Unit within the IDP section may give the impression that sustainability happened at the planning level and did not necessarily have to be incorporated into the implementation of development programmes and projects. From

this study there was no clarity about effective implementation of sustainability principles when programmes and projects were implemented.

In order to fulfill the requirement for sustainable development BCM has to formulate policies and strategies for the implementation of environmental sustainability which ensure that desirable environmental quality and sustainable standards of living were achieved.

BCM should aim to protect its biophysical environment by ensuring that development strategies do not impact negatively on ecological systems. There is a need for commitment to preserve the biodiversity and sensitive ecosystems. This study highlighted a lack of a coordinated plan to incorporate environmental concerns in development planning.

In order to improve environmental sustainability BCM needs to have in place integrated waste and pollution management systems and environmental management systems. There is also a need for strategic environmental assessment that would ensure that environmental aspects were addressed at strategic planning level, before the implementation of programmes and projects. The Environmental cluster works in consultation with the provincial department dealing with environmental affairs to ensure that all development projects are subjected to environmental impact assessments. In response to the need to preserve natural sources, BCM is committed reducing the waste of water and electricity (BCM Integrated Development Plan, 2006/2007). The residents are made aware of the need to use natural resources and energy efficiently. Residents are encouraged to use environmental assets efficiently and to avoid causing irreversible damage to the environment.

The Integrated Environmental and Sustainable Development Unit plays a key role in ensuring that environmental issues are included in decision-making BCM Integrated development Plan, 2006/2007). It has recently produced a strategy for integrated environmental management for BCM. The fact that the integrated Environmental and Sustainable Development Unit is part of one department, namely the Integrated

Development Planning, Budget and Performance Management, may limit its influence and inadvertently confine sustainability to the planning phase. Yet sustainability should influence all activities, plans and policies in BCM.

Local Agenda 21 encourages partnerships between local governments and external stakeholders. This study revealed that BCM took the question of public and private partnerships seriously. These partnerships took the form of solicitation of inputs to what the municipality planned to do, financial support and joint efforts in delivering services. Although BCM seems to be doing well in establishing partnerships with the public and private sectors, there is a need to establish more partners in order to fulfill the mandate of delivering services to the community (Roberts and Diederichs, 2002).

The national Department of Provincial and Local Government supported BCM in facilitating service delivery through a national programme called Project Consolidate. As stated earlier, a lack of coordination and alignment in the implementation of development programmes affects effectiveness in the partnership between BCM and other state organs. Partnerships with the private sector, non-governmental organizations and professional bodies are beneficial to BCM in many ways. BCM established partnerships with other countries. This helped in exchanging ideas, sharing knowledge and developing the skills of the local residents. Communication is important in public and private partnerships. The study revealed that BCM needed to improve in this area. An informal conversation with one of the municipal officials revealed that communication with the district municipality was not always smooth.

This study also revealed that BCM was aware of global sustainability issues. This was in line with Agenda 21 which encouraged thinking globally while acting locally. The Environmental cluster was concerned that BCM should play its role in ensuring that it did not contribute to global warming and climate change. There were strategies in place to monitor gas emissions and to comply with acceptable national as well as international air quality standards. Ntsime (2004) maintains that

“The municipality’s strength is derived from integrated planning, coordination of development programmes, local economic development, and the stimulation of community ownership and responsibility.”

5.4 MONITORING OF SUSTAINABILITY PRINCIPLES

In the same way that sustainability and sustainability principles were not overtly expressed in the implementation of IDP programmes and projects, there was no overt expression of how sustainability principles were monitored in BCM. In BCM sustainability principles were not mentioned separately from development goals but were subsumed in them. The system of monitoring progress towards the achievement of the vision and objectives measured changes of predetermined items at regular intervals as set up in the IDP. The system used in BCM helped to establish if targets were met and whether the outcomes and activities of the directorates were aligned to the relevant goals.

The monitoring system used in BCM covered the work done by the directorates and it followed the format provided in the Municipal Planning and Performance Management Regulations (2001). Qualitative indicators were used. These were initiated locally and were thus relevant to the situation in BCM. Since the focus was not on monitoring sustainability, the indicators used showed there was progress made towards the achievement of the IDP objectives and targets. There was, for example, a plan to monitor the achievement of targets by the different directorates through the use of indicators but there were no indicator to measure, for example integration which is important for sustainability. There was no monitoring of compliance with Local Agenda 21 and sustainability.

5.5 REPORTING ON SUSTAINABILITY PRINCIPLES

There was a framework for reporting the results from monitoring progress towards the achievement of objectives. Reporting, as suggested in the Municipal Systems Act (2000), was directed at residents of BCM as well as external stakeholders like the district municipality, the provincial and national government. The residents of BCM were informed about the success or failure to achieve the targets set by the municipality. By

emphasizing transparency in reporting and communication with stakeholders, BCM was in line with what Dalal-Clayton and Bass (2002) suggested about reporting. As the municipal council was accountable to the people within its jurisdiction, it was imperative that it informs the people about the results from the monitoring and evaluation exercise. The use of different media to report on progress ensured accessibility to information by the all citizens. The choice of the different media showed sensitivity to the varying levels of literacy among the different groups of people in BCM.

Chapter 6

CONCLUSION AND RECOMMENDATIONS

In Buffalo City Municipality the concepts of sustainability and sustainability principles are understood differently by different people who are employees of the municipality and councillors. The vision of the municipality expresses an intention to implement sustainability principles. However, translating the intention into practice becomes less clear in the implementation, monitoring and reporting stages. While the vision states clearly that service delivery is to be sustainable and Local Agenda 21 is a cross-cutting issue in the municipality, sustainability principles were not explicitly included in the implementation, monitoring and reporting of development programmes. Sustainability principles were couched in terms of development goals.

One of the ways in which Buffalo City Municipality could translate the intention to implement sustainability principles into practical application of sustainability principles in development programmes could be to have a strategy for sustainability. The strategy would be to promote sustainability. It would ensure that sustainability permeates all decision-making and the day-to-day operations in BCM. Instead of having a separate programme to implement sustainability principles, it would benefit the municipality to incorporate sustainability into integrated planning development and at all levels of social and economic development.

The direction that the municipality may follow in implementing sustainability could be expressed in the vision and mission statement. The vision would boldly commit the municipality to incorporating sustainability principles in all its plans, policies, processes and daily operations.

This would be followed by the setting of goals. Such goals would be simple for all to understand. They would be measurable, achievable and have timeframes. The goals would be to:

- institutionalize sustainability;
- entrench sustainability principles in the political and administrative functions of BCM;
- raise public awareness about sustainability principles and the value of sustainability,
- ensure visibility of the principles of sustainability in planning, programme and project implementation, monitoring and reporting.

This would be followed by the development of an action plan to guide the implementation of sustainability principles. The purpose of the plan would be to integrate sustainability principles into projects, programmes and in all municipal activities. It would state explicitly what will be done to ensure that sustainability is implemented in BCM. This would help eliminate confusion and half-hearted commitment to sustainability. The action plan would state which programmes and projects would be implemented. Some of the major criteria to be used in selecting development programmes and projects would be their sustainability in terms of integrating economic growth, social equity and the protection of the environment, long-term benefits and involvement of the community. The availability of human and physical resources would also be considered in selecting development programmes.

It would benefit the municipal to have a department specifically dedicated to ensuring that sustainability principles are applied to all the levels of decision- making and to all the operations at BCM. Such a department would coordinate all efforts towards sustainability and would be responsible for educating municipal staff and local residents about sustainability. This department would have to command authority in the whole institution rather than in one department. Such a department would not only focus on ensuring that

environmental issues are incorporated into development planning but would also ensure there is integration between social, economic and environmental aspects. Other responsibilities would entail setting up environmental management systems.

For sustainability principles to be incorporated into a development programme, BCM would have to rely heavily on its partners. The involvement of the district municipality, and the provincial and national government would ensure that the implementation of sustainability principles in BCM is successful. The local municipality would need support from these sectors to implement sustainability.

Partnership with the private sector, professional bodies and civic organizations will be crucial for effective implementation of sustainability. The community would have to be involved in the strategy to implement sustainability. They are the recipients of the benefits of having sustainable livelihoods, sustainable human settlements, a sustainable local economy and of having sustainable services delivered to them by the municipality. Since development is people-centred in BCM, input from the community will determine the practical implementation of sustainability. The process of implementing sustainability involves trade-offs between short-term and long-term benefits and sometimes having to forfeit opportunities to obtain employment for the sake of conserving the environment. Without taking the local residents along by involving them in envisioning about the future and planning for sustainable development, the process of implementing sustainability principles might flounder.

The implementation of sustainability principles involves education about sustainability and raising awareness about its value. Education about sustainability should target municipal staff, local residents and other stakeholders. BCM will need to devise an education for its sustainability programme which will target all the different groups of people under its jurisdiction. The strategy should be all-inclusive. An effort should be made to include women, the disabled and the elderly. Implementing sustainability principles involves an attitudinal and behavioural change on the part of all those connected to the municipality. The municipality might have to adopt ecologically friendly

solutions when dealing with its challenges. Ecological efficiency could be used as a criterion in product procurement, design and construction.

Effective implementation of sustainability principles requires an institution that has capacity and systems in place to do so. It might be necessary for BCM to develop internal systems and structures to entrench sustainability in its operations and decision-making. It would, for example be of benefit to BCM to have a committee or department dedicated to the implementation of sustainability principles. Such an entity would command institution-wide authority and not be confined to one department. The implementation of sustainability principles will succeed if there is strong leadership to drive it. The leadership that is required needs to ensure unwavering implementation, the adoption of actions that are sustainable and continual improvement of the implementation of sustainability in municipal operations. It will need to manage and improve the performance of BCM with regard to sustainability. Good governance within BCM may also be an asset in this regard.

The municipality will have to monitor its progress towards the implementation of sustainability. Regular measurement of performance with regard to progress towards sustainability will help decision-makers and the public link activities to pre-specified objects and targets. A strategy to implement sustainability principles will also outline the manner in which performance will be measured and monitored. The incorporation of sustainability principles in the performance monitoring system in BCM will ensure that each directorate measures its performance towards meeting the target of providing services in a sustainable manner. Instead of monitoring the delivery of services as is currently the case, the new approach will monitor a sustainable delivery of services. One way that could be adopted to monitor progress towards the implementation of sustainability principles would be to align it with the existing monitoring and evaluation practice in BCM. Monitoring and evaluation should include sustainability audits which get reported monthly, quarterly or annually.

As part of the sustainability agenda, BCM would participate in international debates and efforts to reduce greenhouse gas emissions and eliminate activities that impact negatively

on the environment. The municipality should be involved in global campaigns and programmes to preserve the integrity of the natural environment. BCM's performance in this area could be indicated by membership to national and international organizations focusing on global sustainability.

Performance could be monitored by using sustainability indicators. The municipality will have to develop its own locally relevant indicators that would reflect circumstances in BCM. Sustainability indicators bring to light the fact that economic, social and environmental dimensions are linked. Triple Bottom Line reporting would be ideal in this case because it measures economic, social and environmental performance. It might also be beneficial to adopt the use of indices of sustainability where indicators which measure different items under the same theme are combined. Examples are the index of Sustainable Economic Welfare, the Human Development Index and the Environmental Sustainability Index. They tend to give a clearer picture and broader understanding of the situation within the municipality. The focus would not be on monitoring individual items, but monitoring a combination of items that reveal the general condition about what is taking place in the municipality.

A sustainability strategy at BCM should have a system of reporting about the progress of the municipality towards the implementation of sustainability principles. The existing monthly and quarterly reporting system should incorporate reporting on the implementation of sustainability principles. Reporting on sustainability principles should be transparent, highlighting successes and areas that need improvement. The process of reporting should aim to have the information reaching all the residents of BCM. The choice of language and the level of its complexity will influence the accessibility of the information to all the residents. Reporting should cater for the different language groups found within the municipality. The choice of medium to disseminate information about BCM's performance with regard to the implementation of sustainability principles would also have to be done carefully to allow a wide distributorship and accessibility.

The implementation of sustainability principles should be seen as a process and not as an event. It requires long-term commitment, partnerships, and continuous reinforcement and support.

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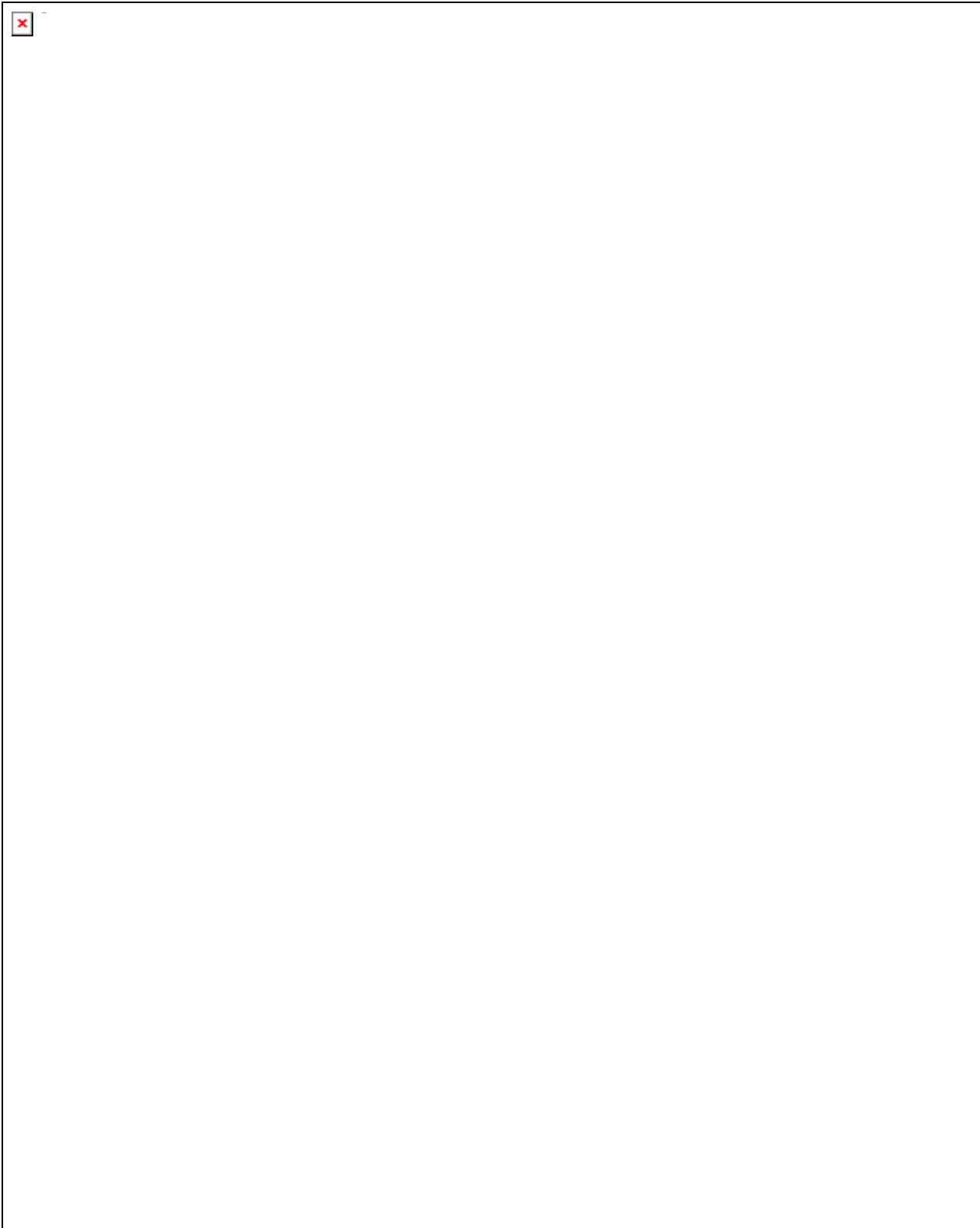
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Figure 1



A SURVEY TO INVESTIGATE HOW SUSTAINABILITY PRINCIPLES ARE IMPLEMENTED IN BUFFALO CITY MUNICIPALITY

This a survey to investigate how the principles of sustainability are implemented in Buffalo City Municipality Please take time to answer the following questions which should take 20 minutes of your time. There are no correct or wrong answers. The information you supply will be treated with strict confidentiality. The findings from the survey will be shared with you, if you so request.

I. GENERAL INFORMATION

a) Name:						
b) Position within the municipality:						
c) How long have you been in this position?						
d) Gender						
e) Age range (please tick correct age range)	18-29 yrs	30-39 yrs	40-49 yrs	50-59 yrs	60-69 yrs	70+ yrs
f) Highest educational qualifications:						
g) Description of ward you represent	rural		urban		rural and urban	
h) Date of interview:						

II. SUSTAINABILITY PRINCIPLES

Buffalo City Municipality (BCM) is committed to providing basic services to its citizens in a sustainable manner. The following statements refer to sustainability principles. Please indicate your response to each by placing a circle around the heading that best describes your response.

Scale	Strongly Disagree	Disagree	Not sure	Agree	Strongly Agree
	1	2	3	4	5
1. Sustainability means meeting short-term basic human needs without having to worry about the future.	1	2	3	4	5
2. Development projects that would benefit the community are sometimes not approved because of their negative impact on the environment.	1	2	3	4	5
3. Decision-making at BCM does not include the principles of sustainability.	1	2	3	4	5
4. Sustainability entails integrating economic, social and environmental issues.	1	2	3	4	5
5. There is concern in BCM that the provision of economic and social services does not impact negatively on the environment.	1	2	3	4	5
6. Sustainability means an equitable distribution of resources within the municipality.	1	2	3	4	5
7. When thinking about sustainability it is important to consider economic growth and the provision of social services without having to worry about the protection of the environment.	1	2	3	4	5

8. The people of BCM are involved in the planning and implementation of development programmes.	1	2	3	4	5
9. BCM is concerned about the efficient use of natural resources.	1	2	3	4	5
10. What do you think is meant by the concept of sustainability as applicable to SCM?					

III. PLANNING FOR SUSTAINABILITY

Please tick the box that best explains your views about planning for sustainability in Buffalo City Municipality.

11. Does Integrated Development Planning (IDP) incorporate sustainability principles?	Yes	No	Don't know
12. Integrated Development Planning entails having the different clusters plan separately and having to defend their plans at the Strategic Planning meetings	Yes	No	Don't know
13. The people of Buffalo City Municipality are involved in the Integrated Development planning.	Yes	No	Don't know
14. Decision-makers and community representatives understand and consider sustainability principles when designing the Integrated Development Plan.	Yes	No	Don't know

IV. IMPLEMENTING SUSTAINABILITY PRINCIPLES

15. Taking the projects that BCM successfully implemented in 2005, how were the principles of sustainability incorporated in: (a) the planning of these projects?
--

(b) the actual implementation of the project?			
16. Who, within BCM is responsible for the implementation of sustainability principles?			
17. Are service delivery projects/programmes approved because of their sustainability?	Yes	No	Don't know
18. Please explain your answer in 17 above.			
19. Is there any monitoring of the implementation of sustainability principles in Buffalo City Municipality?	Yes	No	Don't know
20. If yes to 19 above, please explain how it is done.			
21. The municipality is concerned about the efficient use of natural resources.	Yes	No	Don't know
22. Development projects are sometimes not approved because of the possibility of them harming the people's health.	Yes	No	Don't know
23. Explain the strategies used by BCM to ensure that all development projects are sustainable.			
24. What does the BCM municipality do to ensure social equity?			
25. Is there an equitable distribution of resources and services in BCM?	Yes	No	Don't know
26. Please explain your answer in 25 above.			

27. How do the different communities within BCM participate in decision-making?			
28. Is community participation in the affairs of the municipality adequate?	Yes	No	Don't know
29. What kinds of programmes does BCM have to empower people to participate effectively in the affairs of the municipality?			
30. Are basic human needs met by the Buffalo City Municipality?	Yes	No	Don't know
31. Give reasons to your answer in 30 above.			
32. Is progress towards the implementation of sustainability principles monitored?	Yes	No	Don't know
33. If yes, how?			
34. Are indicators of sustainability included in the Integrated Development Plan of the municipality?	Yes	No	Don't know
35. How is progress towards the implementation of sustainability principles reported?			
36. Are community members informed about progress towards sustainability?	Yes	No	Don't know
37. What constraints does the municipality have in implementing sustainability principles			
38. Please indicate			

Thank you for your time.

INTERVIEW SCHEDULE

THE ENVIRONMENTAL CLUSTER

1. What is meant by sustainability as applicable to BCM?
2. What is the role of the environmental cluster in integrated development planning?
3. What indicators of environmental sustainability are used at BCM?
4. Which environmental projects were undertaken by the municipality in 2004/5?
5. With the projects undertaken by the municipality in 2004/5, what was done to ensure that they were environmentally sustainable?
6. What does the environmental cluster do to ensure that development does not impact negatively on the environment?
7. Does the municipality have policies and regulations in place to ensure that development projects do not harm the environment?
8. How are these regulations enforced?
9. Are environmental matters integrated in the overall planning of the municipality?
10. Please explain how?
11. How is progress towards sustainability monitored at BCM?
12. Is the progress towards sustainability adequate? If not, what do you suggest could be done to improve the situation?
13. How is reporting on environmental sustainability done?
14. How often is it done?
15. To whom is the report made?
16. What problems does the municipality have in its implementation of the principles of sustainability?
17. Please suggest how the municipality can improve in this area.

INTERVIEW SCHEDULE

THE SOCIAL DEVELOPMENT CLUSTER

1. What, according to your opinion, is meant by social sustainability as applicable to this municipality?
2. Which areas of social development did the municipality focus on in 2004/5?
3. How were these decided upon?
4. With each one of these, how was the concept of sustainability applied?
5. How does the social services cluster relate to the other clusters in the municipality?
6. Poverty alleviation is one of the main areas of focus within municipalities. What is your sector's role and responsibility towards the alleviation of poverty?
7. In view of the difficulties associated with stakeholder or public participation, how are stakeholders or the public involved in decision making in your sector?
8. What problems do you encounter in trying to get the community to participate meaningfully in your cluster's matters as well as those of the municipality?
9. What measures are in place to ensure that social development programmes do not harm the environment?
10. Is progress towards social sustainability adequate?
11. What problems are experienced in attempting to bring about social development?
12. How is progress toward social sustainability measured?
13. How is reporting on social sustainability done?
14. How often is it done?
15. Who gets the report?
16. What problems does BCM have in implementing sustainability principles?
17. Please suggest what can be done to improve sustainability at BCM.

INTERVIEW SCHEDULE

THE ECONOMIC DEVELOPMENT CLUSTER

1. How does the concept of sustainability apply to SCM?
2. What is considered when planning for a sustainable local economy?
3. How does your cluster relate to the other clusters within the municipality, especially the social and environmental clusters?
4. What measures are in place for the community to participate in the mailers of your cluster?
5. Are you happy with the level of community participation? If not,
 - what are the problems that you encounter?
 - what can be done to improve the situation?
6. Which projects were undertaken in 2004/5 to grow the local economy?
7. What was done to ensure that these projects were sustainable?
8. Was progress towards economic sustainability measured? If yes, how?
9. Should environmental matters be considered when making decisions about economic growth? Why?
10. How is reporting on economic sustainability done?
11. How often is it done and to whom is reporting done?
12. Who are the recipients of the reporting?
13. Is the municipality economically sustainable? Please explain.
14. What problems does SCM have in implementing sustainability principles?
15. Please suggest what BCM can be done to improve the implementation of sustainability principles.

INTERVIEW SCHEDULE

FINANCE AND INSTITUTIONAL CLUSTER

1. What does financial sustainability mean as applied to BCM?
2. What is the role of the Finance and Institutional cluster in ensuring that basic needs are provided in a sustainable manner?
3. How is planning for financial sustainability done?
4. Is the community involved? If yes, how is it involved?
5. How is planning for institutional sustainability done?
6. How does this cluster relate to the other clusters in the municipality?
7. Who is responsible for implementing financial and institutional sustainability?
8. What challenges does this cluster face in implementing sustainability?
9. What monitoring strategies for sustainability are there in the cluster?
10. How is institutional sustainability measured?
11. What tools are used to measure financial sustainability?
12. How is reporting on financial and institutional sustainability done?
13. To whom is reporting done?
14. Is BCM implementing sustainability principles in general?
15. What suggestions do you have for the municipality to improve how it implements sustainability?

INTERVIEW SCHEDULE

SPATIAL AND INFRASTRUCTURE SECTOR

1. How does the concept of sustainability apply to BCM?
2. Which projects did this cluster implement in 2004/5?
3. How were the principles of sustainability applied when these projects were planned and implemented?
4. What is the involvement of the other clusters in the operations of the spatial and infrastructure cluster?
5. How is the community involved in the planning and implementation of sustainability?
6. Who is responsible for the implementation of sustainability principles within BCM?
7. How is sustainability monitored within the spatial and infrastructure cluster?
8. What specific indicators are used to monitor sustainability?
9. How is reporting on sustainability principles done?
10. To whom is reporting done and how?
11. What problems does BCM have in implementing sustainability principles?
12. Please suggest what can be done to improve the implementation of sustainability at SCM.



RHODES UNIVERSITY

Grahamstown • 6140 • South Africa

Department of Environmental Science; Tel: (046) 603 7010; Fax: (046-622-9319;

E-mail: j.gambiza@ru.ac.za

22 November 2006

The Municipal Manager
Buffalo City Municipality
East London
5200

Dear Sir

REQUEST FOR PERMISSION TO CONDUCT RESEARCH AT BUFFALO CITY MUNICIPALITY

I am writing on behalf of Phumzile Mniki, a Rhodes University MBA student, to request permission for her to conduct research at Buffalo City Municipality. The topic for her research is: **"An analysis of the implementation of sustainability principles at Buffalo City Municipality".**

I am supervising her research. I would like to assure you that all the information that is gathered during her study will be treated in strict confidence. You will get a copy of her report. We will also seek your permission if there is a need for us to publish her results.

Yours sincerely

James Gambiza (Dr)
Lecturer: Department of Environmental Science