

**AN EVALUATION ON THE PARTICIPATION OF SECTOR
DEPARTMENTS IN THE INTEGRATED DEVELOPMENT PLANNING
PROCESS FOR MOPANI DISTRICT MUNICIPALITY**

BY

RAMATHOKA NL

A MINI – DISSERTATION

SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE

MASTER OF DEVELOPMENT

IN THE

FACULTY OF MANAGEMENT SCIENCES AND LAW
(TURFLOOP GRADUATE SCHOOL OF LEADERSHIP)

AT THE

UNIVERSITY OF LIMPOPO

IN

2011

SUPERVISOR: Dr. MTAPURI O

ACKNOWLEDGEMENTS

I hereby wish to acknowledge my wife Agnes, my children Tess, Terry, Adrie and Angie who really gave me the required support during the study period. My appreciation to my supervisor (Dr. O Mtapuri) for sharing his knowledge and for all his prompt response whenever needed.

ABSTRACT

Planning is central to service delivery especially at the local government level being supported by both national and provincial spheres. The Constitution of the Republic of South Africa established three spheres of government which must work together in both vertical and horizontal manner in order to achieve aligned government programmes through integrated planning. Planning at the local government level requires all relevant stakeholders to participate such that all programmes and projects of government are implemented for communities without creating “white elephants” of completed projects which may result in poor community service delivery.

It is on this basis that this study evaluated the participation of sector departments in the integrated development planning process of Mopani District Municipality. Sector departments have been selected from various other role players due to the huge impact they have on development initiatives at local level. Government is moving away from uncoordinated planning which results in uncoordinated implementation and causes communities to vandalise infrastructure as they do not benefit from the planned services at the time of completing the project. Thus, these projects become government liabilities with huge financial implications and might be directly linked to the wastage of tax payer’s money in the main.

The objective of this study was to determine how sector departments participate in the IDP process of the Mopani district municipality. To that end, the study determined the impact of sector departments in producing a credible IDP for Mopani district municipality and also analysed the implementation of the IGR (Intergovernmental relations) framework Act. The study exposes the challenges facing municipalities in developing their integrated development plans.

The integrated development plan of a municipality serves as a tool for public participation where all stakeholders have to participate in the local planning processes.

This study found out that non-submission of sector plans is one of the threats that affect Mopani District Municipality's IDP negatively. Failure to submit sector plans by sector departments denies the District Municipality an opportunity to integrate and align programmes and plans respectively as there will be nothing to consider.

It is clear that the participation of sector departments is of paramount importance in the development of a Municipal IDP. The absence of sector plans in an IDP is the best recipe for implementing scattered and uncoordinated development without supporting the local economic development nodes of either the district or the local municipalities.

The study recommends that the issue of planning must find a proper cluster provincially so that both the Municipal Managers and the Heads of Sector Departments find a way of discussing this matter.

For synchronization of plans, all the three spheres of government must cooperate and work together, as municipalities cannot on their own develop the underdeveloped areas without the support of both the national and provincial departments which bring financial aid through their programmes.

DECLARATION

I hereby declare that the dissertation submitted for the Master's Degree in development studies to the University of Limpopo is my own and has not been submitted to any other University. Any work that has been used before has been declared.

NL Ramathoka

ACCRONYMS

COGTA	-	Department of Cooperative Governance & Traditional Affairs
DOE	-	Department of Education
DLGH	-	Department of Local Government & Housing
EXCO	-	Executive Committee
IDP	-	Integrated Development Planning
IGF	-	Intergovernmental Forum
IGRFA	-	Intergovernmental Relations Framework Act
MDM	-	Mopani District Municipality
MEC	-	Member of the Executive Committee
MFMA	-	Municipal Finance Management Act
MSA	-	Municipal Structures Act
MSA	-	Municipal Systems Act
LGTA	-	Local Government Transition Act Second Amendment Act, 1996
NSDP	-	National Spatial Development Perspective
PGDS	-	Provincial Growth and Development Strategy

TABLE OF CONTENTS

1.	INTRODUCTION AND BACKGROUND	1
1.1	BACKGROUND AND SIGNIFICANCE OF THE STUDY	1
1.2	PROBLEM STATEMENT	1
1.3	AIM OF THE STUDY	2
1.4	OBJECTIVES	3
1.5	RESEARCH QUESTIONS	3
1.6	DEFINITION OF CONCEPTS	3
2.	LITERATURE REVIEW	4
2.1	THE INTERNATIONAL OVERVIEW.....	4
2.2	RESEARCH IN SOUTH AFRICA	6
2.3	CHARACTERISTICS OF IDP IN SOUTH AFRICA	9
2.3.1	CONSULTATIVE PROCESS	9
2.3.2	AN INTEGRATED PROCESS.....	9
2.3.3	A STRATEGIC PROCESS	9
2.3.4	AN IMPLEMENTATION PROCESS	10
2.3.5	THE IDP PROCESS	10
2.3.6	WHO ARE THE STAKE HOLDERS IN THE IDP PROCESS	11
2.3.7	WHAT IS THE IDP PROCESS	12
2.3.8	THE IDP AND PUBLIC PARTICIPATION.....	15
2.4	RESEARCH IN LIMPOPO	28
3.	RESEARCH DESIGN AND DATA COLLECTION METHODS	43
3.1	RESEARCH DESIGN	43
3.2	RESEARCH AREA	43
3.3	POPULATION.....	44
3.4	SAMPLE SIZE AND SELECTION	44
3.4.1	SAMPLE SIZE	44
3.4.2	SELECTION METHODS	45
3.5	DATA COLLECTION METHODS	45

3.6	DATA ANALYSIS METHODS	46
3.7	ETHICAL CONSIDERATIONS.....	46
4.	RESEARCH FINDINGS AND INTERPRETATION	47
4.1	RESEARCH FINDINGS	47
4.2	THE FREQUENCY IDENTIFICATION METHOD	47
4.3	FREQUENCIES.....	47
4.4	FINDINGS FROM THE INTERVIEWS AND FOCUS GROUP DISCUSSIONS.....	53
5.	CONCLUSIONS AND RECOMMENDATIONS	58
5.1	INTRODUCTION.....	58
5.2	CONCLUSIONS AND RECOMMENDATIONS.....	58

APPENDIX A QUESTIONNAIRE

1. INTRODUCTION AND BACKGROUND

1.1 BACKGROUND AND SIGNIFICANCE OF THE STUDY

The Constitution of the Republic of South Africa established three spheres of government, namely, national, provincial and local which are distinctive, interdependent and inter-related. The constitution further provides that these spheres or tiers of government must work in both vertical and horizontal fashion, in order to achieve aligned government programmes through integrated planning.

Planning is crucial in the development of National Spatial Development Perspective (NSDP), Provincial Growth and Development Strategy (PGDS), as well as the Integrated Development Plan (IDP) at the municipal level. Coordination of planning is led by the Provincial office of the Premier supported by the Department of Local Government and Housing (DLG&H).

Sector departments as part of the important stakeholders must submit their plans for integration and alignment purposes. The Integrated Development Plan is the point of convergence for all Sector Plans and also for its credibility. It is on this basis that our area of focus is to evaluate the participation of sector departments in the IDP process of Mopani District Municipality (MDM).

1.2 PROBLEM STATEMENT

The participation of sector departments in the IDP of Mopani District Municipality must be evaluated as their sector plans fundamentally form the core of an IDP. Sector departmental plans in an IDP provide fertile ground for integrated planning and development. Development in communities is so scattered and disintegrated such that the intended beneficiaries do not enjoy the full services that government provides.

Furthermore there are currently clinics and schools without basic services like water, electricity and access roads due to lack of incorporation of sector plans in the IDP. It is a constitutional mandate that the District must coordinate all sector plans. The credibility of the IDP depends on the comprehensive incorporation of all the Sector Plans.

It is currently noted by the Department of Cooperative Governance and Traditional Affairs through their national IDP assessment report that the Mopani District Municipality's IDP is not credible. Government is moving away from uncoordinated planning which results in projects that are not functional and remain white elephants.

This approach provokes communities such that they end up vandalizing infrastructure as they do not benefit from planned services at the time of completing the project. These projects become government liabilities with huge cost implications and might be directly linked to wastage of taxpayers' money in the main.

It is therefore of paramount importance for sector departments to fully participate in the development of an IDP of a municipality in order to avoid spending without benefiting on the intended services. It is on this basis that an evaluation of the participation of sector departments in the IDP process of MDM becomes so critical and central. It is necessary to incorporate sector departmental plans in order to improve from the current situation.

1.3 AIM OF THE STUDY

The study attempts to evaluate the participation of sector departments in the IDP Process of Mopani District Municipality.

1.4 OBJECTIVES

The objectives of this study are:

- a. To determine how sector departments are participating in the IDP process in MDM;
- b. To determine the impact of sector departments in producing credible IDP for MDM; and
- c. To determine the implementation of the IGR framework Act.

1.5 RESEARCH QUESTIONS

The study will attempt to answer the following questions:

- a. How are sector departments participating in the IDP process?
- b. Does the participation of sector departments have an impact on the credibility of MDM's IDP?
- c. How is the IGR framework Act being implemented?

1.6 DEFINITION OF CONCEPTS

Intergovernmental relations (IGR) means relationships that arise between different governments or between organs of state from different governments in the conduct of their affairs. (Intergovernmental Relation Framework Act 2005)

Integrated Development Plan (IDP) is a process by which municipalities prepare 5 year strategic plans that are reviewed annually in consultation with communities and stakeholders. (Local pathways to sustainable development in South Africa, November 2002 Issue.)

Sector Departments are Government departments.

Community A body of people having common rights, privileges, or interests, or living in the same place under the same laws and regulations. (American Heritage dictionary of the English language, Fourth Edition).

CHAPTER 2

2. LITERATURE REVIEW

2.1 THE INTERNATIONAL OVERVIEW

The researcher amongst many international related subjects chose Local Agenda 21 which has a lot of commonalities with the IDP process in many aspects. The summary of Local Agenda 21 will be outlined for the purposes of indicating the relationship from an international arena to the local municipal level. The researcher is interested in the principles of these two processes and the extent to which these principles get affected if not fully implemented.

In June 1992, The Earth Summit (the United Nations Conference on Environment and Development, held in Rio de Janeiro), brought together the representatives of 180 countries represented by in excess of 50 000 people. One hundred and eighty heads of states came together to discuss the many environmental and developmental challenges facing humanity.

At the summit, the international community agreed on a framework for global sustainable development which comprises two non-binding agreements.

- The first, The Rio Declaration on Environment and Development set out the principles for human interaction with the environment;
- The second, Agenda 21, formed the international guideline and action plan for sustainable development.

Subsequently, all one hundred and eighty nations adopted Local Agenda 21, which translates the Agenda 21 action plan for sustainable development into a participatory, multi-sectoral process to achieve the goals of Agenda 21 through a programme of actions at local level. (Maria Coetzee 2002: 3)

Many of the problems and solutions that Agenda 21 attempts to address have their roots in local activities.

Local Agenda 21 is based on the assumption that development issues can only truly be addressed by the participation and co-operation of local role players through local participatory planning and development processes. It suggests that municipalities embark on consultative planning processes to achieve consensus on the development agendas of their local communities and in decision making as one of the fundamental pre-requisites for sustainable development.

Although each local community determines the priorities, policies and actions of their respective development agendas, the overarching goals of the Local Agenda 21 process should underpin local planning and development.

It is imperative to take a closer look at the goals and intentions of Local Agenda 21 and draw nearer the commonalities that exist from the international arena up to the localized IDP document.

The goals of Local Agenda 21 are to:

- a. Raise awareness of environmental and sustainability issues amongst all citizens;
- b. Maximize the environmental support of local communities and business; pursue economic development and social progress whilst limiting the impact of environmental resources and fragile ecosystems;
- c. Maximize energy efficiency and proportion of energy from renewable resources and conserve and enhance green space and diversity of wildlife;
- d. Encourage all organizations and individuals to adopt sustainable practices and lifestyles;
- e. Minimize levels of pollution; and
- f. Minimize the environmental impact of waste and promote the reduction, re-use and recycling of resources.

Local Agenda 21 is a process aimed at the improved and innovative use of existing resources, which will enhance social benefits while reducing environmental impacts and should be integrated with the local development planning process which is one of the many varied approaches to Local Agenda 21 across the world. Because of the location sensitive nature of the Local Agenda 21 process, it needs to be adapted to suit local needs and circumstances within the context of the following criteria:

- a. It must address economic social ecological needs in an integrated way;
- b. Include a shared vision for a long term sustainable future;
- c. Include a participatory process with all local role-players including communities, interest grouping, the private sector and stakeholders of the states;
- d. Establish stakeholders groups, forum or equivalent multi community groups to oversee the process;
- e. Prepare an action plan with the concrete targets; and
- f. Establish a monitoring and report framework and establish indicators to monitor progress. (Maria Coetzee 2002:3)

2.2 RESEARCH IN SOUTH AFRICA

The Legislative Framework for Integrated Development Planning was put into place in the period 1996 to 2000 (The Local Government Transition Act Second Amendment Act, 1996) outlining the Integrated Development Plan (IDP) as a specific legally prescribed product of an integrated development planning process in the local sphere of government.

The White Paper on Local Government contextualised integrated development planning as a tool for developmental local government with the intention of enabling municipalities to:

- a. help align scarce resources behind agreed policy objectives and programmes;
- b. make sure that actions are prioritised around urgent needs;
- c. ensure the necessary integration with other spheres of government, serving as a tool for communication and interaction with them; and
- d. serve as a basis for engagement between local government and communities/ residents.

According to the Constitution of South Africa, Section 152 a municipality has charged local government with the planning and development of the municipal areas in order to attain the objectives of local government which are:

- a. to ensure sustainable provision of services;
- b. to promote social and economic development;
- c. to promote a safe and healthy environment;
- d. to give priority to the basic needs of communities; and
- e. to encourage involvement of communities.

Flowing from the constitutional mandate above directed to local government, one recognises the linkage in terms of issues that require attention at the local level which will not be implementable without proper planning.

It is on the basis of this understanding that the researcher has to unpack in detail the whole IDP process such that it will be clear at which point the different stakeholders are supposed to participate; in this case sector departments will be given priority as the point of focus.

2.2.1 What is integrated development planning?

Integrated Development Plan is a process through which municipalities prepare a strategic development plan for a five–year period. IDP is the written plan that results from the integrated development planning process. It is a principal strategic planning instrument that guides and informs all planning, management, investment, development and implementation of decisions and actions in the local area and supersedes all other plans that guide local development. (Maria Coetzee 2002; 9)

The Municipal System Act (MSA, 2002) requires of all municipalities (Metropolitan Council, District Municipalities and Local Municipalities) to adopt a single, inclusive plan for the development of the municipality which:

- a. Links, integrates and coordinates plans and takes into account proposals for the development of the municipality;
- b. Aligns the resources and capacity of the municipality with the implementations of the plan;
- c. Forms the policy framework and general basis on which annual budgets must be based, and is compatible with national and provincial development plans and planning requirements that are on the municipality in terms of legislation.

2.2.2 Institutional arrangements, roles and responsibilities

- The MSA states that the authority responsible for the management of the IDP process is to be either the Executive Committee or Executive Mayor of a Municipality. In case where municipality has neither, a Committee of Council is appointed by the municipal council for the task. Whoever is given this task must assign responsibilities for the drafting of the IDP to the Municipal Manager, and submit the draft IDP to the Municipal Council for adoption by the council.

2.3 CHARACTERISTICS OF IDP IN SOUTH AFRICA

2.3.1 CONSULTATIVE PROCESS

As a consultative process, IDP aims to become a tool for democratic local government by ensuring that:

- a. Engagement is structured;
- b. Participation is institutionalised;
- c. Bottom-up and top-down decision making process of engagement are inter-linked; and focused analysis takes place to encourage debate on real issues.

2.3.2 AN INTEGRATED PROCESS

As an integrated process, IDP aims to:

- a. Facilitate integration between the funding and investment decision of the three spheres of government;
- b. Improve co-ordination with the investment decision of services providers and parastatals such as Eskom and Telkom;
- c. Promote co-ordination in the investment and implementation decision and actions of District and Local Municipalities;
- d. Promote an inter-sectoral as opposed to a multi-sectoral approach to planning and development, and facilitate the interaction of various sectors of the community in the planning process to arrive at the commonly agreed and integrated outcomes. (Maria Coetzee 2002: 9-10)

2.3.3 A STRATEGIC PROCESS

As a strategic process IDP aims to ensure that within a municipality:

- a. Most effective use is made of scarce resources;
- b. Innovative and cost saving mechanisms are sought for local problems and underlying causes and not only symptoms are addressed;

2.3.4 AN IMPLEMENTATION PROCESS

As an implementation-orientated process, IDP aims to become a tool for better and faster delivery by:

- a. Ensuring concrete proposals are designed;
- b. Making close opening budget links and addressing institutional preparedness. (Maria Coetzee 2002: 10)

2.3.5 THE IDP PROCESS

Why is it necessary to do IDP?

There are six main reasons why municipality should have an IDP.

a. Effective use of scarce resources

The IDP will help the Local Municipality focus on the most important needs of local municipalities taking in to account the resources available at local level.

The local municipality must find the most cost-effective ways of providing services and money will be spent on solving problems in local areas, for example, a Municipality may decide to allocate resources to building a canal that will prevent homes being damaged during the flood seasons. This will reduce the financial burden placed on the Municipality's emergency services.

b. It helps to speed up the delivery

The IDP identifies the least serviced and most impoverished areas and points where municipality funds should be spent, implementation is made easier because the relevant stakeholders have been part of the process. The IDP provides deadlock-breaking mechanisms to ensure that projects and programmes are efficiently implemented. The IDP helps to develop realistic project proposals based on the availability of resources.

c. It helps to attract additional funds

Government departments and private investors are willing to invest where the municipality have clear development plans.

d. Strengthens democracy

Through the active participation of the all the important stakeholders, decisions are made in a democratic and transparent manner.

e. Helps to overcome the legacy of apartheid

Municipal resources are used to integrate rural and urban areas and to extend services to the poor.

f. Promotes co-ordination between local, provincial and national government

The different spheres of government are encouraged to work in a coordinated manner to tackle the development needs in a local area. For example: the Department of Health plans to build a clinic in an area, it has to check that the Municipality can provide services like water and sanitation for the effective functioning of the clinic. (B. Hoffmeyer, 2010:1-3)

2.3.6 WHO ARE THE STAKE HOLDERS IN THE IDP PROCESS

(a) Municipalities

The IDP guides the development plans for the Local Municipality.

(b) Councilors

The IDP gives councilors an opportunity to make decisions based on the needs and aspirations of their constituencies.

(c) Communities and other stakeholders

The IDP is based on the community's needs/priorities. Communities have the chance to participate in identifying their most important needs. The IDP process encourages all the stakeholders who reside and conduct business within a Municipal area to participate in the preparation and implementation of the development plan.

(d) National and provincial sector departments

Many government services are delivered by provincial and national Government Departments at local level, for example: police stations, clinics and schools. Municipalities must take into account programmes and policies of these departments. The department should participate in the IDP process so that they can be guided on how to use their resources to address local needs.

2.3.7 WHAT IS THE IDP PROCESS

Before starting the planning process, an IDP Process Plan must be drawn up. This plan is meant to ensure the proper management of the planning process.

The plan should outline the following:

- a. The structure that will manage the planning process;
- b. How the public can participate in structures that will be created to ensure this participation;
- c. Time scheduled for the planning process;
- d. Who is responsible for what?
- e. How the process will be monitored?

At District Council, a framework will be developed in consultation with all Local Municipalities within the District. This framework will ensure co-ordination, consultation and alignment between the district and local municipalities. The framework will guide the development of the IDP Process Plan for each Local Municipality. The process which the IDP undertakes to produce consists of 5 phases.

PHASE 1: ANALYSIS

During this phase information is collected to the existing condition within the municipality. It focuses on the types of problems faced by people in the area and the cause of the problems. The identified problems are assessed and prioritised in terms of what is urgent and what needs to be done first.

- An assessment of the existing level of development;
- Details on priority and problems and their causes;
- Information on available resources.

PHASE 2: STRATEGIES

During this phase, the municipality works on finding solutions to the problems assessed in phase one. This entails:

- ***Developing a vision***

Vision is a statement of the ideal situation the municipality would like to achieve in the long term once it has addressed the problems outlined in phase one. The following is an example of vision statement of the municipality under review: *Mopani District Municipality is the food basket of Southern Africa and a Tourism destination of choice.*

- ***Defining development objectives***

Developments objectives are clear statements of what the municipality would like to achieve in the medium term to deal with the problems outlined in phase one.

- ***Development strategies***

Once the municipality has worked out where it wants to go and what is needs to do then it needs to work out how to get there. A development strategy is about finding the best way for the municipality to meet its development objectives.

- ***Project identification***

Once the municipality has identified the best methods of achieving its development, it leads to the identification of specific projects.

PHASE 3: PROJECTS

During this phase the municipality works on the design and content of projects identified during phase 2:

- Who is going to benefit from the project?
- How much is it going to cost?
- How is the project going to be funded?

- How long would will it take to complete?
- Who is going to manage the project?

PHASE 4: INTEGRATION

Once all projects have been identified, the Municipality has to check again that it contributes to meeting the objectives in Phase 3. These projects will provide an overall picture of the development plans. All the development plans must now be integrated. The municipality should have overall strategies for issues like dealing with AIDS, poverty alleviation and disaster management. These strategies should be integrated within the overall IDP.

PHASE 5: APPROVAL

The IDP is presented to the council for consideration and adoption; the council may adopt a draft for public comment before approving a finalized IDP. (B. Hoffmeyer 2010, 4-5).

2.3.8 THE IDP AND PUBLIC PARTICIPATION

An IDP representative forum has been established to encourage the participation of communities and other stakeholders. The forum may include:

- a. Members of the Executive Committee of the Council;
- b. Traditional leaders including district councilors;
- c. Ward Committee Representation;
- d. Heads of Departments and senior officials from the municipality and government departments;
- e. Representative from organized stakeholders groups;
- f. People who fight for the rights of unorganized group, e.g. gender activists;
- g. Resource people or advisors;
- h. Community representatives (RDP Forum). (B. Hoffmeyer , 2010:6)

The purpose of this forum is to provide the followings:

- a. Opportunities for stakeholders to represent the interests of their constituencies;
- b. A structure for discussion, negotiations and decision making;
- c. Proper communication between all stakeholders and the municipality; and
- d. Monitoring of planning and implementation process.

One will realise how extensive the IDP process is as well as its significance in development planning. The researcher chose only one of the important stakeholders in the IDP process of Mopani District Municipality being the sector departments, and further considered the effect of their participation in the main.

Integrated Development Planning is a key intergovernmental relations instrument. It is a national engagement process to support the development for credible local municipality five-year Integrated Development Plans (IDP). Since January 2006 the cabinet tabled a five-year strategic agenda for local government concerning five-key decisions on development planning.

- Firstly, the planning capabilities in all three spheres have to be improved.
- Secondly, the municipality plan should include concrete and more realistic localised service deliveries and development targets which will inform performance contracts.
- Thirdly, the decision was that certainly in development planning a system is required.
- Fourthly, the cabinet also decided that regulation be introduced to transform district and metro integrated development plans into local expression of government wide commitments.
- Fifthly, it was decided that the national strategic development plan must evolve into a stronger and more directional national development planning instrument.

(Graham, 2006:5-6) and Leon, (2007:1-3) argue that in the past, municipalities were tasked with the development of integrated development plans and when it comes to implementation, they had to negotiate and arrange with provincial and National Departments to get support for these Integrated Development Plans. However since 2005, a national process is in place where all sectors of government are brought together to support each municipality in the development of their five year plans based on budgeting and integrated development planning.

The implementation of the Integrated Development Plan (IDP) in the local government sphere has brought a new approach to the activities of Municipalities (Pamell et al 2002:79-91). The IDP Process as a result, requires from municipalities, working closely with Provincial and National spheres of government. Chipkin (2002: 57-58) also argues, to elucidate the importance of this IDP document, Section 36 of the Municipal System Act in this regard demands from all municipalities to conduct their affairs in a manner which is consistent with its IDP plan.

The nature and extent of the IDP is dealt with in Chapter 5 of this Act where the authoritative concepts of this document become evident. Section 35(1) of this Act confirms the state of the IDP approach by indentifying what the plan demands and how it actually conducts the activities of Local Government, including the following:

- a. The IDP is the strategic planning instrument for Municipality. This strategic plan informs all the planning and development of a Municipality. What is especially significant is that the IDP directly guides all decisions with regard to the planning, management and development in a municipality. The decision must therefore be based on what the IDP envisaged for the community of that particular municipality.
- b. The IDP binds municipalities in the exercise of their executive authority. In terms of the powers bestowed on the executive authority, this is further proof of the directing and authoritative status of the IDP.

- c. A by-law approves resulting action of the IDP when it imposes duties or affects the rights of specific role players in a municipality.

In the preceding evaluation of the IDP as an important mechanism that actually conducts the affairs of Municipalities, it is evident that it is also a major cause and foundation of intergovernmental relations. These affairs should be development orientated and according to, Davids, Theron and Maphunye (2005:135) the IDP process should guide them.

Any problems or challenges experienced in the execution of the IDP can therefore have a profound impact on intergovernmental relations. This is why the struggling Municipalities experience challenges when they try to get the co-operation and assistance of government departments in the IDP assessment process.

This is also, the reason why there are concerns because this has a direct impact on the effectiveness of intergovernmental relations. Local Municipalities in South Africa have been required to use integrated development planning as a method of planning.

Apartheid planning left cities and towns that:

- a. Have racially divided business and residential areas; are badly planned to cater for the poor with long travelling distance to work and poor access to business and other services;
- b. Have a great difference in level of services between rich and poor areas;
- c. Have sprawling internal settlement and spread out residential areas that make cheap service delivery difficult.

Rural areas were left under-developed and largely unserved. The new approach to local government has to do with development and aim to overcome the poor planning of the past. IDP planning is an approach to planning the involvement of the entire municipality and its citizens in finding the best solution to achieve good long-term development.

An Integrated Development Plan is a super plan for an area that gives an overall framework for development. It aims to coordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area.

It should take into account the existing conditions and problems and resources available to Departments. The plan should look at the economic and social development for the area as a whole. It must be a set framework on how land should be used, what infrastructure and services are needed and how the environment should be protected.

The entire municipality has to produce the IDP. The municipality is responsible for the coordination of the IDP and must draw in other stakeholders in the area who can impact on and/or benefit from development in the area. Once the IDP is drawn up, all municipal planning projects should happen in terms of the IDP. The annual budget should be based on the IDP. Other government departments working in the area should take the IDP into account when making their own plans.

It should take 6 to 9 months to develop an IDP During this period service delivery and development continues as per the previous financial year planned projects.

The IDP is reviewed every year and necessary changes are made. The IDP has a lifespan of five years that is linked directly to the term of the Local Councilors. After every Local Government elections, the new council has to decide on the future of the IDP.

The council can adopt the existing IDP or develop a new IDP that takes into consideration the existing one. The Executive Committee or Executive Mayors of the Municipality have to manage the IDP. They may assign this responsibility to the Municipal Manager. In most Municipalities an IDP coordinator is appointed to oversee the process. The IDP coordinator reports directly to the Municipal Manager and the Executive Committee or the Executive Mayor. The IDP has to draw up a contract with council and stakeholders. The final IDP document has to be approved by the Council.

2.3.8.1 Intergovernmental Relations ensures stakeholder participation

The absence of local intergovernmental relations (IGR) for an exacerbates poor coordination and defeats the government's aim of integrated planning, especially as there is no medium through which ideas and experiences can be exchanged and no criteria to say that local government is providing resources, time-frames for the implementation process, ensuring stakeholder participation or providing evidence of quality planning (Levy and Tapscott 2001:99).

Since South Africa's first democratic elections on 27 April 1994, the country has made a political transition to a democratic state whilst adapting its national, provincial and local spheres of government. Although these spheres of government have their own structures and jurisdictions at different levels, they are still interdependent (Gildenhuys and Knipe 2000:289).

From a local government perspective, municipalities are dependent upon external institutions and role players in the other two spheres of government for appropriate resources. These resources enable them to formulate applicable policies and to render required services through the actions of role players, influenced by their attitudes and behaviour (Chapmen 1993:3).

2.3.8.2 Inter-governmental relations Audit

These relations are primarily based on mutual respect for one another's constitutional status, powers and functions, as well as on promoting mutual trust and good faith by supporting, informing and consulting one another on matters of common interest; and coordinating actions and legislation (Anon 2004:13). According to Levy and Tapscott (2001:220 – 221) the Intergovernmental Relations Audit of 1999 indicated specific shortcomings, but also made the following recommendations for improvement:

- a. Review the efficacy of IGR forums and the systematic coordination of planning programmes;
- b. Establish linkages between planning policy and legislation;
- c. Integrate planning within and among all spheres; and
- d. Promote intergovernmental accountability by expanding the reliable flow of information within and among all spheres.

2.3.8.3 Integrated Development Plan a tool for developmental Municipality

Municipalities in South Africa have become focus points for service delivery, economic development, tourism and infrastructure development, safety and security, job creation, poverty eradication or alleviation and environmental sustainability. These are newly devolved constitutional obligations, which must be implemented if a developmental role is to be achieved.

An Integrated Development Plan is the cutting-edge of a developmental municipality in which priorities and key competencies are identified in relation to the availability of financial resources. An integrated development plan is a road map that provides sign posts to a particular direction which is the vision of a municipality. It is a living strategic five-year plan of the municipality in which the political direction of the municipality is embedded. Through it, the Integrated Development Plan that provides consultation and participation by communities, councilors, officials, civic society, sector departments and parastatals is deepened.

Deepening of local and democratic participation requires well-developed structures that seek to promote and enhance participation. Consultation and participation are two sides of the same coin because they are fundamentally based on a meaningful contribution by all stakeholders in which the latter identifies their unique priorities, which may differ from one ward to the other.

The integrated development plan and the budget are “identical twins” but the first-born twin is the integrated development plan, which seeks to harmonise all processes taking place in a municipal environment. In this sense everything starts and ends with the integrated development plan. This means that no service or priority can be funded if it is not included in the plan. Practical implementation of the integrated development plan finds its support from budget allocation through the financing of various priorities as identified through public engagements.

2.3.8.4 Integrated Development Plan as a tool for cooperative governance

The intention of the integrated development plan is that when municipal departments or other entities conduct their planning, they must take cognizance of the financial implications in their planning and the availability of fiscal resources. The revenue base of most municipalities is inelastic and unable to vigorously respond to the service delivery and infrastructure backlogs. The question of cooperative government between national, provincial and local government on the basis of equitable share on nationally raised revenue is a case in point.

However, government cannot “press ahead” alone on these immense challenges of service and infrastructure backlogs. The imperative is that bringing local business sectors into service rendering may yield desired results. It must be acknowledged that the business fraternity has been in the industry for some time and that alone; it qualifies its administrative and fiscal support to the government.

- It must be added though that cooperation and partnership do not negate the core responsibilities and functions of municipalities. Rather, support must be based on mutual benefit. This research project will strive to address key legislative competencies, priorities, synergies between IDP, budget, Service Delivery Budget Implementation Performance. Management System and Business Plans as they are relevant to a particular municipality. In addition, this research project will explain the processes involved when, how, whom and why the above are critical to the overall performance of the municipality.

Integrated development plan is derived from section 56 (2) (a-d) of the Local Government Municipal Structures Act, 1998 as amended by Act 58 of 1999 which reads thus “the Executive Mayor must,

- a. Identify the needs of the municipality;
- b. Review and evaluate those needs in order of priority; recommend to municipal council strategies, programmes and services to address priority needs through the an Integrated Development Plan and matters of revenue and expenditure taking into account any applicable national and provincial development plans; and
- c. Recommend or determine the best way, including partnerships, programmes and services to the maximum benefit of the community.

The above are statutory functions that the mayor should perform and make recommendations and report to the municipal council for consideration and approval. Section 32 states that an adopted and integrated development plan must be submitted to the Member of the Executive Council ten days after adoption, as contemplated in section 1(a). It can be added that an Integrated Development Plan is the “road map” of the municipality in which processes and operations are harmonised through collective efforts.

2.3.8.5 Integrated Development Plan as a communication tool

Furthermore, an integrated development plan is a communication tool that is driven and owned by communities. In this instance it must be drafted in simple and clear language that is understood by ordinary people. Thus an Integrated Development Plan is assumed to be a product of public consultation and engagement with communities and other relevant stakeholders who participated in its draft, review and adoption by the municipal council. In addition, Section 35 (a-c) states that the status of an Integrated Development Plan adopted by the council of a municipality,

- a. Is the principal strategic planning instrument, which guides and informs all planning, management and development, in the municipality;
- b. Binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's Integrated Development Plan and national or provincial legislation, in which case such legislation prevails; and
- c. Binds all other persons to the extent that those parts of the integrated development plan that impose duties or affect the rights of those persons have been passed as a by-law.

2.3.8.6 Intergovernmental relations as constitutional principles

Intergovernmental relations are conducted within a public administration environment, and therefore it should subscribe to specific norms and values. The Constitution (1996) makes provisions for co-operative government with the establishment of the three spheres of government (national, provincial and local) that are distinctive, interdependent and interrelated in nature. The Constitution (1996) also sets out principles for the conduct of intergovernmental relations and provides for intergovernmental fiscal arrangements. Chapter 3 of the Constitution (1996) details the principles of co-operative government and intergovernmental relations that the spheres of government and all organs of state should apply, namely:

- a. preserve the peace, national unity and the indivisibility of the Republic;
- b. secure the well-being of the people of the Republic;
- c. provide effective, transparent, accountable and coherent government for the Republic as a whole;
- d. be loyal to the Constitution, the Republic and its people;
- e. respect the constitutional status, institutions, powers and functions of government in other spheres; not assume any power or function except those conferred upon them in terms of the Constitution;
- f. exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere; and
- g. cooperate in a spirit of mutual trust and good faith by fostering friendly relations.

The principle of co-operative government requires that the three spheres of government should work in partnership and constantly communicate with each other to ensure that the needs of citizens in the local sphere are considered at national and provincial sphere decision-making.

2.3.8.7 Intergovernmental Relations Roles and responsibilities for three spheres of Government

Thus, all three spheres of government have specific intergovernmental relations roles and responsibilities. Although the spheres of government have specific political and operational representatives, only particular political office-bearers and public officials perform functions and exercise powers in intergovernmental relations (Carstens and Mathebula, 2007, 6).

The Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005) provides specific guidelines to the three spheres of government in terms of implementing policy and legislation of establishing intergovernmental structures; managing the conduct of intergovernmental relations; of settling disputes, of monitoring and reporting. Although each sphere has different roles and responsibilities, the three spheres of government have to respect the constitutional status, powers and functions of the other spheres.

The Act also contains a framework for the conclusion of implementation protocols. The objective of intergovernmental implementation protocols is to set out clear outcomes of joint (90 Journal of Public Administration, Volume 43 number 3.1. October 2008) actions, to clarify responsibilities; to determine resource requirements; to set performance indicators; and to put mechanisms in place to ensure that outcomes are achieved.

2.3.8.8 Intergovernmental Structures

Since the adoption of the Intergovernmental Relations Framework Act, 2005, the provinces adjusted their respective intergovernmental structures in order to comply with the provisions of the Act. Provincial intergovernmental relations forums include the Premier's Intergovernmental Forum (PIF), and inter provincial forums.

The inter-provincial forums can be seen as consultative forums for the participating provinces to discuss and consult on matters of mutual interest, including best practice and capacity building. The major structure to promote and facilitate intergovernmental relations between the provinces and local governments in the province is the Premier's Intergovernmental Forum (PIF).

The provinces' consultation, through the Premier's Intergovernmental Forum, with municipalities when developing provincial policies or draft legislation affects the local sphere. Fessha, et al., (2006:8) stated that the Premier's Intergovernmental Forum may also consider reports from other provincial sectoral intergovernmental forums as well as from district intergovernmental forums (DIFs) on matters of common interest. The Premier's Intergovernmental Forums also have to submit annual reports to the President's Coordinating Council concerning the implementation of national policy and legislations.

Except for the Premier's Intergovernmental Forum (PIF), and the inter-provincial forums, a number of other intergovernmental structures and their technical support structures were established in some of the provinces. For example, a Premier's Coordinating Forum and the Premier's Technical Co-ordinating Committee were established in KwaZulu Natal.

In Mpumalanga the Premier's Co-ordinating Forum includes all district and local mayors in the Province. The Gauteng Intergovernmental Relations Forum reflects a representation of a wider group of political actors as well as officials including members of the legislature.

2.3.8.9 Effectiveness of Intergovernmental Relations Framework Act

A lack of committed attendance, lack of effective communication, top-down approach toward local development, misperceptions that the forums are platforms for the district to assist themselves in their role with local municipalities, contributed to the ineffectiveness of these forums (Jordan, 2006:76). Thus, IGR forums at local sphere, prior to the Intergovernmental Relations Framework Act failed to facilitate co-operation and to co-ordinate their constitutional mandates to achieve efficient service delivery (Steytler, et al., 2005:25). Since 2005 the existing structures were reconstituted to ensure compliance with the Intergovernmental Relations Framework Act, 2005.

The Intergovernmental Relations Framework Act, 2005 makes provision for district intergovernmental forums to ensure effective co-operation between district and local municipalities. Section 25 of the Intergovernmental Relations Framework Act, 2005 makes provision for the establishment of district intergovernmental forums.

The composition of the District Intergovernmental Forum includes the district mayor (chairperson), the mayors of the local municipalities in the district area and in the case of provincial intervention, the administrator of a municipality. Another positive requirement is that district intergovernmental forums have to meet at least once a year with service providers and other role players concerning the development issues of the district. Baatjies and Steytler, (2006:26-27) indicate that district intergovernmental forums improved their functioning since the inception of the Intergovernmental Relations Framework Act, 2005.

2.4 RESEARCH IN LIMPOPO

According to the IR Framework Act, 2005 provincial governments have to assist in drafting protocols for those districts that have not yet established a district intergovernmental forum to ensure compliance thereof. The provincial governments further have to ensure that District Intergovernmental Forums meet on a regular basis and that their agendas foster friendly relations and promote effective co-operation (Steytler and Jordan, 2005:20-23; Baatjies and Steytler, 2006:27-28).

It is necessary to refer to the Section 31 and 32 of the Systems Act, highlighting the role of the provinces and the MEC's in the IDP process. In this regard, Section 31 deals with provincial monitoring and support for municipalities in the IDP process, including the following:

- a. The MEC for Local Government and Housing in a province may monitor the IDP process of municipalities;
- b. He/She can assist a municipality with the planning, drafting, adoption and review of the IDP;
- c. Facilitate the co-ordination and alignment of the IDP of applicable municipalities;
- d. Co-ordinate and align the IDP of a municipality with the plans, strategies and programmes of national and provincial organs of state;
- e. Take steps to resolve disputes and differences in the IDP process of role players.

Section 32 further reflects the requirement that a copy of the appropriate IDP should be submitted to the MEC for Local Government and Housing in the specific province:

- a. The Municipal Manager of the municipality must submit a copy of the IDP to the MEC after adoption by the Council of the municipality;
- b. The MEC may request the municipality (approved by the Minister), to adjust or amend the IDP of that municipality for the reasons indicated in this section. The reasons can include the possibility that the IDP does not comply with the requirements. It can be for instance in conflict with, not aligned with, or that it negates any other applicable plans of affected municipalities;
- c. It is required from a municipal council to consider the proposals of the MEC, and if in agreement with the proposals, to adjust or amend the IDP accordingly. If not, the municipality can object in writing to the MEC and an ad-hoc committee appointed by the MEC will deal with the objection. The decision of the ad-hoc committee is then final and the municipality should react accordingly.

With these two sections of the Municipal Systems Act as a fountain for the provinces and the MEC IDP assessment processes, appropriate and significant examples from the mentioned CSIR Report indicates the challenges the IDP processes creates in the milieu of Intergovernmental Relations (South African Government Research Centre 2005:8-14).

The importance of effective IGR is eminent from the under-mentioned examples and illustrates that the IDP process of municipalities should receive the highest priority of all concerned as the pillar of all local government activities.

The direct and operational relationship between municipalities and provinces arising from the IDP process is determined by the specific stipulations in Section 31 and 32 of the Municipal Systems Act. IDP actions and approaches of a municipality and the applicable province will have a significant and even conclusive influence on the effectiveness of intergovernmental relations.

2.4.1 Division of power

Steytler and Jordan, (2005:23) mention that the true test of effective intergovernmental relations is to be able to negotiate effectively at forums across party political lines. Thus, the clarification of the division of powers and functions as well as the improvement of relations between district and local municipalities through the establishment of effective district intergovernmental forums is important. Another imperative is that the provincial government has to provide workshops and training sessions to create an understanding of the different roles and functions of all stakeholders, as well as to emphasise the requirements, and rationale of the Act (Baatjies and Steytler, 2006:27-28).

Municipalities share their municipal powers and functions with the local municipalities in their areas. The functional areas of municipal competence include Part B of Schedules 4 and 5, and any other functional area assigned to it by national or provincial government.

The bias towards subsidiary is implied in Section 156(4), which compels national and provincial governments to assign their functional areas to municipalities if the matter is better administered locally and the municipality is capable of dealing with the matter.

2.4.2 The Municipal Structures Act

The Municipal Structures Act, reflected the overall roles and functions identified in the White Paper on Local Government. The overall purpose of District Municipalities as per the Act is that it seeks to achieve the integrated sustainable and equitable social and economic development of its area as a whole. A district's principal means to achieve this was by coordinating Integrated Development Planning. The second role of districts is to promote bulk infrastructural development and services in their area. Districts must also support the equitable distribution of resources between the local municipalities to ensure appropriate district-wide levels of municipal services.

Local government competencies, listed in Schedules 4B and 5B of the Constitution, are divided by the Structures Act between district and local Municipalities .The Act first lists all the functions and powers of district Municipalities, and then leaves the residue of the local government competencies to local municipalities.

However, the MEC for Local Government and Housing (DLGH) in consultation with the Minister of Department of Co-operative Governance and Traditional Affairs (COGTA), formerly DPLG retains authority to shift the functions and powers of district municipalities where one does not have the capacity for execution.

The principle of cooperative governance is elaborated in the Municipal Structures Act, which obliges district and local municipalities to financial, technical and administrative support of one another at each other's request. Provinces are also given a limited yet significant role in managing the relationship between districts and local Municipalities

The MEC for local government must support the district municipality to give effect to its constitutional duty to support its constituent local municipalities. In the event of a dispute arising between a district and local municipality, the MEC must define the roles once the municipalities have declared a conflict and requested the assistance of the MEC. In effect, the MEC becomes the final arbitrator of district-local powers and functions.

The composition of the district council in the Municipal Structures Act reflects the intention to have the district municipality represent both its local municipalities, and the electorate of the district as a whole. A majority of district councilors, 60 per cent, are appointed to the district council by its local councils following the principles of proportional and democratic representation. The remaining 40 per cent are directly elected by a district's electorate through a system of proportional representation. The district council thus strikes a balance between majority rule and the representation of local interests.

The Municipal Systems Act reinforces the applicability of the cooperative principles in section 41 of the Constitution to intra-local government relations. Close cooperation between district and local municipalities is essential in the design of the Integrated Development Plan (IDP).

In terms of the Municipal Systems Act, each district municipality must adopt a framework for integrated development planning of the area as a whole. The district IDP framework aligns and binds both district and local municipalities to a coordinated plan to achieve their developmental goals in provincial and national legislation, and the Constitution. It must also specify the principles to be applied and coordinate the approach to be adapted to those matters. The framework must then determine procedures for consultation between the municipalities when they are drafting their own IDPs.

The Intergovernmental Relations Framework Act (Act 13 of 2005) (RSA 2005), makes provision for several inter-ministerial committees on both national and provincial spheres and is also involved in addressing government-related issues. Provincial intergovernmental relations forums include the Premier's Intergovernmental Forum (PIF), and interprovincial forums. These interprovincial forums are consultative forums for the participating provinces to discuss and consult on matters of mutual interest, including best practice and capacity building. Municipal intergovernmental relations forums include district intergovernmental forums and inter-municipality forums.

In each district, district intergovernmental forums exist to facilitate intergovernmental relations between the district municipality and the local municipalities in a specific district. The establishment of intergovernmental structures is a step in the right direction to promote interaction between the three spheres of government, but the problem of capacity and management in respect of inter alia effective intergovernmental relations remains questionable.

It is therefore important to give attention to intergovernmental relations in practice in South Africa. At present intergovernmental relations are mostly dominated by the higher spheres of government based on authority, power and prescriptions that are typical of a unitary system of government (Anon 2004: 18). Although the Intergovernmental Relations Act (Act 13 of 2005) (RSA 2005), recognises the importance of local governments' full participation in intergovernmental relations as it is the most important sphere of service delivery and development, a question that arises is, "how effective are intergovernmental relations at the local sphere and what can be done to improve these relations?"

The effective provision of services usually requires the participation of more than one organ of state. Therefore, the importance of an effective intergovernmental system at local level is imperative to ensuring the implementation of a people-centered and integrated development planning system.

One of the important cooperative challenges facing local government is the management of powers and functions for effective service delivery. Since 2000, there has been a single sphere structure in metropolitan areas and a two-sphere system in non-metropolitan areas structured for both local and district municipalities. It is very important to define the functions each of these structures must perform (Anon 2004: 16).

According to Hughes (2005: 8–9), the varying institutional capacity of municipalities to undertake assigned functions and powers from provinces and implement policy directions indicates a stronger focus on asymmetrical assignments.

2.4.3 Cooperative governance

Cooperative governance in South Africa, with specific reference to the challenges of intergovernmental relations of powers and functions, depends on the assessment of capability of the municipality to render services to acceptable service standards.

Section 156 of the Constitution provides for municipal executive authority for constitutionally assigned powers and functions, and for the assignment of powers and functions to a municipality by national or provincial government. However, the Constitution does not provide for the separation of executive and legislative powers at municipal level.

A municipal council can therefore exercise both legislative and executive functions. In terms of legislation impacting on intergovernmental relations, the mayor of a municipality is the key political office bearer responsible for intergovernmental relations. The mayor is also the political office bearer who drives the preparations and implementation of the municipality's budget, and this can be seen as another important activity in terms of intergovernmental relations (DPLG 2005: 18).

The Municipal Systems Act (Act 32 of 2000) (RSA 2000), provides responsibilities and powers to district municipalities relating to water and electricity, but local municipalities are also given authority to manage such district functions. Many local authorities manage electricity, water and sanitation services, and therefore retain some dominance in the management of overall service delivery. The distinction between these categories of municipalities is often referred to as powers between the B (local) and C (district) municipalities.

The critical competencies to manage the assignment of powers and functions – as authorised by members of executive councils for local government – also depend on the fiscal framework. Many sector departments in provinces devolve functions to local authorities, with the prerequisite that capacity assessments have been conducted to ensure institutional capability to perform a particular function. Examples of efforts to devolve sector functions include allowing for the progressive delegation of the housing function, the establishment of local transport authorities and the assignment of primary health care from provinces to municipalities.

These sector departments in provinces play a pivotal role in ensuring that policy, oversight and technical assistance are forthcoming for the local sphere in the execution of their powers and performance of their functions.

2.4.4 IDP as intergovernmental relations in practice

The Integrated Development Planning (IDP) process is an example of intergovernmental relations in practice. It is a strategic tool and government-wide expression of development commitments aligned to a number of national and regional objectives. As part of Project Consolidate, national and provincial governments have to support district and metropolitan municipalities to prepare draft Integrated Development Plans (IDPs).

To assist the incoming municipal councils, government support programmes will turn IDPs into more implement development plans for all three spheres of government, to strategically respond to community needs.

In addition, while the local spheres of government have grown in terms of their functions and resources, their capacity in terms of providing services, planning and implementing development projects and assuming additional responsibilities remains a concern. The ability to manage the implementation of intergovernmental relations is a mutual challenge across all spheres. This core challenge of cooperative governance finds strategic expression in the work of the intergovernmental relations forums.

Intergovernmental relations should promote relationships with a wide range of stakeholders through multi-sphere dialogue. These include liaison with local government, provinces, sector departments and other state and non-state actors to promote service delivery, economic growth and social upliftment. (Working Together For Development, Understanding IGR – DPLG Booklet)

Ideally, municipal intergovernmental relations and IDP coordinators should lead the policy analysis and coordination process to ensure regional and local cohesion. It is of critical importance that the system of cooperative governance continually operates in ways that result in better coordination and integrated planning, budgeting and service delivery within and across spheres of government, not only to promote sustainable community development but also to create a better life for all the citizens of the country. It is therefore important to determine current weaknesses and successes in cooperative intergovernmental relations.

According to Du Plessis (2004: 25–26) there are many reasons for successes and failures in cooperative governance. On the one hand, reasons for those successes have been attributed to the fact that the Constitution sets out principles for conducting intergovernmental relations and provides for intergovernmental fiscal arrangements. The Intergovernmental Relations Framework Act (Act 13 of 2005) (RSA 2005), provides specific guidelines that should be applied to the three spheres of government in terms of implementing policy and legislation, establishing Cooperative governance in South Africa, with specific reference to the challenges of intergovernmental relations, intergovernmental structures, managing the conduct of intergovernmental relations, settling disputes, monitoring and reporting.

The Constitutional Court enforces cooperative governance, and government departments conclude memorandums of understanding to ensure effective governance.

Since 1996, remarkable progress has been made in structuring intergovernmental relations. According to Levy and Tapscott (2001: 220–221), the Intergovernmental Relations Audit Report (1999) indicated specific shortcomings, but also made the following extensive recommendations for improvement:

- a. Formulate and implement appropriate legislation to promote the evolution of an effective IGR system;
- b. Review the efficacy of IGR forums and the systematic coordination of planning programmes;
- c. Establish linkages between planning, policy and legislation;
- d. Integrate planning in and across all spheres;
- e. Promote intergovernmental accountability by expediting the reliable flow of information within and among all spheres;
- f. Avoid the uncoordinated growth of IGR structures by requiring regular attendance at meetings and by sequencing them;

- g. Ensure that decisions within and among spheres are reached by consensus and are constitutionally binding;
- h. Establish proper links between expenditure and service delivery by reassessing the present revenue assignments, power of taxation and revenue costing systems at provincial and local levels to monitor and evaluate information on financial flow thus ensuring the viability and sustainability of IDPs;
- i. Create local budget committees to analyse budgets, examine monitoring spending patterns in terms of stated priorities, targets, key performance indicators and business plans; Cooperative governance in South Africa, with specific reference to the challenges of intergovernmental relations;
- j. Ensure that government plays a facilitative role and does not reduce the nascent evolving IGR system to a set of unilateral centrist forms of dictating and control;
- k. Resolve disputes; and
- l. Promote capacity of institutions through the systematic training of officials.

Although remarkable progress has been made since 1999 with the implementation of the Intergovernmental Relations Framework Act (Act 13 of 2005) (RSA 2005), the mere existence of an Act and its impact is no guarantee that it will be translated into action, with the intended results.

Decentralisation versus Centralisation

The national developmental agenda promotes decentralisation but practices centralisation. The question still remains whether the government has the necessary capacity to promote effective intergovernmental relations in South Africa. To determine this, there are certain challenges facing the capacity to implement and promote intergovernmental relations that will have to be addressed as a matter of urgency.

Local government is also entitled to an equitable share of national revenue, including transfers to allow people to receive a minimum basket of free basic services such as water and electricity. In addition, capital transfers are made to local government, for example, via the municipal infrastructure grant (MIG). Thus the equitable share is unconditional and provinces and local government can spend it as they see fit, within national guidelines, plans and priorities.

The Municipal Finance Management Act (Act 56 of 2003) (RSA 2003) makes provision for interaction between the three spheres and the need for assistance and capacity building. It also regulates the timing for intergovernmental grants to assist municipalities with preparations for multi-year budgeting (DPLG 2005: 10–11).

Many municipalities which are central to the implementation of government policies still do not have the necessary capacity, even where resources are available, to implement government programmes and ensure that there is a sustainable delivery of basic services. Each municipality should have a realistic, integrated development plan, a credible local economic development programme, material and human resources, and the management and operations systems needed to implement programmes. At the National Council of Provinces (NCOP) level, members have to participate and assist in whatever ways necessary to add capacity to local government structures and ensure effective and efficient service delivery to all citizens (Simeon and Murray 2001: 77–78).

Although these mechanisms are essential to making the system work, their ad-hoc status raises a number of concerns. Even though the constitution makes provision for cooperative government as a partnership among equals, in practice it is a top-down relationship. Provincial ministers frequently consider themselves more accountable to the national minister than to their own legislatures. South Africa needs to strike a balance between creating highly formalised, institutionalised intergovernmental machinery and maintaining the flexibility to adapt to new conditions (Simeon and Murray: 77–84).

Particular strategies to overcome the intergovernmental relations challenges illustrated above need to be addressed, and attention must be focused thereupon.

One strategy to improve intergovernmental relations is by transferring powers and functions to provinces and local governments. This will enhance the rights and status of local government, which in turn will impact on intergovernmental relations (presently dominated by higher spheres of government).

Additional functions and powers should be transferred from national government to provincial and local governments and from provincial government to local government, with the prerequisite that capacity assessments should be conducted to ensure institutional capability to perform these functions. This will allow for a decentralised model of government (Simeon and Murray 2001: 85).

2.4.5. Monitoring and Evaluation

In addition, monitoring, support and intervention strategies should be in place to ensure that all three spheres of government function properly, and if they do not, what support and intervention actions should be implemented. The wide range of monitoring and evaluation mechanisms as well as support programmes that have been introduced throughout government to monitor local government should be strengthened and more emphasis should be placed on the accountability and performance of local spheres of government. Direct interventions that are solution-oriented should be implemented, and if the monitoring mechanisms reveal serious shortcomings, there should be mechanisms to remedy these.

Section 100 of the Constitution provides for national intervention in provincial government, while Section 139 of the Constitution provides for provincial intervention in local government. Indirect intervention refers to systematic issues such as strengthening intergovernmental relations, structures and processes, and communication strategies.

Another strategy that should be implemented is the strengthening of coordination. All planning, policy activities and budgets should be coordinated in such a way as to promote effective intergovernmental relations, and to prevent the duplication and overlapping of functions between the three spheres of government. In order to ensure long-term and effective interaction between the spheres of government, mechanisms should be in place to measure the effect and performance of intergovernmental relations forums.

The challenge remains to increase the competency level and skills of staff in order to ensure effectiveness, efficiency and accountability at provincial and local spheres in all administrative and financial aspects. The poor attendance and especially the attendance by low-ranking officials who cannot make decisions at intergovernmental relation forum meetings (at provincial and local sphere) need urgent attention. Strengthening the capacity of institutions through the systematic and continuous training of officials to promote effective intergovernmental relations at the different spheres of government also requires attention.

It is clear that the South African government strives to adhere to the principles of cooperative government and intergovernmental relations, as captured in the Constitution. The three spheres of government in South Africa also strive to cooperate and promote friendly relations by assisting and supporting one another in mutual trust and good faith. The national, provincial and local spheres of government aim to coordinate actions, interactions, relations and legislation with one another, and to adhere to agreed procedures and avoid legal disputes against one another. Although remarkable progress has been made since 1996 in structuring intergovernmental relations, specific shortcomings and capacity challenges need to be overcome.

At present, South Africa has a functioning system of intergovernmental relations, but it is mostly dominated by the higher sphere of government based on authority, power and prescriptions. Another constraint is that intergovernmental relations are far more concentrated on process than on policy content, service delivery and development. (Provincial-Municipal Relations)

The purpose of relations between the provincial and local sphere of governments apart from monitoring, support and regulation – must coordinate and facilitate the alignment and implementation of provincial development plans and strategies within the local sphere of government.

Following is the foreword made by the MEC, Mr. Soviet Lekganyane of Local Government and Housing of Limpopo on the IDP Assessment Report of 2009/10:

‘Municipalities are expected to effect the findings of the assessment report in order to improve the IDP status of the 2010/2011. The other area of importance emphasized by the report is the proper planning, implementation, monitoring, evaluation, review and the amendment of the IDP on a yearly basis.

Municipalities are urged to work with all related Intergovernmental Relations Structures to achieve the strategic intent of their Integrated Development Plans’.

CHAPTER 3

3. RESEARCH DESIGN AND DATA COLLECTION METHODS

3.1 RESEARCH DESIGN

The qualitative, inductive approach was used as it was appropriate in this study because it puts more emphasis on the process rather than the outcomes.

The participation of sector department in MDM IDP processes is a constitutional mandate and bears reference to the IGR Framework. This is more of a process issue in which sector departments provide their plans for incorporation in the IDP.

The qualitative research design has been used as it is best suited to this study and it helped in investigating whether programmes were being implemented as designed, whether they were serving the targeted population, and whether the services had been delivered as originally intended through soliciting people's options and views on the matters.

The IGR framework has been used to provide coordination and planning of all Government programmes to be aligned. The purpose of this study whose aim was to evaluate the participation of sector department in MDM'S IDP Process as per IGR framework Act, has been fully addressed.

3.2 RESEARCH AREA

The study area for this research project is Mopani District Municipality in Limpopo Province.

Mopani District municipality is situated in the North-eastern part of the Limpopo Province, 70 km and 50km from Polokwane (main City of the Limpopo Province), along provincial roads R81 and R171 respectively.

It is bordered in the east by Mozambique, in the north, by Zimbabwe and Vhembe District Municipality, in the south, by Mpumalanga province through Ehlanzeni District Municipality and, to the west, by Capricorn District Municipality and, in the south-west, by Sekhukhune District Municipality.

The district has been named Mopani because of abundance of nutritional Mopani worm found in the area. The district spans a total area of 2 534 413 ha (25 344,13 km²), inclusive of Kruger National Park which occupies 43%. There are 14 urban areas (towns and townships), 352 villages (rural settlements) and a total of 118 wards. The Mopani District, by virtue of the Kruger National Park as part of the District Management Area, is also part of the Great Limpopo Transfrontier Park, the park that combines South Africa, Mozambique and Zimbabwe.

3.3 POPULATION

The population was constituted by sector department planners, the Mopani District Municipality IDP Coordinator, the Premier's Office Planning Coordinator, the Department of Local Government and Housing Planning Coordinator and planners from all Local Municipalities.

The Premier's Office is responsible for Coordination of all Sector Departments. DLG & H is responsible for Coordination and Support to all Municipalities. MDM is the custodian of IDP. All the five Local Municipalities have the legislative obligation to align their IDP's with that of MDM.

The combination of fourteen departments and six Municipalities, the Office of the Premier and the Department of Local Government and Housing constituted a team of 22 members who make up the population of the study.

3.4 SAMPLE SIZE AND SELECTION

3.4.1 SAMPLE SIZE

All the 22 heads of planning divisions as per the population have been involved in the study, hence no sampling method was used.

3.4.2 SELECTION METHODS

The researcher conducted unstructured interviews and coordinated a focus group for all the 22 planners in Limpopo's population. The meeting for the focus group was held on 15 August 2010 at Loskop Lodge at 14H00. The researcher introduced himself to the members of the focus group and reintroduced the purpose of the meeting. Disclosure of recording the proceeding was made to all members. All the members were encouraged to participate in the discussions. The researcher started with the leading questions relating to the participation of Sector Department and others where on intergovernmental relations, alignment and integration as well as the credibility of Mopani District Municipality's IDP.

All of the above mentioned basically gave direct responses on the research problems together with the research questions. The write ups and transcribing from different interviews, in this case telephonic and tape recorded information, were done later.

3.5 DATA COLLECTION METHODS

The researcher used unstructured interviews and the focus group method. The focus group method had the ability to produce concentrated amounts of data on precisely the topic of interest. It relied on interactions in the group to produce the data. The synergy of the different planners from different sector departments potentially uncovered important constructs, which might have been lost with individually generated data. Focus groups created a fuller, deeper understanding of the phenomenon being studied.

Unstructured Interviews have been used in this regard allowing for further probing on the questions where necessary. Tape recording was used and the rules of the approach were outlined to the participants.

3.6 DATA ANALYSIS METHODS

The researcher in this case created a coding system which had tags or labels that attached meaning to the raw data or notes collected during field work in this qualitative data analysis method. The purpose of coding was to analyze and make sense of the data that had been collected. These tags or labels were used to retrieve and organize chunks of texts in order to categorize them according to particular themes.

Firstly the codes were developed with themes accompanied by definitions. Secondly a table containing excerpts of the interviews were developed where codes were attached to the descriptive information of the field notes. The codes were placed to the left of the text and placed close to the concepts they were describing. Thirdly the researcher, after the coding list had been compiled, constructed a frequency table of the themes that were identified to illustrate the results. Fourthly the researcher divided the frequencies into class intervals in order to relate the information to a five-point scale. The scale indicated the importance that the respondent placed on each theme as indicated by the number of responses.

3.7 ETHICAL CONSIDERATIONS

The researcher ascertained that the consent of participants is voluntary and informed, without any implied deprivation or penalty for refusal to participate, and with regard for participants privacy and dignity. Participants have been protected from unwarranted physical or mental discomfort, distress, harm, danger or deprivation.

Since this was the discussion of services, the researcher ensured that it should only be done for professional purposes and only with people directly and professionally involved, like these planners from all sector departments. All information obtained about participants was treated confidentially. Lastly, credit was given where it is due in relation to contributions made by others. Plagiarism has been avoided at all costs.

CHAPTER 4

4. RESEARCH FINDINGS AND INTERPRETATION

4.1 RESEARCH FINDINGS

This chapter presents the findings and interprets them to check whether the research questions and the objectives of the study have been achieved. The research findings from all sources both primary and secondary point out clearly that no municipality may on its own be able to deliver services as per the allocated powers and functions without partnerships allowed between and amongst the three spheres of government in order to be coordinated and aligned properly. These partnerships are dependent on many other factors that promote good governance. A Municipality, like the Mopani District, has no option but to strengthen the relationship that exists in the District as well as with its neighbouring municipalities and all other stakeholders.

4.2 THE FREQUENCY IDENTIFICATION METHOD

The research used word analysis technique which is a quantitative method consisting of counting keywords in the notes that may occur more frequently than others. This has been coupled with secondary data analysis in the form of reports like the IDP analysis report of the province which also has relevant information about the Mopani District Municipality's IDP.

The information that came out from the respondents was analysed and reduced to manageable data and understandable texts.

4.3 FREQUENCIES

The purpose of frequency is to analyse and make sense of the data that has been collected. Frequencies are used as tags that attach meaning to the raw data or notes collected during field work. These tags are used to retrieve and organize chunks of texts in order to categorise them according to particular themes. In this case interpretative frequencies have been used because they relate to the reasons, explanations and motives behind the factual information.

The Development of Frequencies

Findings from the content analysis

The analysis of themes, and the level of importance of the themes and the frequency, is that the higher the frequency the higher the level of importance of that theme. The main issues which were discussed in detail in this research came out to the centre stage during the development of themes. The following are the main themes that came out clearly in this study, namely,

- Integration of Programmes/projects
- Alignment of plans
- Credibility of the IDP
- Submission of Sector Plans
- Implementation of IGR Framework Act

The Table 1 below shows the results of this content analysis. According to Data in Table 1, alignment of plans was mentioned 12 times more than any other theme. This suggests the importance the respondents place on the theme. Data in Table 1 is also shown in the form of a lickert scale (matrix). The matrix shows that 'Alignment of Plans' is of extreme importance to the respondents.

Table 1: Frequency table

THEME	FREQUENCY
Integration of Programmes/projects	9
Alignment of Plans	12
Credibility of the IDP	9
Submission of Sector Plans	6
Implementation of IGR Framework Act	3

Table 2: Matrix of importance attributed to each theme as indicated by frequencies

Theme	Importance of themes				
	None	Some	Average	Very	Extremely
Programme Integration				X	
Alignment of plans					X
IDP credibility				X	
Submission of sector plans			X		
IGR framework		X			

These main issues are the *integration of programmes* with the frequency of nine (9), followed by *the alignment of plans* with its frequency of twelve (12). The next theme is *the credibility of the IDP* with the frequency of nine (9). *The submission of sector plans* with the frequency of six (6) was the other theme. *The Implementation of IGR Framework Act* with the frequency of three (3) was the last.

The analysis is such that respondents were talking about the alignment of plans to be the area that requires serious attention in the Mopani District. This clearly indicates that there is more work to be done by all stakeholders to correct this situation. This challenge has affected the municipality negatively as some projects have been implemented without the knowledge of the District municipality, Skitog School in Ba-Phalaborwa Local Municipality is an example of this scenario. The school is still without water. The media is haunting the District municipality for not supplying water to that school as the Water Service Authority and the response given is that, the school was not part of the IDP projects; therefore basic services were not prioritised for that school.

This is just one of the many living examples that the respondents were providing during the study period. There are RDP houses in Lulekani Township which were completed three years ago and no sewerage connections have been made due to the non-alignment of sector plans. The residents still go to the bush for sanitation services in the area.

The two examples above show the critical nature of this aspect of the alignment of sector plans.

If the Department of Education and the Department of Local Government and Housing provided their plans for incorporation in the IDP of the Mopani District Municipality, such problems could have been avoided at all costs during the planning phase. If at the time of planning the municipality was not ready for providing the services in those areas, it could have been picked up at an early stage and correct advices would have been obtained. The necessity of sector departments participating effectively in Mopani District Municipality's IDP process is crucial to avoid separate development and white elephants.

There are two themes which enjoyed the same number of frequencies which are Integration of programmes / projects and the credibility of IDP. The credibility of an IDP is the ultimate result of other themes being achieved. The indication brought forward by the respondents is to improve the credibility of the Mopani District Municipality, a lot still needs to be done in order to move from the current state of affairs to another.

The Integration of programmes/projects corresponds with the facts raised by the focus group together with the Provincial IDP assessment report. The reality that comes out in the open is that there is poor participation of Senior officials from sector departments and a chronic disease of inconsistencies in attending IDP meetings of Mopani District Municipality.

This integration process must happen at IDP stage 4 where all programmes and projects from sector departments are put into the IDP of the district. This theme carries the second highest frequency in terms of priority, hence this is an area that demands attention. The third theme of high priority in the District Municipality's IDP is the submission of departmental plans to the Mopani District Municipality's IDP. Most respondents could not find reasons for not prioritising this theme.

Non-submission on its own defeats the whole idea of integration within the Mopani District Municipality's IDP. The challenge that comes with this is that service delivery will suffer the consequences of that process. During the perusal of the Regional Town Planning report of the District Municipality, there was a site at Dandee Township demarcated for RDP houses and the area is a flood zone. The parachuting of programmes and projects by sector departments without following the IDP processes and thereby participate according to procedures, brings unacceptable bad results to the receiving communities.

Residents will build in that area; come the heavy rains season, people will be drowning and the houses flooded. This can be avoided at all costs through the participation of sector departments having submitted all their plans. The submission of sector plans by Government departments or sector departments affects all other themes including integration of programmes and projects and the alignment of plans since there will be nothing to integrate and align.

The last theme is the implementation of IGR Framework Act. Many responses indicated that the Mopani District Municipality had all the IGR structures. However, the only challenge is how all these structures like the Mayors forum, District Managers forum cross-feed into the IDP process of the district. In other words starting from the other themes, one realizes how close and related to each other the themes are:

The matrix of importance attributed to each theme as indicated by frequency indicates that alignment of plans is extremely a high priority that requires attention.

The second priority themes are the *Integration of programmes/projects* and the credibility of Mopani District Municipality's IDP. What this means is that they carry the same contribution weight in the development of the Mopani District Municipality's IDP. The other aspect of this is that the integration of the programmes/projects in the IDP directly relates to its credibility.

The submission of sector plans is on average in the matrix of importance as per the frequency levels, which indicated that only a few participants below average saw the needs of this matter to be prioritised later against the higher levels of frequencies. Issues of the lowest frequency could always be given treatment when the other high priority issues have been addressed.

The last frequency level of importance on themes is *the implementation of the IGR Framework Act*, which is falling under priority four. This level indicates that there are no major challenges in this theme and makes this research to contend with the reality that exists in the IDP assessment report. This theme is being implemented by Mopani District Municipality without failure. It is the researcher's view that attention on this category requires less energy and time as things are still looking good. On the basis of the analysis, we are able to deduce that the higher the number of frequencies, the higher the priority and the lower the number of frequencies the lower the priority of the theme.

The highest priority is the *alignment of programmes/projects* followed by both *integration of plans* and *the credibility of the IDP*. The order of priority becomes clear as the theme that follows is *submission of sector plans* and finally the implementation of IGR Framework Act. The frequencies in the table confirms the order of priority from the highest to the lowest and this gives guidance on which areas to consider when confronting the challenges posed during the research study.

4.4 FINDINGS FROM THE INTERVIEWS AND FOCUS GROUP DISCUSSIONS

It has been realised that the development of IDP is such a vast process which involves many stakeholders and processes.

The researcher undertook the journey in the discussion to follow the whole process of IDP development in order to clearly investigate the point at which sector departments are supposed to participate.

The research questions, the objectives and the aim of study were all revolving around how sector departments participate in the IDP process of MDM. The impact of sector departments in producing credible IDP for the Mopani District Municipality as well as determining the implementation of the IGR Framework Act was determined.

The fundamentals of the South African Constitution clearly mandate municipalities to plan in an integrated manner. In order to attain this, the Mopani District Municipality , embarked on developing their IDP according to the prescripts of the Constitution. The Municipal Systems Act requires the integration, co-ordination of plans, the alignment of resources and capacity of the municipality with the implementation of the plan.

When co-ordination, integration and alignment within an IDP happens, we can then talk of the credibility of such an IDP. The hectic part of the IDP from the study is that there are a lot of structures or institutions involved and that makes the IDP process a consultative initiative. The Mopani District Municipality's responsibility to develop the IDP depends on the participation of other entities for the full development of the IDP. This process then puts Mopani District Municipality with the responsibility of institutional coordination when developing its IDP.

The proper coordination happens at the District IDP representatives' forum. The findings, which emanate from the District municipality records of assessing the participation of all stakeholders, show that there is a serious gap in terms of consistency in attending monthly meetings of the IDP. For example a respondent from the Premier's Office said:

“There is no consistency in attending the IDP meetings of municipalities in the Province, the level of people participating don't meet the required kind of engagement in those meetings”.

The other inconsistency is based on the level of people attending the meetings as that also compromises the quality of the information that should flow into the IDP. The failure of such participants to articulate their plans undermines the integration, coordination and alignment of plans and resources respectively. This has been supported by the inputs from an official of the District Municipality who said:

“The other challenge is that the level of number of people deployed by the Sector Departments against the required information is found wanting, people who participate in the IDP meetings do not bring new ideas, as they send junior persons to the meetings, who cannot articulate on the issues at hand”.

The provincial IDP assessment report by the MEC for Local Government and Housing depicts the IDP for Mopani District Municipality as having so far improved greatly although some gaps still exist. This is illustrated by the following excerpt:

“I agree with all what my colleagues have said. The challenges we are facing as the Municipality is that we are at the receiving end of all programmes from National and Provincial which directly makes us to deviate from our process plan.

The process of deviating from the council plan due to either national or provincial requires high political leadership to stamp its foot down”.
Official from the Municipality.

The findings of this study are that the IGR formation exists in the District and they are active and functional. The IDP representative forum, the Mayors forum, the Mayors Forum and the Municipal Managers and District Managers forum including their technical sub-committees exist and are functional. This is clearly supported by the content of the frequencies on the implementation of IGR Framework Act from table1 above, which indicated that not much needs to be acted upon as the number of frequencies are lower.

The challenge as confirmed by the focus group members is that it is not clear how all of the abovementioned structures cross-feed in the development of the Mopani District Municipality's IDP, such that it will be integrated and aligned. This is a cause for concern as those available structures are in a position to coordinate their efforts through the alignment of their programmes and projects as opposed to just submitting their long lists of unprioritised projects. For an example:

“The IDP process by its very nature requires various stakeholders within Government to cooperate. There are structures that have been supported by the Act of Parliament which compel Government Officials to work together, but looking at Mopani's situation, I know we have the IDP representative forum, the Mayor's forum, the Municipal Managers forum and the Sub Technical committees. What is key and paramount is that the IDP needs to be supported by the highest structure, in which case the Mayor's forum is relevant. I am not very sure how these structures cross-feed into the IDP process of Mopani District Municipality”. An official from the Department of Local Government and Housing.

The list of projects submitted do not necessarily support any developmental node of either the province or the district and this poses a challenge on economic development which has to be supported in one way or another by all these programmes and projects.

The involvement of other stakeholders like sector departments becomes crucial as they will implement some of the programmes and projects to support local development in a growth development node of a particular municipality. The promotion of an inter-sectoral collaboration approach becomes central in order to facilitate the interaction of various sectors in the planning process to arrive at community-agreed and integrated outcomes.

This has been supported by an input from an official of the Department of Economic Development, Environment and Tourism, Ernest Molalane

“The core-function of the Department is on the Economic Policy Development. This is not the priority of most Municipalities as they start with basic services, houses, electrification and water. The focus now is to encourage Municipalities to fully participate in economic activities”.

The reason for sector departments to participate in the IDP process of the Mopani District Municipality is that, the IDP identifies the least serviced and most impoverished areas and points where municipality funds should be spent. This makes implementation easier because the relevant stakeholders have been part of the process. This is the reason why different spheres of government are encouraged to work in a coordinated fashion in order to tackle the development needs at a local area.

From studying the subject extensively, one realizes that the effects of apartheid still have a direct impact on the planning processes of the municipalities. The racially divided business and residential areas are badly planned to cater for the poor. The poor people from rural areas still travel long distances to work and continue to suffer as there are challenges in accessing business and other basic services. The sprawling internal settlements and the spread out residential areas makes cheap service delivery difficult.

The findings of this study point out that planning must be integrated to address the gap which has been created by apartheid by trying to put a balance between developing the under developed areas while maintaining the developed areas. The IDP of the Mopani District Municipality is supported by the spatial development plan which out rightly indicates the District municipality development nodes. This puts the weight on the IDP of Mopani, that all development activities must be documented and aligned for the purposes of coordinating development at the local level.

CHAPTER 5

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter provides the way forward as per the concluding statements emanating from the findings as interpreted. Recommendations are crafted therefrom.

5.2 CONCLUSIONS AND RECOMMENDATIONS

The flow of information from Chapter 4 leads us to the conclusion that the research objectives, the research questions and the aim of the study have been adequately addressed. The main pillars of this research work were to evaluate the participation of sector departments in the Integrated Development Planning process for Mopani District Municipality.

This process was followed by an extensive study of material and interactions with experts in the field of planning the IDP's and also those directly involved with the development of the Mopani District Municipality IDP process.

Out of all the data collected and interpreted, it may be indicated that the development of an IDP is not an easy task; hence the process of developing an IDP required five stages as illustrated in Chapter 2 of this document..

The frequencies in table 1, began to set the priorities right such that the order was clearly determined.

Mopani District Municipality has to consider the alignment of plans including the sector plans as one of the priority areas in closing the gaps that exist currently in their IDP. Coordination of meetings must be attended by senior officials from sector departments to be able to articulate their plans during discussions when submitting them.

The Integration of programmes/projects is the second priority together with the credibility of the IDP. Given the interpretation above, the major task is for Mopani District Municipality to consider strengthening the integration of programmes/projects to avoid white elephant projects which will stir unnecessary unrest in the communities of Mopani District Municipality.

The credibility of an IDP is an ultimate result of all the other processes in the development of an IDP that can give effect to that status. This is also supported by the provincial IDP assessment report, which provided the status for each municipality in the Province including that of Mopani District Municipality. The MEC ratings for Mopani District Municipality are not comparatively bad with respect to other municipalities, although there are some gaps which respondents together with this report give Mopani District Municipality an opportunity to consider closing.

The non-submission of sector plans is one of the threats that affects the Mopani District Municipality's IDP negatively. It has to be noted that failure to submit sector plans by sector departments denies the District Municipality an opportunity to integrate and align programmes and plans respectively as there will be nothing to consider.

This is the area where individual MEC's have to take the lead in driving the process of submitting their sector plans to municipalities. The Premier's office must strengthen the coordination of sector departments to the extent that the Provincial Executive Committee Members are advised to take further action.

Another recommendation is that the issue of planning must find a proper cluster provincially so that both the Municipal Managers and the Heads of Sector Departments find a way of discussing this matter.

The implementation of IGR Framework Act in the Mopani District Municipality happens without serious challenges. The only matter raised has been to ensure that agenda in those IGR meetings must create the opportunity where the IDP development process finds expression. Mayors will have the best opportunity to note the existing gaps and thereby crack the whip on whoever is not playing the game according to the rules.

It is clear that the participation of sector departments is of paramount importance in the development of a Municipal IDP. The absence of sector plans in an IDP is the best recipe for implementing scattered and uncoordinated development without supporting the local economic development nodes of either the district or the local municipalities with that of the District.

The sector plans provide projects and programmes from other two spheres of government. For an example; when the Department of Education plans to build a school in a particular municipality, it provides complementary efforts to that municipality as the powers to build schools is allocated to the Department of Education. This requires all the three spheres of government to cooperate and work together, as municipalities cannot on their own develop the underdeveloped areas without the support of both the national and provincial departments which bring financial aid through their programmes.

It can be recommended that Mopani District Municipality needs to look at the identified areas of concern together with the recommendations alluded hereto in this chapter and put them in practice for the betterment of Mopani District Municipality in addressing the shortcomings as they currently appear in their IDP process.

The research question, the objectives and the problem statement were addressed adequately and gave the District Municipality the order of priority on the themes for easy reference as and when these issues have to be addressed.

REFERENCES

Anon, 2004. *Weaknesses in intergovernmental relations result in failure to align policies*. Government Digest 23: 11 – 21.

Baatjies, R. and N. Steytler. 2006. District Intergovernmental forums: A Preliminary assessment of institutional compliance with the Intergovernmental Relations Framework Act. Law Community Centre. University of Cape Town. Available: <http://www.cage.org.za>. Accessed 1 September 2008.

Carstens, M.J. and F.M. Mathebula. 2007. Intergovernmental co-operations and agreements: an introduction. Pretoria: INCA.

Chapmen, E.N 1993. *Your attitude is showing: A premier of human relations*. New York: MacMillan.

Chipkin, I. 2002. A development role for local government. In Parnell, S., Pieterse, E., Swilling,

Davids, I., Theron, F. & Mapunye, K.J. 2005. Participatory development in South Africa: A development Management perceptive. Pretoria: Van Schaik.

Department of Provincial and Local Government. 2005a. *Working together for development, understanding intergovernmental relations*. Available: <http://www.thedplg.gov.za.subwesites/igr.docs> (accessed on 15 November 2009).

Department of Provincial and Local Government. 2005b. *Practitioner's guide to the Intergovernmental relations*.

Available, <http://www.thedplg.gov.za.subwesites/igr.docs.practitioners/Guide> (accessed on 15 November 2009).

Department of Provincial and Local Government. 1998/1999. IDP Guide Pack O, Overview. Pretoria: Formeset Printers.

Department of Provincial and Local Government. 2001. IDP Guide Pack V: Sectors and Dimensions, Formeset Printers & Cape (Pty) Ltd for Government Printers: Pretoria

Du Plessis, w.2004. Legal mechanisms for cooperative governance in South Africa success and failures. Available: http://web.fu.berlin.de/ffu/akumwelt/bx2004Downloads/duplessis_f.pdf+cooperative+governance(accessed on 22 February 2007)

Fessha, Y.T. and N. Steytler. 2006. Provincial intergovernmental forums: A post-Intergovernmental relations Framework Act compliance assessment. Community Law Centre. University of Cape Town. Available: <http://www.cage.org.za>. Assessed 1 September 2008.

Gildenhuys, J.S.H & Knipe, A. 2000. *The organization of government: An Introduction*. Pretoria: van Schaik.

Graham, R. 2006. Integrated Local development. Challenges of Inter Sphere Coordination and Partnership Building. SDR,15 (2).

Hoffmeyer, B. 2009. Local Government in Southn Africa. Intergrated Development. Planning for Local Government Available: <http://www.etu.org.za/toolbox/docs/localgov/webidp.html>. Accessed: 2 Aug 2010

Houghton Mifflin Company, 2006: American Dictionary of the English Language, fourth edition.

Hughes,S.2005. The role of intergovernmental harmonization as a national policy response to promote sustainable service delivery and development in South Africa Available:<http://www.thedplg.gov.za.IGR>(accessed on 4 March 2007).

Leon, B. 2007 Tools being utilised in South Africa to promote more effective cooperative governance and inclusion. 7 the Global Forum on Reinventing Government: Building Trust in Government. Available:

<http://unpan1.un.org/intradoc/groups/public/documents/un/unpan.pdf>. Accessed: 1 September 2008.

Levy, N. and C. Tapscott. 2001. *Intergovernmental relations in South Africa. The challenges of co-operative Government*. University of the Western Cape Town: IDASA.

Local Government Structures Act, 1998 as amended by Act 58 of 1999.

Local Government Transition Act, Second Amendment Act, 1996.

Maria Coetzee, 2002, *Integrated Development Planning Local Pathways to Sustainable Development in South Africa*

Mathebula, F.M. and L.P Malan, 2002. *Intergovernmental Relations and Co-operative Governance in South Africa*: [http://www.search/cache-governmental relations- South Africa](http://www.search/cache-governmental%20relations-South%20Africa). Accessed: 13 March 2007.

Pamell, S., Pieterse E., Swilling, M. & Wooldridge, D. (Eds). 2002. *Democratising Local Government: The South African Experience*, Cape Town: UCT Press

Republic of South Africa. 1996. *Constitution of the Republic of South Africa (Act 108 of 1996)*. Pretoria: Government Printers.

Republic of South Africa. 2005. *The intergovernmental Relations Framework Act. 2005 (Act 13 of 2005)*. Pretoria: Government Printers.

Republic of South Africa. 1999. *Local Government: Municipal Structures Act, 1999 (Act 117 of 1999)*. Pretoria: Government Printers.

Republic of South Africa. 2001. *Local Government Municipal Planning and Performance Regulations, 2001 (Government Gazette, 24 August 2001)*

Simeon, R. and C. Murray. 2001. Multi-sphere governance in South Africa: an interim assessment. *Publius: The journal of federalism* 31 (4): 65 – 92;

Steytler, N., Fessha, Y. and C. Kirkby. 2005. Status quo report on intergovernmental relations regarding local government. Law Community Centre. University of Cape Town. Available:
<http://www.cage.org.za>. Accessed: 1 September 2008.

Steytler, N. and J. Jordaan. 2005. District-Local Municipal Relations: The Challenges to Cooperative government. Law Community Centre. University of Cape Town. Available: <http://www.cage.org.za>. Assessed: 1 September 2008.

South Africa. 1996. Constitution of the Republic of South Africa, 1996. Pretoria: Government Printer.

South Africa. 1999. Local Government: Municipal Structures Act, 1999 (Act 117 of 1999). Pretoria: Government Printers.

South Africa. 2000. Local Government: Municipal Structures Amendment Act, 2000 (Act 33 of 2000). Pretoria: Government Printers.

South Africa. 1998. The White Paper on Local Government. Pretoria: Government Printers.

South Africa. 2003. Towards a Ten Year Review. Synthesis Report on Implementation of Government Programmes. Policy and Co-ordination and Advisory Services (PCAS).

South Africa. 2005. Department of Provincial and Local Government. Understanding IGR. Available: <http://www.the-dplg.gov.za.subwebsites.igr.docs>. Accessed: 22 April 2007.

South Africa. 2005. Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005). Pretoria: Government Printers.

South Africa. 2006. Motheo District Municipality. Intergovernmental Policy and Strategy. (Unpublished document).

South African Government Research Centre (2005: 8 -14).

Steytler, N., Fessha, Y. and C. Kirkby. 2005. Status quo report on intergovernmental relations regarding local government. Law Community Centre. University of Cape Town. Available:

<http://www.cage.org.za>. Accessed: 1 September 2008.

Steytler, N. and J. Jordaan. 2005. *District-Local Municipal Relations: The Challenges to Cooperative government*. Law Community Centre. University of Cape Town. Available: <http://www.cage.org.za>. Accessed: 1 September 2008.

APPENDIX A

THE SCHEDULE OF QUESTIONS

- (a) In your opinion do you think sector departments have a buy-in in the IDP process in Mopani District Municipality?
- (b) What are the challenges facing the alignment process between National and Provincial sector departments and Mopani District Municipality?
- (c) To what extent do you think the IDP process in Mopani District Municipality contributed to the proper alignment of the district and those of the sector department?
- (d) What is your view on the contribution of the sector departments in the IDP process in Mopani District Municipality?
- (e) In your view, what are the weaknesses of the IDP process in the district regarding alignment with sector departments?
- (f) What role do you think the district planning officials should play to enhance alignment between the districts and National and Provincial sector departments?
- (g) In your view, how can the IDP process be enhanced in Mopani District Municipality to better align with that of the sector departments?
- (h) What role can the Intergovernmental Relations Act play in addressing these problems?
- (i) How active are the IGR structures?
- (j) How are these structures feeding in to the development of Mopani District Municipality's IDP?
- (k) Do you think the sector departments' officials responsible for the IDP have the required knowledge to participate effectively in the IDP process? Why?
- (l) Where do you think the IDP function should be located in the municipality for better coordination and alignment of all programmes with those of the sector departments? Why do you think this should be the case?
- (m) What is the status of Mopani District Municipality's IDP in terms of the MEC's assessment report?
- (n) What do you think will resolve issues of alignment of government programmes and projects at the level of Mopani District municipality's IDP.