

# COMMUNITY-BASED PLANNING

## A Case Study of Mangaung Local Municipality

by

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# TABLE OF CONTENTS

- Executive Summary
  - Introduction
  - Community- Based Planning Approach
  - What happened with CPB in Mangaung
  - Impact of CBP

# Executive Summary

- Introduction

- The process Mangaung went through as they were implementing the CBP and how the CBP process impacted on the lives of the people of Mangaung and the municipality itself.
  - The White Paper on Local Government defines developmental local government as a local government that is committed to working with citizens and groups within the community to find sustainable ways to meet their social and economic needs and improve the quality of their lives.

# Executive Summary cont.

- To give effect to this Mangaung embarked on a proactive approach in Municipal planning processes, to bring closer contact between the Municipality, Councillors, Ward Committees, and the community
- Mangaung piloted community-based approach (CBP); a bottom-up, participatory way of identifying locally appropriate poverty reduction interventions and to contribute to the local government's plan, the IDP (The methodology aimed to link ward plans to the IDP in a replicable manner that could be applied across South Africa.

# Community-Based Planning Approach

- Community-based planning emphasises that “people should be active and involved in managing their own development”.
- The CBP methodology provides municipalities with the means to meet the participatory requirements of the IDP, as well as ensuring that wards develop and implement locally owned ward plans, which build on local strengths, focus on local action, as well as identifying support needed externally through the IDP and from sector departments.
- In South Africa the responsibility of mobilising communities for participation is entrusted with members of the ward committee, Community-based planning has been advocated:
  - To improve the quality of plans;
  - To improve the quality of services;
  - To improve the community’s control over development;
  - To increase community action and reduce dependency

# Community-Based Planning Approach cont.

- Mangaung saw it as essential that communities are involved in the planning and allocation of resources, so that their energies can be liberated to promote local development.
- The then Executive Mayor of Mangaung in October 2002 said: *“Mangaung has taken on CBP as a way of improving democratic decentralisation. Through Ward Planning, Mangaung has adopted the activist approach for municipal planning processes and community meetings, which has brought close contact between the Municipality, Councillors, Ward Committees, and the community.”*

# What happened with CBP in Mangaung

- A number of meetings and workshops were led prior to the implementation of CBP in September 2001. Mangaung decided to take forward the CBP project, and to invest significantly using its own resources, providing R50 000 per ward for process funds to assist the community to take forward the ward plan. The CBP manual was adapted and a process adopted covered a full 4-5 days in the ward including preparation, situation analysis, planning, and writing (shortened to 3 in some predominantly white wards).
- Mangaung implemented CBP in 43 wards. using 40 facilitators drawn from the Municipality, Free State Department of Local Government and Housing, Social Development. The ward committee participated for the whole week. A cascade training process was implemented from September 2001, starting with learning-by-doing in 3 wards, one at a time. The manual was modified and later supplemented by a 2 day training. A number of new systems had to be developed, including how to finance the wards. The plans were all completed by April 2002, and implementation by June 2002.

# What happened with CBP in Mangaung cont.

- Support to wards after 2002 included *inter alia*, the appointment of staff in the office of the speaker responsible for public participation; clustering of wards with similar challenges; aligning the municipal budget with the needs of the people; training of ward committees and councillors.
- An independent evaluation was carried out by the Centre for Development Support (CDS) at the University of the Free State. The overall rating by the ward committees and councillors was very good with ratings ranging from 3.5 (good) to 5 (excellent). Overall they found the process had operated effectively with some areas around organisation and training that could be strengthened.

# Impact of CBP

- At **ward level**, the University of the Free State found that CBP had an impact on community ownership, addressed the demands of poor/vulnerable groups, improved the operations of ward committees, improved linkages between ward committees and CBOs, increased the accountability of ward committees to citizens. The involvement of traditional leaders in CBP and community management had an influence.
- At **municipal level** CBP changed the course of Mangaung's IDP. Community-based planning in Mangaung had an influence on:
  - The municipal IDP;
  - Financial systems;
  - Ward reporting systems;
  - Role of ward committees;
  - Sectoral departments and service providers and
  - Community feedback mechanisms

# Impact of CBP cont.

- The Mangaung community-based planning process had a marked impact on the development of new strategic priorities for the Municipality. It has also generated suggestions for new ways of achieving the priorities
- The ward planning changed the course of Mangaung's IDP. Economic development became overwhelmingly the top development priority rather than the traditional municipal focus on infrastructure, and other priorities emerged such as HIV and security, where the municipality has to play an enabling rather than provider role.

# Impact of CBP cont.

- **Ward level** - there were no ward plans prior to CBP, local action resulted in almost all wards and ward committees played a key role;
- **Municipal IDP** – the ward planning changed the course of Mangaung’ IDP. The Mangaung CBP process has not only been an opportunity for households and communities to contribute to the IDP; it has provided them with access to information.
- **Improved services** – where service providers participated in the ward planning, there does seem to have been impact on services
- **Community empowerment, ownership and action** - the feeling of ownership was one of the most significant aspects raised in interviews with councillors, contributing to “proud community members and ward committees”. A wide range of actions on their own initiative occurred in the different wards.

# Impact of CBP cont.

- Most importantly, CBP has shifted the focus away from communities waiting patiently (or impatiently) for government to deliver, towards a set of actions that communities themselves can participate in, in partnership with the Municipality and other stakeholders. As such, it creates a cooperative governance framework where citizens, councillors and officials take collective responsibility for development at the local level.
- The success of CBP in Mangaung led to further piloting of the approach in 8 municipalities across South Africa. A national steering committee has been established to drive this.
- So overall the CBP planning process was found to provide useful ward plans, improve the IDP, and empower communities in the process.

# CBP LINKAGE WITH EPWP

(How do we link CBP with EPWP?)

## DISCUSSIONS

THANK YOU  
Questions and Comments