

https://dspace.org/

Institutional arrangements for the implementation of the provincial growth and development strategies (PGDSs) of Limpopo Province

Tshisevhe, Jeffrey Matamela

2017

https://hdl.handle.net/10539/26064

Tshisevhe, Jeffrey Matamela (2017) Institutional arrangements for the implementation of the provincial growth and development Strategies (PGDSs) of Limpopo, University of the Witwatersrand, Johannesburg, https://hdl.handle.net/10539/26064

Downloaded from a DSpace repository. https://dspace.org/

INSTITUTIONAL ARRANGEMENTS FOR THE IMPLEMENTATION OF THE PROVINCIAL GROWTH AND DEVELOPMENT STRATEGIES (PGDSs) OF LIMPOPO PROVINCE

BY

JEFFREY MATAMELA TSHISEVHE

Student Number: 583916

A Research Report submitted in partial fulfilment of the requirements for the degree: Masters of Management in the field of Public Policy (MMPP)

At the

SCHOOL OF GOVERNANCE, UNIVERSITY OF THE WITWATERSRAND, JOHANNESBURG

Supervisor:

Professor Susan Booysen

October 2017

DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Public Policy) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

_____ _____

Jeffrey Matamela Tshisevhe **Date**

DEDICATION

I dedicate this research report to my parents, Mr. Radzilani Derrick and Mrs. Nkhumiseni Sannah Tshisevhe for being the pillars of my strength throughout my life and my entire academic journey.

ACKNOWLEDGEMENTS

The compilation of this research report was a challenging endeavour as I was going through a challenging moment of my life. But people around me provided the support I really needed during this difficult moment.

I wish to express my sincere gratitude to the Almighty God, for consistently providing me with wisdom, strength, guidance and kept me focused during this period and towards the completion of this dissertation.

I also express my gratitude to the following persons:

- My supervisor, Professor Susan Booysen, for her constructive guidance and expertise. She has been patient with me with all the delays and postponements that I had to undergo during the compilation of this research report.
- Dr. Stephen D. Tiba, for proofreading the report.
- My father, Radzilani Derrick Tshisevhe, for his unwavering support and encouragement to complete this assignment when I was at my lowest moment. You have always believed in me and kept me motivated. Thank you very much dad.
- My son, Mukoni Dembe (Mudindivhathu) Tshisevhe, who understood when I had to leave him alone watching TV during his weekend visits whilst I had to go to focus on my studies. Thank you son for being there for me in your own way. You're always appreciated.
- My entire family and friends, for their prayers, support and patience during my studies.
- My colleagues in the Office of the Premier, who supported me in so many ways when I needed their assistance.
- To all the respondents who voluntarily participated in this study, my heartfelt thanks to you. I wish you well in all of your professional endeavours.

LIST OF ACRONYMS

APPs	:	Annual Performance Plans
COGHSTA	:	Cooperative Governance, Human Settlements and Traditional Affairs
CSIs	:	Corporate Social Investments
DIGFs	:	District Intergovernmental Forums
DMMFs	:	District Municipal Managers Forum
DPME	:	Department of Planning, Monitoring and Evaluation
DWAS	:	Department of Water Affairs and Sanitation
EXCO	:	Executive Council
GCIS	:	Government Communication and Information System
HODs	:	Heads of departments
IDPs	:	Integrated Development Plans
IGR	:	Intergovernmental relations
IGRFA	:	Intergovernmental Relations Framework Act
MECs	:	Members of the Executive Council
M&E	:	Monitoring and Evaluation
MTEF	:	Medium Term Expenditure Framework
MTSF	:	Medium Term Strategic Framework
NDP	:	National Development Plan
NSDP	:	National Spatial Development Perspective
LDARD	:	Limpopo Department of Agriculture and Rural Development
LDP	:	Limpopo Development Plan
LED	:	Local Economic Development
LEDA	:	Limpopo Economic Development Agency

LEDET	:	Limpopo Department of Economic Development, Environment & Tourism
LEGDP	:	Limpopo Employment Growth and Development Plan
LTA	:	Limpopo Tourism Agency
OECD	:	Organisation for Economic Cooperation and Development
OTP	:	Office of the Premier
PCC	:	President's Coordinating Council
PGDS	:	Provincial Growth and Development Strategy
PGDSs	:	Provincial Growth and Development Strategies
PDPF	:	Provincial Development Planning Forum
PEGAC	:	Premier's Employment Growth Advisory Council
PIGF	:	Premier's Intergovernmental Forum
PIPF	:	Provincial Integrated Planning Framework
POAs	:	Programme of Actions
PPPs	:	Public-Private-Partnerships
SARS	:	South African Revenue Services
SDAs	:	Service Delivery Agreements
SDGs	:	Sustainable Development Goals
SOEs	:	State-Owned Enterprises
SSA	:	State Security Agency
TLGFA	:	Traditional Leadership and Governance Framework Act
TORs	:	Terms of Reference
TWGs	:	Technical Working Groups

ABSTRACT

Since 2004, Limpopo provincial government has been developing and implementing the Provincial Growth and Development Strategies (PGDSs). The rationale of the development of the PGDSs is to provide a vision for development for the province that reflects a growth and development trajectory. However, such a vision should be informed by the national development agenda.

In order to implement and actualise the vision, priorities and programmes of the PGDSs should be implemented by various actors, institutions and structures within the policy environment. These will include, but are not limited to, provincial departments and municipalities, etc. Therefore, the provincial government revived and strengthened the existing institutions and established new ones in order to implement the PGDSs, across spheres of government. The critical success factors of these institutional arrangements are integrated planning, collaboration and cooperation amongst each other and with other non-state actors from the private sector and civil society. In practice, the functionality of these institutional arrangements is not leading towards achievement of desired results and outcomes as silo mentality amongst actors seem to prevail, both in planning and implementation. As a result, the objectives and targets of the PGDS have not been optimally achieved.

Therefore, the study is intended to assess the functionality of the institutional arrangements for the implementation of the PGDSs, and to find out if these policy actors within these policy networks or institutional arrangements are adequate, relevant, appropriate, effective and sustainable towards the achievement of the objectives of the PGDSs. The findings from the study reveal that the provincial government has relatively adequate, relevant and appropriate institutional arrangements. What seems to be lacking, in order to make them effective and sustainable, however, is the adoption of a shared vision and commitment to the course by most actors in the policy networks and across all spheres of government amongst institutions themselves.

Table of Contents

DECLARATION II
DEDICATION III
ACKNOWLEDGEMENTS IV
LIST OF ACRONYMS V
ABSTRACT VII
LIST OF FIGURES XII
Figure 1.1: Map of Limpopo (with District & Local Municipalities) xii
Figure 4.1: Provincial Integrated Planning Framework xii
Figure 4.2: Summary of Provincial Institutional Arrangements xii
Figure 4.3: Primary Stakeholder Formations xii
LIST OF TABLES XII
Table 3.1: Categories of respondents xii
Table 3.1 Summary of data collection techniques xii
Table 4.1: Economic Sector Cluster xii
Table 4.2: Social Sector Cluster xii
Table 4.3: Infrastructure Development Cluster xii
Table 4.4: Justice, Crime Prevention and Security Cluster xii
Table 4.5: Governance and Administration Cluster xii

CHAPTER 1: INTRODUCTION AND ORIENTATION TO THE STUDY 13
1.1 Introduction and background 13
1.2 Problem statement and research problem 14
1.3 Purpose statement 16
1.4 Research objectives 18
1.5 Research questions 19
1.5.1 Primary research question 19
1.5.2 Secondary research questions 19
1.6 Field of study 20
1.7 Literature survey 20
1.8 Tentative proposition 21

1.9 Research ethics 22
1.10 Framework for the study 23
1.11 Delimitation and demarcation of the study 23
1.12 Conclusion 26

CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK 27
2.1 Introduction 27
2.2 Defining and positioning concepts 27
2.2.1 Institutional arrangements 28
2.2.2 Growth and Development 30
2.2.3 Monitoring & Evaluation 31
2.3 Theoretical framework 32
2.3.1 Institutional theory 33
2.3.2 Institutional theory and collaborative governance 34
2.3.3 Network theory 35
2.3.4 Policy networks and collaboration 36
2.3.5 The significance of policy networks and communities in the implementation of public policy 37
2.3.6 Cooperative deliberation across spheres of government 38
2.3.7 The importance of the private sector in the implementation of public policy 38
2.4 Conclusion 38

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY 40
3.1 Introduction 40
3.2 Research methodology 40
3.3 Target population 41
3.4 Sampling 42
3.5 Data collection 43
3.6 Research instruments 44
3.6.1 Semi-structured interviews 45
3.6.2 Document analysis 47
3.6.3 Participant observation 48

3.7 Data analysis 49
3.8 Validity and reliability 50
3.8.1 Validity 50
3.8.2 Reliability 51
3.9 Research ethics 51
3.9.1 Permission from authorities 52
3.9.2 Informed consent 52
3.9.3 Confidentiality 52
3.10 Conclusion 53

CHAPTER 4: PRESENTATION OF DATA 54
4.1 Introduction 54
4.2 The role of the Provincial Integrated Planning Framework 54
4.2.1 Provincial Delivery Collaboration Model 58
4.3 Findings on the institutions and structures of the provincial government for the implementation of the PGDSs 58
4.3.1 Office of the Premier 59
4.3.2 The Provincial Executive Council (EXCO) [Cabinet] 59
4.3.3 EXCO cluster committees 60
4.3.4 EXCO Clusters' Technical Committees 65
4.3.5 EXCO Lekgotla 65
4.3.6 Provincial Departments 66
4.3.7 Heads of departments (HODs) forum 67
4.3.8 Premier Intergovernmental Forum (PIGF) 68
4.3.9 Provincial Development Planning Forum (PDPF) 69
4.3.10 Premier's Employment Growth Advisory Council (PEGAC) 71
4.4 Findings from institutions of local government in the implementation of the PGDSs 73
4.4.1 District and Local Municipalities 73
4.4.2 District Intergovernmental Forums (DIGFs) 76
4.4.3 District municipal managers forums 78
4.5 Findings on the role of the private sector institutions in the implementation of the PGDSs 79

4.6 Findings on the role of the institution of traditional leadership in the implementation of the PGDSs 81

4.7 Conclusion 83

CHAPTER 5: DATA ANALYSIS AND INTERPRETATION OF FINDINGS 85

5.1 Introduction....85

5.2 The critical role of the Office of the Premier 85

5.3 Analysis of the role of provincial departments in the implementation of PGDSs priorities....88

5.4 Analysis on the role of the Provincial Executive Council (EXCO) cluster system in the implementation of PGDSs priorities 89

5.5 Analysis on the strategic position the local government sphere in the implementation of the PGDSs 91

5.6 Analysis of the role of the institution of traditional leadership in partnering with municipalities on issues of socio-economic development 93

5.7 The importance of the role of the private sector and civil society in the implementation of PGDSs....95

5.8 The importance of integration and collaboration within the institutional arrangements....97

5.9 Analysis of the functionality of the current institutional arrangements for the successful implementation of PGDSs 97

5.9.1 Relevance....98

5.9.2 Effectiveness....98

5.9.3 Sustainability 99

5.9.4 Partnerships and cooperation 99

5.10 Conclusion 99

6: CONCLUSIONS AND RECOMMENDATIONS....101

6.1 Introduction....101

6.2 Conclusions 101

6.3 Recommendations....103

6.4 Conclusion 109

REFERENCES 112

APPENDIX A: INTERVIEW SCHEDULE.... 1

LIST OF FIGURES

Figure 1.1: Map of Limpopo (with District & Local Municipalities)
Figure 4.1: Provincial Integrated Planning Framework
Figure 4.2: Summary of Provincial Institutional Arrangements
Figure 4.3: Primary Stakeholder Formations

LIST OF TABLES

Table 3.1: Categories of respondents
Table 3.1 Summary of data collection techniques
Table 4.1: Economic Sector Cluster
Table 4.2: Social Sector Cluster
Table 4.3: Infrastructure Development Cluster
Table 4.4: Justice, Crime Prevention and Security Cluster
Table 4.5: Governance and Administration Cluster

CHAPTER 1: INTRODUCTION AND ORIENTATION TO THE STUDY

1.1 Introduction and background

In 2005 national government realised the need for provincial governments to drive growth and development in their areas of jurisdiction. Provinces have an important role to play in contextualising national priorities and grounding them within the realities and uniqueness of each province, supporting local government in the development and implementation of Integrated Development Plans (IDPs). Provincial governments are expected to drive economic growth and development planning and implementation of development interventions.

Therefore, in 2006 the Provincial Growth and Development Strategy (PGDS) guidelines were developed that require provinces to develop Provincial Growth and Development Strategies (PGDSs) that will serve as road maps for the growth and development of each particular province. The purpose of the PGDS, as highlighted above, is to provide a vision for development that reflects the growth and development priorities in terms of social and economic growth potential of the province, but also to ensure alignment with the national development agenda. The PGDS has to be continuously revised at the end of each electoral cycle. Revision is in the context of the medium-term planning and budgeting cycle, where some aspects of the PGDS might be amended or it may be completely replaced by a new one – in line with development priorities of the new administration that has assumed power of political governance.

In anticipating the PGDS requirements generally, and in order to respond and in due course comply with the requirement of the PGDS guidelines, the Limpopo Provincial Government revised the second PGDS that was adopted in October 2004. This was to improve on the weaknesses that were identified in the first PGDS (1999-2004) when the PGDS guidelines were not yet developed.

During the fourth electoral term (2009-2014) in South Africa's democratic order, the third PGDS of Limpopo, the Limpopo Employment Growth and Development Plan (LEGDP), was developed. The LEGDP had 14 key programmes or pillars that had to be implemented by

provincial departments and municipalities, as well as development partners in the private sector and civil society. In the middle of the electoral term of 2009-2014, national government championed the process of the development of the National Development Plan (NDP): Its associated Vision 2030 was adopted by national cabinet in September 2012. It became the blueprint of the development agenda of South Africa. As a result, provinces had to revise or develop a new PGDS in line growth and development priorities as outlined in the NDP. Consequently, the Limpopo provincial government developed the Limpopo Development Plan (LDP) to ensure that development priorities of the NDP and the Medium Term Strategic Framework (MTSF) 2014-2019 are implemented in the province by provincial departments and municipalities.

Though the PGDS is not a legislative requirement, it plays a significant role in driving the developmental agenda in an effective and coordinated manner. This helps in ensuring that development priorities, as outlined in the national policy documents like the NDP and the former National Spatial Development Perspective (NSDP) find expression in the provincial development initiatives. Therefore, a proper and adequate set of institutional arrangements would be a fundamental success factor in the policy process, from policy formulation to implementation. It is, therefore, indispensable for policy-makers during the conceptual stage of the policy, to consider the required policy institutions and arrangements for the policy management process. Thus, adequate and proper institutional arrangements becomes the centre of the public policy making (and implementation) processes. Such arrangements are an important issue facing governments everywhere as they seek to enhance opportunities for economic growth and sustainable development that have a positive impact on citizens.

Hence, the role of appropriate institutional arrangements, policy networks and communities in the policy process need to be prioritised during the development and implementation of any government policy.

1.2 Problem statement and research problem

It has been noted that in the implementation of the Provincial Growth & Development Strategies (PGDSs) in South Africa's province of Limpopo, there are weaknesses and inadequacies with regard to the current institutional arrangements, especially in the implementation phase were serious concerns have been raised. The main concern regarding the institutional arrangements is that, with regard to centralisation of coordination at the

provincial level, the roles of district and local authorities are not clearly defined in the implementation framework. The implementation frameworks of the previous PGDSs and current development strategy – the Limpopo Development Plan (LDP) – only indicate the Office of the Premier as the main coordination nerve centre of both the development and implementation of the PGDSs, whilst provincial departments, together with public entities, become the main implementation agents. However, the role of the sub-national entities, including local government, is not adequately defined. Though officials from the Planning Unit of the Office of the Premier attend the integrated development planning sessions of municipalities, the impact and influence of their participation in those forums remains ceremonial as some of the municipal Integrated Development Plans (IDPs) do not reflect the inclusion of some of the priorities of the PGDS/LDP. As a result, the output of IDP development and engagement processes does not necessarily and significantly incorporate the provincial priorities as outlined in the PGDSs and other national and provincial policy documents.

Therefore, the current institutional framework has become an inhibiting factor in the successful implementation of the PGDS priorities. Although there are various stakeholders across tiers of government, from national to local, participating in this process, their roles are not clearly and adequately defined, especially with regard to implementation of some of the programmes as to who is supposed to do what and when. The objective of this study is to explore, explain and develop research-based recommendations to help correct this state of affairs to ensure seamless implementation of government priorities across spheres of government.

Kooman (1993, as cited in Lyall & Tait, 2005) argues that the policy network approach highlights the fact that governance is an interactive phenomenon where no single actor has all the knowledge and resources to solve social problems unilaterally. Consequently, it may be argued, as in the case of South Africa, that the powers of individual government spheres are no longer relevant in exclusivity, as cooperation and collaboration remove the bureaucratic hierarchies, and legislative competencies are shared among tiers of government.

Both the development and implementation of the PGDSs require a collaborative and cooperative approach across spheres of government and amongst departments at national, provincial and municipal level (i.e. vertically and horizontally). Municipalities are key partners in the implementation of PGDSs as they are at the coal-face of service delivery. However, there is a need to clarify roles of each actor or participant in the implementation of the PGDSs

towards the achievements of the targets of the national Medium-Term Strategic Framework (MTSF) outcomes, and consequently the NDP. This, therefore, calls for the engagement of all potential role players from the beginning of the process.

1.3 Purpose statement

The purpose of this exploratory study is to investigate institutional arrangements in place for implementation of the PGDSs in Limpopo Province. The study will investigate specifically if the institutional arrangements that have been established are functional, adequate, relevant, appropriate, effective and sustainable. It has been observed that most research projects are interested in the outcomes and impacts of government economic development strategies and interventions (policies, plans, programmes, projects), while they pay little attention to the assessment of the capacity of institutions that are to implement and actualise these interventions. One of the consequences is that, well-formulated policies, plans, programmes, projects, etc. are not successfully and adequately implemented, and do not achieve their intended objectives because of the poor set-up of institutional arrangements and policy networks. As a result, the study will also investigate and attempt to make proposals with regard to ideal institutional arrangements and policy networks for the implementation of Limpopo's PGDSs. That is, the study will further recommend the effective institutional framework to assist in the implementation of the PGDSs in order to achieve their intended objectives.

As a result, in order to assess the functionality of institutional arrangements for the implementation of the PGDSs, the study focused on the following adapted four criteria for Evaluating Development Assistance of the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD, 1991). The criteria are relevance, effectiveness, sustainability, and partnerships and cooperation.

1.3.1 Relevance

The criterion determined the extent to which the institutional arrangements are suited for the implementation of the priorities and policies of the PGDSs. In evaluating the relevance of the institutional arrangements, it will be useful to consider the following questions:

- To what extent are the institutional arrangements appropriate and matching the needs for the implementation of the PGDSs?
- Are the operational mechanisms of the institutional arrangements consistent with the overall goal and the attainment of the objectives of the PGDSs?
- Are the institutional arrangements consistent with the achievement of intended impacts and effects of the PGDSs?

1.3.2 Effectiveness

The criterion is a measure of the extent to which the institutional arrangements are leading towards the attainment of the objectives of the PGDSs. In evaluating the effectiveness of institutional arrangements, it will be useful to consider the following questions:

- To what extent are existing institutional arrangements facilitating the achievement of the objectives of the PGDSs?
- What are the major factors within the existing institutional arrangements that are influencing or are likely to influence the achievement or non-achievement of the objectives of the PGDSs?

1.3.3 Sustainability

The criterion is meant to measure whether the institutional arrangements are likely to continue to be in place and remain functional during and after the implementation of the PGDSs in order to sustain the benefits made or achieved. When evaluating the sustainability of the institutional arrangements, it will be useful to consider the following questions:

- To what extent will the existing institutional arrangements likely to continue to exist or operate in order to sustain the benefits/gains and achievements of the PGDSs?
- What are the major factors which will influence the sustainability of the institutional arrangements of the PGDSs?

1.3.4 Partnerships and cooperation

This criterion is a measure of the level and quality of cooperation amongst partners and other implementing agencies. The assessment of this criterion will focus on the following questions:

- To what extent have partnerships been sought and established and what synergies have been created?
- To what extent is there effective coordination amongst partners?
- To what extent have partnerships' responsibilities been discharged fully and effectively?
- To what extent have partnerships' inputs been of a quality nature and provided in a timely manner?

1.4 Research objectives

Following the statement of the problem (in section 1.2 above), the following research objectives of the study were identified:

- To find out whether the current institutional arrangements, as well as policy networks, that are associated with the implementation of the PGDSs of Limpopo Province are contributing positively towards the achievement of the goals and targets of the PGDSs.
- To determine the strengths, deficiencies and inadequacies of the current institutional arrangements, as well as policy networks, that are in place for the implementation of the Provincial Growth & Development Strategies (PGDSs) of Limpopo Province.
- To distinguish between primary and secondary institutions that are involved, or should be involved, in the implementation of the PGDSs.
- To investigate and make recommendations with regard to appropriate institutional arrangements and policy networks for the implementation of the PGDSs. As a result, the study will also recommend the effective institutional framework that will help to accelerate the implementation of the PGDSs to achieve the intended objectives of growth and development in the province.

1.5 Research questions

To take the research objectives forward, the following research questions will guide the study:

1.5.1 Primary research question

In order to evaluate the institutional arrangements of the implementation of the PGDSs in Limpopo Province, the following primary question drove the research process:

- To what extent do the institutional arrangements, including policy networks, both vertically amongst spheres and horizontally within and outside of government, facilitate the implementation of the PGDSs in the Limpopo Province?

1.5.2 Secondary research questions

From the primary research question, the researcher derived the following supplementary or secondary questions in relation to institutional arrangements in the Limpopo provincial government:

- What are the strengths of the current institutional arrangements and policy networks of the implementation of the PGDSs across the spheres of governance?
- What would be the appropriate and potentially effective institutional arrangements for the successful implementation of the PGDSs across all spheres of government?
- What are the strengths, deficiencies and inadequacies of the institutional arrangements and policy networks that are in place for the implementation of the PGDSs?
- Are there policy implementation networks in place in and amongst the spheres of governance, at national, provincial and local levels that are geared to deliver on the objectives of the PGDSs?

1.6 Field of study

The institutional arrangements can either hinder or accelerate the implementation of public policy (John, 2003, p. 10-11). In the same vein, institutional reform can promote change between levels of government (and effect enhanced policy implementation), as institutions adapt to specific realities. They may also evolve according to their own rules and so impact choices of policy makers and the implementation of policies themselves.

Network theory advocates that the structure of coalitions (or cooperative arrangements) amongst those institutions and across the set of complex policy actors and sectors determines policy outputs (John, 2003, p. 12). The long-term relationships between government agencies and interest groups evolve into more complex networks between public and private sector organisations as the number of institutions and participants in the public sector grow, when public problems become more complex and policy sectors less distinct from each other

Therefore, the study undertaken is a public policy matter, but specifically focused on institutional policy analysis and policy networks. The study sought to explore the role of formal institutions and informal networks in promoting or impeding implementation of government policy at the level of PGDSs. Mazmanian and Sabatier (1989, p. 41) indicate that one of the conditions of effective implementation of public policy is the enabling legislative structures that maximise and ensure that implementing officials and other relevant agencies are performing as desired so that public policy derives the desired impact. This will also involve the assignment of roles to all relevant policy agencies and actors with adequate hierarchical integration, supportive decision rules and required resources. As a result, the study sought to find out what the deficiencies and inadequacies are in the current institutional arrangements and policy networks that are in place for the implementation of the PGDSs in Limpopo Province. Therefore, the key question to be answered in this study is regarding the institutional arrangements impact on the implementation processes of the growth and development strategies of Limpopo Province.

1.7 Literature survey

The research was guided by engaging with local and international literature (publications, periodicals, journal articles and the electronic media) on institutional arrangements, institutional theory, policy networks, growth and development strategies, and monitoring and

evaluation to provide a theoretical frame of reference. An effort was made to rely on the most relevant current sources.

The focus of the literature survey is on the following:

- Defining the concepts of institutional arrangements or frameworks, growth and development, and monitoring and evaluation.
- Reviewing different theories, models and hypotheses in the field of growth and development, and monitoring and evaluation, specifically in relation to the associated institutional arrangements.
- Studying data and empirical findings that have been produced by previous research on institutional arrangements, growth and development strategies and evaluation.

1.8 Tentative proposition

The main proposition that guided this study was that adequate, effective and well-coordinated institutional arrangements, which could also be seen as operational frameworks of the PGDSs, are catalysts towards the successful implementation of the PGDSs programmes and projects in Limpopo. This is in the context that institutional collaboration and cooperation in policy studies is "a process in which organisations exchange information, alter activities, share resources, and enhance each other's capacity for mutual benefit and a common purpose by sharing risks, responsibilities and rewards" (O'Flynn, 2009, p.114) The inclusion of multiple stakeholders should lead to collaboration and cooperation in addressing or resolving complex social problems and/or implementing government-initiated development and service delivery interventions.

As O'Flynn (2009, p. 114) noted, government cannot work in silo configurations. Collaboration and cooperation are central in the public dialogue (and practice) as these phenomena provide the means that can enable government to solve complex, inter-agency and inter-jurisdictional challenges. However, the role of each player in the whole institutional arrangement of the implementation of the PGDSs should be clearly and adequately articulated and defined to ensure that there is effective and efficient implementation processes of programmes, projects and other developmental and service delivery interventions.

1.9 Research ethics

Creswell (1994, p. 62) asserts that social researchers should approach research ethically and morally. Similarly, Neuman (2011, p. 129) submits that researchers should observe the research code of conduct if their moral and professional obligations are to be achieved. The researcher, though pursuing knowledge and informants' experiences, should hold the informants in high esteem and conducts the interviews respectfully. Creswell (1994, p. 66) submits that ethical considerations do not stop at data collection and analysis but extend to write-up and dissemination of the report.

Taking into account the above-mentioned issues, the following research ethics have been observed during the study:

1.9.1 Permission from authorities

Since the researcher is the employee of the provincial government of Limpopo, the required permission was sought and obtained from the Limpopo Office of the Premier to conduct this study. The application was motivated by the fact that the findings and recommendations of the study might be useful in assisting the provincial government to better implement its provincial development strategies and plans in the future.

1.9.2 Informed consent

The researcher ensured that he obtain the consent from prospective respondents as to whether they are willing to participate in the study. This meant informing them about what the study is about in order for them to make a rational decision regarding their participation.

The respondents in this research study were also not coerced to participate. A consent letter was first sent to the participants to either confirm their participation or to afford them the opportunity to decline when they could not be able to participate in the research study. The participants were informed ten days or more before the actual day of the interview to give them enough time to prepare for the interview. On the day of the interview, the purpose of the interview was explained to the participants and they were assured of the confidentiality of the interview information. The respondents were informed that they could withdraw from the interview process at any given time, hence they participated voluntarily.

1.9.3 Confidentiality

Bless and Higson-Smith (1995, p. 103) point out that the researcher needs to assure the respondents that the collected data will only be used for the stated purpose of the study and no person will have access to the collected information. That is, to get the most accurate data from such an approach, one needs to ensure that respondents are comfortable enough to be open about their feelings, and the only way of making that happen, is guaranteeing the confidentiality of their responses. It allows respondents to be more truthful and outspoken because their identity remains unknown. Furthermore, the researcher ensured that he conducted himself with integrity during data collection and avoided passing judgments on or to participants.

1.10 Framework for the study

The dissertation is divided into the following six chapters:

- Chapter 1: Introduction and orientation to the study
- Chapter 2: Literature review and theoretical framework
- Chapter 3: Research design and methodology
- Chapter 4: Presentation of data
- Chapter 5: Data analysis and interpretations of findings
- Chapter 6: Conclusions and recommendations

1.11 Delimitation and demarcation of the study

The research study was conducted in the Limpopo Province (see Figure 1.1), with specific reference to the provincial government, which included the Office of the Premier, provincial departments, state-owned enterprises (SOEs), district and local municipalities, private sector and civil society organisations.

The study focused on the institutional arrangements of the implementation of the PGDSs vertically across and horizontally amongst and within the spheres of governance, including the private sector and civil society, as well as the institution of traditional leadership. The study did not evaluate the social and economic impacts or benefits that might be accruing or not from the implementation of the PGDSs. It focused exclusively on the extent to which

institutional arrangements or frameworks impact on the implementation processes of the PGDSs.

The study focused on the time period of the implementation of PGDSs from 2004 to date (2016). It focused on the implementation of the second Provincial Growth and Development Strategy (PGDS) of 2004, the Limpopo Employment Growth and Development Plan (LEGDP) of 2009 up to the Limpopo Development Plan (LDP) of 2014 that is currently being implemented until 2019. It should be noted that when making reference to the PGDSs in this study and across all chapters, the researcher will be referring to all the strategies as implemented from 2004 to date, namely, PGDS, LEGDP and LDP. However, where necessary and required, the researcher will be specific to a particular strategy or plan.

Figure 1.1: Map of Limpopo (with District & Local municipalities)



Source: Limpopo Spatial Development Framework (2016)

According to the Limpopo Development Plan (LDP) 2014-2019 (2015), the province comprises five of district municipalities, namely, Capricorn, Sekhukhune, Mopani, Vhembe and Waterberg, together with 25 local municipalities, as indicated in Figure 1.1 above. Polokwane is the capital city of the province. The total land area of Limpopo is 125 754 km², representing about 10% of the total surface area of South Africa and the fifth biggest province in the country. In 2011, 74.4% of local dwellings were located in a rural areas, compared to a national average of 27.1%.

Limpopo shares borders with three countries: Botswana, Zimbabwe and Mozambique is the link between South Africa and Sub-Saharan African countries in the south of the continent. The province shares provincial borders with Mpumalanga, Gauteng, and North-West.

1.12 Conclusion

Chapter 1 outlined the introduction to the research study by providing a background to the study. The researcher presented the problem statement and the primary and secondary research questions. They were followed by a preliminary exposition of the research design (see chapter 2 for the details) that included a brief discussion of the methodology used during the research. A brief discussion on the delimitations of the study was also presented. The chapter outlined furthermore the ethical issues that were considered during the data collection phase of study. Finally, a brief outline of the research report was presented.

Chapter 2 is dedicated towards presenting the literature review and the theoretical framework.

CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 Introduction

The research has been guided by engaging with local and international literature on institutional arrangements, institutional theory, policy networks, growth and development strategies, and monitoring and evaluation to provide a theoretical frame of reference. Literature to be studied will include publications, periodicals, journal articles and the electronic media. An effort was made to rely on the most relevant recent and current sources.

According to Badenhorst (2008) a literature review could also be regarded as an essential process in an academic discourse as it enables the researcher to discover what is contained in the body of knowledge and also involves the identification of inconsistencies and the gaps in the knowledge of the phenomenon being investigated.

The focus of the literature survey was on the following:

- Defining the concepts of institutional arrangements, growth and development, and monitoring & evaluation.
- Reviewing different theories, models and hypotheses in the fields of institutional theory, network theory, collaborative governance, growth and development, and monitoring & evaluation.
- Studying data and empirical findings that have been produced by previous research on institutional arrangements, growth & development strategies and evaluation.

2.2 Defining and positioning concepts

A series of inter-linking concepts help position this applied study of institutional arrangements in the public sector, and the manner in which these arrangements facilitate the implementation of important government policies and strategies. In taking stock of these concepts, this section also start positioning the study theoretically.

2.2.1 Institutional arrangements

According to Kumssa and Mbeche (2004, p. 841) government is one of the important institutions in society as it is able to set out formal rules and norms of behaviour that regulate codes of conduct in society. Through these formal rules and informal norms and traditions, institutions determine what is acceptable and what is not.

Government as a broader institution in society provides public goods and services to the people (Kumssa and Mbeche, 2004, p. 846). In their view government should design the rules and regulations of the society that allow governments to operate. Government also develops policies and/or programmes that will facilitate the equitable distribution and allocation of resources to enhance or improve the welfare of the people. Government provides institutional arrangements and infrastructure without which long-term development agenda is impossible. The government also has the capacity to promote economic growth and development through various economic and social interventions. For instance, the government can undertake large-scale investment in industry and infrastructure projects that are beyond the scope of the private sector in order to enhance economic growth in development, particularly in the previously disadvantaged areas of the society (Kumssa and Mbeche, 2004, pp. 846-847).

Government, as the main provider of public goods and services in society, also plays a crucial role, not only in raising and allocating resources, but also redistributing the costs and revenues raised both at home and abroad. However, the redistribution of these resources should also take into account what the priorities of government are (Kumssa and Mbeche, 2004, p. 847). Therefore, the question of whether resources are channelled into productive or non-productive areas of government has important policy implication, because the economic development of a country partly depends on how the scarce resources are allocated and utilised among different economic sectors and competing priorities.

According to De Coning, Cloete and Wissink (2012, p. 261) institutional arrangements for policy and programme implementation involve a huge variety of actors and their roles and responsibilities in the policy process. In the spirit of cooperative governance, the institutional arrangements for policy or programme implementation in South Africa concern the executive of government, including government departments (both national and sub-national), as well as state-owned enterprises (SOEs). In addition, public-private-partnerships (PPPs) are also

pursued to ensure that there is a shared responsibility in terms of implementation between government, the private sector and civil society.

According to O'Flynn (2009) collaboration in policy studies is "a process in which organization exchange information, alter activities, share resources, and enhance each other's capacity for mutual benefit and a common purpose by sharing risks, responsibilities and rewards (p.114)". The inclusion of multiple stakeholders indicates the greater need for collaboration and cooperation in addressing or resolving complex social problems and/or implementing government-initiated interventions. As O'Flynn (2009) puts it, government cannot work in silo, therefore collaboration and cooperation have become central in the public dialogue as it is the means that can enable government to solve complex, inter-agency and inter-jurisdictional challenges (p. 114).

As a result, institutional arrangements of policy management are essential for policy making or development, policy implementation and policy monitoring and evaluation. Various actors are involved in the policy environment to link policy content, action and reflection for policy outcomes and impacts. Therefore, the setting up of institutional arrangements for policy management is an essential ingredient for policy success, and there is a need for government to ensure that there will be adequate and appropriate institutional frameworks across all tiers of governance, across national and sub-national levels. De Coning (2012, p. 243) argues that in South Africa, as a democratic cooperative governance system for the past 22 years, the relationship between the state and civil society, including private sector, is indispensable and it should be strengthened and enhanced. However, the significant role of international development agencies should also not be undermined by local dynamics as they have a crucial role as key partners in the policy process. De Coning (2012, p. 244) further outlines the following key elements of institutional arrangements for an effective system of policy management:

- Leadership and management;
- Governance;
- Intergovernmental arrangements;
- Statutory and legislative frameworks;
- Institutionalisation of policy capacities across spheres of governance and in non-governmental sector;
- Organisational development;

- Relationships and partnerships amongst various actors;
- Human resources development and capacity building; and
- The capacity of the civil society and the private sector to participate in the policy process.

As a result, as highlighted above by De Coning, the institutional arrangements for policy management concern, in main, the executive branch of government. It includes government departments, state-owned enterprises / public entities and municipalities. In the spirit of collaborative and cooperative governance and public-private partnerships (PPP), both policy making/development and implementation are shared and inclusive responsibilities between the government and the private sector, as well as civil society. It should be stressed that institutional arrangements for different policy-related functions are critical success factors for policy management. The focus should not only be on institutional arrangements for policy making and policy analysis, but more attention should be given to establishing adequate, effective and relevant institutional arrangements for policy implementation, as well as for policy monitoring and evaluation.

2.2.2 Growth and Development

According to Ellis and Biggs (2001) a number of theories, themes and policy thrusts have been influential in growth and development thinking since the 1950s. The theories on growth and development ranged from modernisation to good governance, but with a great emphasis on poverty alleviation, reduction and eradication. A variety of policy actors and/or institutions in the political environment participate in the formulation, implementation and monitoring and evaluation throughout the policy phases of the PGDSs. Grindle and Thomas (1991, p.1) also highlight the fact that little can be accomplished to accelerate economic growth and development unless major policy shifts and institutional reforms are undertaken within the political environment.

In a modern democratic political system such as the South Africa, one that is advocating the establishment of a developmental state, there is a need for growth and development strategies that focus on combating poverty, inequality and unemployment - the triple challenges facing the country. According to Dutta (2014 (pp. 26-27), the adoption of an appropriate development strategy – by studying the socio-economic structure of such a society – is an important and urgent requirement. However, the success of the development

strategy will essentially depend on a judicious blend of market forces and strategic choices which are key to a sustainable pattern of growth and development in a developing society such as South Africa. This has culminated in the South African government developing the National Spatial Development Perspective (NSDP) in 2004 in order to accelerate growth and development in specific localities across the country. At the same time provinces were encouraged to develop their own PGDSs. In order accelerate development further, in 2012, National Government developed a long term development vision for South Africa, the National Development Plan (NDP) (The Presidency, RSA, 2013).

In government, the NDP is regarded as the blueprint for South Africa's growth and development, where all organs of state across the three tiers of government, including the private sector and civil society, should direct their 'energies' and resources to the achievement of its developmental goals and targets. As a result, Limpopo, as other provinces, developed and adopted its own growth and development strategy, the Limpopo Development Plan (LDP) in 2014, in order to ensure that all provincial organs of state focus their attention towards the implementation of both national and provincial priorities (The Presidency, RSA, 2013).

As highlighted above, and since its inception, the Limpopo provincial government formulated a number of economic development strategies beginning with beginning with the first Provincial Growth & Development Strategy (PGDS) of 1999, the second PGDS of 2004, the Limpopo Employment Growth & Development Plan (LEGDP) of 2009 up to the Limpopo Development Plan of 2014 that is currently being implemented (Limpopo Provincial Government, 2014, p. 37).

2.2.3 Monitoring & Evaluation

According to Kusek and Rist (2004, p.12) the concepts of monitoring and evaluation can be defined as follows:

- "Monitoring is a continuing function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds"; and

- “Evaluation is the systematic and objective assessment of an on-going or completed programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability”.

Evaluation complements monitoring in that when a monitoring system sends signals that the development efforts are going off track, evaluative information can help clarify the realities and trends noted with the monitoring systems (Kusek and Rist, 2004, p. 13). Wholey (2003) is of the opinion that while performance monitoring systems limit themselves to assessing progress made on programme goals, evaluation studies identify opportunities to improve performance. Therefore, Evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the planning, policy-making and the entire decision-making process.

Several types of evaluations can provide information to policymakers, planners and managers at different stages of a project or programme and through the focus on results-based monitoring and evaluation. According to Bamberger (2009) impact evaluation can only be successfully institutionalised as part of a functioning monitoring and evaluation system. Impact evaluation is defined as a measurement of net change in the outcomes attributable to a specific programme using a methodology that is robust, available, feasible and appropriate both to the question under investigation and to the specific context (Cohen, Orza and Patel, 2008).

2.3 Theoretical framework

According to De Coning and Cloete (2006, p. 40) public policy is the product of public institutions as legitimised by government. As a result, only policies that apply to majority members of society can have a significant bearing on policy results or outputs. In addition, the relationship between policy actors within a particular policy network can have a significant influence on policy results and outcomes. This section will, therefore, focus on the relationship between institutional theory and network theory within a particular political system in the implementation of public policy. This is because of the realisation that policy decisions, as well their resulting outcomes, are not always taken by a single policy actor only, but are frequently the result of negotiations between networks of policy stakeholders in

different policy communities which may operate both inside and outside the public sector. These networks may be formalised institutions, but may also be informal and *ad-hoc*, depending on the nature and complexity of a particular public policy under consideration.

2.3.1 Institutional theory

According to Kraft and Furlong (2004, p. 74) institutional theory focuses on formal and legal aspects of government structures. It focuses on the way governments are organised and arranged, their legal authority, and their rules of procedure. The procedural rules refer to the degree of access or participation to decision-making provided to the electorate, access to information of governance institutions and sharing of government authority between national and subnational governments. Institutional theory gives prominence to each tier of governance in the policy process.

The concept of institution in this instance refers to both the organisations or agencies and the rules used to structure or govern the patterns of interactions and behaviour within and across these policy actors. It does not only focus on organisations such as legislatures, cabinet, courts, or departments, but it also includes how people within organisations relate to one another and to those in other agencies. Institutionalism reminds political analysts that certain aspects of government structure and rules of procedure can either accelerate or hinder the policy process; that is, rules of procedures have real consequences for the way decisions are made and implemented (Howlett & Ramesh, pp. 53-55).

Dye (2002, p. 12) argues that public policy is authoritatively determined, implemented and enforced by government institutions working in unison. There is an indispensable and symbiotic relationship between public policy and government institutions. Therefore, a policy does not become a public policy until it is adopted, implemented and enforced by relevant government institutions. Traditionally, institutional analysis describes specific government institutions without a deep analysis of the impact of the institutional characteristics and arrangements on the policy process outputs and outcomes. Consequently, the impact of institutional ‘make-up’ and arrangements on public policy is an empirical question that should further be investigated and evaluated (Dye, 2002, p.13).

According to institutional theory, public and private institutions should have powers in decision-making processes where the rules and procedures for the implementation of

policies are developed (Kraft & Furlong, 2004). Institutional theory in this study will be used to analyse how the different partners influence the development and subsequent implementation of the PGDSs of Limpopo province.

Institutional theory will further assist in determining whether institutions involved in the development and implementation of PGDSs have any legal power to influence any decision-making process. There should be a mutual determination between institutions and policy, but this can sometimes be manipulated where there are power agendas. The manner in which the rules and procedures of institutions are arranged, determines the policy outcomes (Kraft and Furlong, 2004).

2.3.2 Institutional theory and collaborative governance

Institutional theory assists in determining whether institutions involved in the implementation of policies or strategies like the PGDSs have the legal authority to influence decision-making processes. There should be a mutual determination between institutions and policy, though this can sometimes be manipulated where there are power agendas. The manner in which the rules and procedures of institutions are arranged, determines the policy implementation and consequently the outcomes of the policy (Kraft & Furlong, 2004).

In order to improve inter-agency cooperation and collaboration in the implementation of the PGDSs, Kooman's observation (1993, as cited in Lyall & Tait, 2005) should be borne in mind. It alerts us to the fact that governance is an interactive phenomenon where no single actor has all the knowledge and resources to solve social problems unilaterally and the powers of government spheres are no longer relevant on their own, or in clearly demarcated form, as cooperation and collaboration remove the bureaucratic hierarchies, and legislative competencies are shared commonly among tiers of governance. Therefore, it can be surmised that the implementation of the PGDSs requires a collaborative and cooperative approach across spheres of government (horizontally) and vertically amongst departments at national, provincial and municipal level. Municipalities will be key partners in the implementation of PGDSs as they are at the coal-face of service delivery. The institutional arrangement of the PGDSs should reflect the key stakeholders in and outside of government, including the private sector and civil society.

Wanna and O'Flynn (2008) also emphasise the need for collaboration, because policymakers have begun to recognise the importance of new relationships, the role of extensive policy networks in the implementation and delivering of services, and the need to reach out to other stakeholders with interests in shared outputs and objectives. Globally, collaboration is now a widely used policy instrument in public policy implementation.

Garson (2008) noted that institutional theory embraces institutions in all sectors. Part of the contribution of institutional theory is, therefore, in addressing public administration issues in a world that is characterised by greater inter-sector partnering, cooperation, and interchange. Frederickson (1999, as cited in Garson, 2008) notes that whereas traditional public administration focused on government as an actor amid clashing interests each seeking to 'win', contemporary institutionalism refocuses public administration on government actors embedded in networks of cooperation which often transcend the public sector.

2.3.3 Network theory

According to Kenis and Schneider (1993, p. 36) the concept 'networks' in the policy process refers to webs of relatively stable and ongoing relationships which mobilise and pool dispersed resources so that collective action can be orchestrated towards the solution of a common policy problem. In the same vein, Ham and Hill (1993, p. 161) note that there are mutual resource dependencies amongst different policy actors in their horizontal or vertical relationships. The interdependencies amongst different groups become a resource and asset of the policy as groups can complement each other based on their capacities and capabilities. Central to the definition is the question of linkages and interaction amongst members of the network.

According to Börzel (1998, p. 253) network theory evolved as a result of the weaknesses identified in the top-down and bottom-up theories of policy development and implementation. Despite the extensive research that has been undertaken on networks, network analysts still battle continuously to define explicitly what 'networks' are.

Börzel (1998, p. 254) notes that the minimal common denominator in the definition is that networks consist of relatively stable relationships, between government and non-government policy actors, which are of a non-hierarchal nature, and that these network components are

joined together through resource interdependence. These networks are linked together by mutuality and interdependencies on resources and reciprocity amongst policy actors.

Policy networks do not happen in a vacuum but occur within the context of capacity deficits and from sharing a common vision about a specific policy domain. Rhodes and Marsh (1992, p. 183) define networks as resource interdependencies that connect organisations. This view is highlighted by Börzel (1998), O'Toole (1998), Peters (1998), and Klijn and Koppenjan (2006), amongst others. This definition suggests that networks cannot develop when there are no resources to share.

Network theory thus challenges the conventional theories of policy implementation that advocates the top-down and the bottom-up models. Proponents of the theory dispel the hierarchical notion of policy development and implementation (Ham & Hill, 1993, p. 99), which specifies that policy implementation is about getting people to do what they are told by the politicians (Parsons, 1996, p. 466). At the core of the theory is the observation that policy-making in modern times is not only a prerogative of government, but requires multilateral partnerships that bring government, civil society and private sector into the policy arena. Proponents of the theory also observe that no single player, not even government, possesses adequate capacity and knowledge to implement policies (Parsons, 1996, p. 185; Hill & Hupe, 2002, p. 163; De Coning & Cloete, 2002, p. 44; Innes & Booher, 2003, p. 39; and John, 2005, p. 116). As a result, governments often look outside for resources and information to facilitate the policy process, thereby giving rise to policy networks. Furthermore, May (2002, p. 226) argues that the policy process involves a long series of strategic back and forth engagements and consultation between the government and those outside government in shaping policy implementation and outcomes.

2.3.4 Policy networks and collaboration

According to Börzel (1998, pp.254 and 260) networks are 'a set of relatively stable relationships which are of non-hierarchical and interdependent in nature linking a variety of actors, who share common interests with regard to policy and who exchange resources to pursue these shared interests acknowledging that cooperation is the best way to achieve common goals'.

Rhodes and Marsh (1992) argue similarly that the emergence of policy networks is not an end of the state authority *per se*, but the redefinition of it, characterised by a much more open mind allowing for more diversity and experimentation in policy formulation and implementation.

Therefore, policy networks, as well as policy communities, are indispensable phenomena in policy management (and in particular in implementation), as they have the ability to mobilise and pool dispersed resources so that collective action can achieved towards the solution of a common policy. According to Börzel (1998, p. 260) a policy network includes all actors involved in the formulation and implementation of a policy. They are usually characterised by predominantly informal interactions between public and private actors with distinctive, but interdependent interests, who strive to resolve societal problems.

2.3.5 The significance of policy networks and communities in the implementation of public policy

Networks are defined as 'set of relatively stable relationships which are of non-hierarchical and interdependent in nature linking a variety of actors, who share common interests with regard to policy and who exchange resources to pursue these shared interests acknowledging that cooperation is the best way to achieve common goals' (Börzel, 1998) Therefore, policy network is a more stable, tightly knit group of relationships, with more restrictive membership and greater insulation from other institutions in that the policy community. It is also argued that the emergence of policy networks is not an end of the state authority *per se*, but the redefinition of it, characterised by a much more open mind allowing for more diversity and experimentation in policy formulation and implementation.

Policy networks, as well as policy communities, are significant phenomena in policy management as they have the ability to mobilise and pool dispersed resources so that collective action can be achieved towards the solution of a common policy. According to Börzel (1998) a policy network includes all actors involved in the formulation and implementation of a policy. They are usually characterised by predominantly informal interactions between public and private actors with distinctive, but interdependent interests, who strive to resolve societal problems (p. 260). It should be noted that, unlike networks, policy communities are interlinked groups of individuals from various institutions, disciplines and professions who may or may not be competing coalitions within a policy area.

2.3.6 Cooperative deliberation across spheres of government

According to King (2003, p.25) deliberation is a process of careful and informed reflection of facts and opinions, leading to a judgment on the matter at hand. This approach advocates that deliberative action should be public to the extent that personal reflection on public matters is combined with an open exchange of facts and opinions with others in a various situations. It is also argued that deliberation should take place in full view of those who are ultimately affected by authoritative decision-making processes, that is, the beneficiaries of services. Therefore, cooperative deliberation across spheres of government, amongst provincial departments, state-owned enterprises (SOEs) [public entities] and district and local municipalities, as well as private sector and civil society, should be the main catalyst in the implementation of the public policy. This is because of the fact that, as King (2003) puts it "deliberation and cooperation is a necessary condition because the authoritative decisions imposed by government demand justifications to those who are governed, and such justifications appeal to the evidence and argument acceptable to the citizens".

2.3.7 The importance of the private sector in the implementation of public policy

According to Stoker (1998 pp. 21 and 24) within the political environment of the public policy, there is an increasing demand for collaboration with various sectors among communities in order to solve social ills and problems. The private sector also has a pivotal role to play in assisting government to tackle these social problems, since it has social responsibilities it is expected to execute. Therefore, governance calls that the private sector should recognise and take its position to contribute to solving social problems to limit the over-reliance on the formal resources of government. Some of these responsibilities have been taken by international aid and lending agencies and not-for-profit organisations. Governments across the globe are adopting public-private-partnerships (PPPs) in the delivery of services and infrastructure development. Thus, government assumes the role of the enabler, a catalytic agent, in the delivery of services.

2.4 Conclusion

The literature consulted emphasises many aspects relating to concept of institutional arrangements with regard to the implementation of public policy. There is, however, no consensus as to what is the ideal and appropriate institutional arrangements that can enhance

policy implementation. However, the issues cooperative and collaborative effort amongst spheres of government, and between state and non-state entities, have been emphasised by most scholars.

The concepts of growth and development were also briefly explained as it is the main rationale for the development and implementation of the PGDSs in Limpopo province. The issues of growth and development are also part of the instruments that government is employing in order to counter the triple challenges of poverty, unemployment and inequality in the South African society.

The review of the theoretical framework on institutional theory, network theory, policy networks and collaborative governance thus offers the foundation of demonstrating the importance of these theories with regard to establishing effective policy networks and institutional frameworks for policy development and implementation.

Chapter 3 focuses on the research design and methodology employed in order to answer the research questions and address the research problem.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter discusses the research approach and methodology employed in the execution of this study of institutional arrangements in the field of developmental policy in the Limpopo provincial government. The first part discusses the two main approaches of social science research methods, that is, the quantitative and qualitative approaches. The second part of the chapter deals with specific research methods employed by the researcher to collect data for the research study. Different methods are explained and also the rationale of selecting any specific method is provided. That is, the researcher indicated how data collection was undertaken, what the primary and secondary sources of data were, as well as sampling techniques for collection of primary data. Furthermore, the researcher discusses how data has been analysed and how the reliability and validity of the data have been maintained.

Donald and Schindler (2008, p.140) describe the research design as the plan and structure used to obtain answers to research questions. This chapter thus serves as a blueprint or operational design that describes the research approach that has been employed and further describes the research design containing the scope of the research, population sampling, data collection, data analysis as well as the validity and reliability of data during the process of conducting this research study.

This research study involved the detail exploration of institutional arrangements of the implementation of the PGDSs in Limpopo Province. The research focuses on a qualitative approach and includes the utilisation of two main research methods: (a) semi-structured interviews, and (b) document analysis in the form of review of selected relevant documents and pieces of legislations.

3.2 Research methodology

The main research approach for this study is that of qualitative research that involves the methods of interviews and document reviews/analysis. One of the purposes of qualitative research studies is evaluation, where the researcher can judge the effectiveness and functionality of particular policies, practices, innovations, or interventions. Unlike, quantitative

studies, qualitative studies do not allow the researcher to identify a cause-and-effect relationship between and amongst variables (Leedey & Ormond, 2014, p. 143).

According to Neuman (2011, p. 139) qualitative research is relevant in this regard because it allows the researcher to gather and analyse qualitative data that help to develop new concepts, formulate definitions of concepts and establish relationships amongst concepts, stakeholders and policy actors. In this study in-depth interviews were conducted with relevant key role players in government, private sector and civil society. Documentary analysis was also done to find out if the implementation framework of the PGDS, and other policy-related documentation, outline the institutional arrangements that should be put together across the spheres of government towards implementation.

As indicated above, the research approach that is suitable for this study is qualitative and the research design is structured accordingly. It entailed the utilisation of the above-mentioned research methods in order to achieve the research objectives of the study. These qualitative research methods are appropriate because they document various views, opinions and perceptions of respondents in relation to the institutional arrangements for the implementation of the PGDSs in Limpopo Province.

3.3 Target population

The researcher conducted face-to-face interviews with twelve officials from the Limpopo provincial government (Office of the Premier and provincial departments) and four from the selected municipalities. The respondents were selected to be from middle, senior and executive management echelons of government. In this category, the researcher focused specifically on officials who are involved, either directly or directly, in the development and implementation of the priorities of the PGDSs. Therefore, the target population of the study was relevant officials from Office of the Premier, Limpopo provincial departments, state-owned enterprises (SOEs) and district and local municipalities in the province.

In addition, the researcher also selected three respondents from civil society, labour, business (private sector) and the institution of traditional leadership. These included key stakeholders who are social partners of government in the implementation of government policy as they are able to participate, directly or indirectly, in the implementation of the PGDSs and other development interventions initiated by government, in line with prescripts of network theory. It

was anticipated that these respondents could address issues of the policy networks over and above their experiences that are significant for the implementation of the PGDSs in Limpopo Province.

Though the researcher had initially proposed conducting interviews with officials from the provincial government only, it became clear to the researcher during conceptualisation of the study that some problem areas regarding the implementation of PGDSs could be gathered through interviewing respondents who are involved in the policy implementation, but who are not necessarily government officials, hence, the inclusion of these stakeholders in the sample. This inclusion is also in line with the precepts of network theory. It furthermore became evident during the initial piloting of the interview schedule that there is a substantial contribution to be made by the business sector. Hence, interviews were also conducted with business representatives. The researcher anticipated that these respondents could address issues of the policy networks over and above their experiences that are significant for the implementation of the PGDSs in Limpopo Province.

3.4 Sampling

The study employed a purposive or judgmental sampling method (Neuman, 2011, p. 222). The advantage of this method is that it allows the researcher to choose people with expertise who are knowledgeable on the issue being investigated.

The purposive sampling approach resonates with the qualitative research method where the principal aim is to provide conclusions that are generalisable to theory rather than to population (Creswell, 1994). In purposive sampling the researcher selects the informants as well as the sites for study because they can purposefully inform an understanding of the research problem and the central phenomenon in the study (Creswell, 2007, p. 125). Thus informants for the in-depth interviews were selected based on what the researcher knew about the specific institutions and respondents available for the purposes of implementing the PGDSs in the Limpopo provincial government.

A non-probability sample was selected where population elements to be part of the sample were based in the judgment of the researcher. As indicated by Bless and Higson-Smith (1995, p. 95) the strategy of purposive or judgmental sampling is to select units or respondents that are judged to be typical of the population under investigation.

Depending on the circumstances of the population, snowball sampling, another non-random sampling method was also employed. Snowball sampling is the method which allows the researcher to begin with one case, and then, based on information about the relationships within a particular network from the case, identify other cases, and repeat the process again and again until the required number of cases has been selected (Neuman, 2011, pp. 222-223).

However, the researcher could not secure appointments with three politicians and few senior executives that were identified at the conceptualisation of the study due to their unavailability during the data collection period. As a result, the researcher had to also rely mostly on snowball sampling to identify other possible respondents.

3.5 Data collection

According to Khan (2011, p. 2), data collection is the process through which empirical data is produced and collected. The primary data in this study was collected using interviews. According to Mathekga (2012, p. 88) an interview is a two-way communication process between two or more people. It involves both a message sender and a receiver; that is, someone who conveys the message and one who receives it.

Interview and content/document analysis were the main qualitative data collection methods. These main methods were also supplemented with the researcher's observation of the activities and operations of key provincial and municipal policy implementation networks and forums. Participant observation technique was used as it allows full participation. Lee (1999, pp. 98-99) contends that in participant observation, the study's scientific intentions and observational role are obvious to all participants. As a result, the researcher is able to establish and nurture normal activities and relationships with other organisational members in the study.

Interview, as one the qualitative data collection techniques to be employed, involved direct personal contact with the participants or respondents who were asked to answer specific questions. This method allowed respondents to express their views broadly through the semi-structured interview schedules (Bless and Higson-Smith, 1995, p. 106). In this case a list of questions on specific themes to be covered during the interview was presented, but the respondents had some latitude in how to respond to questions. In addition, questions that were not included in the interview schedule could be asked to further probe on certain

responses by interviewees. This method allows the interviewer to explore in depth and seek more clarity on responses given by interviewees to specific questions that are in the interview schedule. Data gathered is largely qualitative in nature as the opinions, perceptions and experiences of the respondents were to be probed.

The researcher conducted in-depth interviews during the months of December 2016 and January 2017. To guarantee compliance with the ethical considerations that the researcher committed to, and to gather credible information that addressed the objectives of the study, the researcher did not have data collection field workers. The advantage to the researcher of conducting fieldwork personally is that the context in the survey is not missed in the analysis and interpretation of the findings. Conducting in-depth interviews provided the researcher with an opportunity to probe the informants on all key aspects of the theme of the research as outlined in the interview schedule. Before conducting the interviews, the researcher sought permission from the government leadership in the province, i.e. the Administrative Head of the Provincial Government (Director-General), provincial House of Traditional Leadership, etc. Since permission to conduct the interviews was granted, the researcher contacted the relevant potential respondents. Initial contact with respondents was done telephonically where the researcher introduced himself, the study and its objectives, as well as the reasons for the study.

During the early phases of data collection, and in the form of a pilot study, the researcher conducted preliminary data collection of the first four interviews in the field. The early findings from these four interviews informed further probes and new themes were added to the final interview schedule (Appendix A). The in-depth interviews were recorded in a notebook. The researcher took notes about the context and other non-verbal gestures that unfolded in the course of the interviews, as it was expected that this information would complement the verbal information generated through the in-depth interviews.

3.6 Research instruments

As indicated in section 3.5, interviews were the main data collection technique and the main source of data. Hence, the researcher relied heavily on the semi-structured interviews to get a deeper understanding of institutional arrangements for the implementation of the PGDSs in Limpopo Province. In the collection of data, the researcher relied mostly on face-to-face interviews with members of the chosen sample. Semi-structured interviews were

supplemented by the secondary data collection technique, that is, content/document analysis, as well as by direct observation by the researcher.

3.6.1 Semi-structured interviews

According to Neuman (2011, p. 407) semi-structured interviews involve asking questions, listening, expressing interest, and recording what is being said by the respondent in the particular research study. It is a joint effort of a researcher and a respondent: respondents are active participants whose insights, feelings, and cooperation are essential parts of the exploratory discussion process.

According to Bryman and Bell (2011, p. 225) in the semi-structured interview, the researcher has a list of questions of fairly specific topics to be covered, often referred to as an interview schedule. Probing questions that are not included in the interview schedule may be asked to obtain more clarity on specific issues. Questions may also not follow in the exact order outlined on the schedule and the wording may be adjusted by the interviewer to suit unfolding trends in the interview.

The choice of semi-structured interviews was further informed by the fact that the interviewer has the latitude to structure and sequence the questions in the manner that allows for detailed information to be gathered through elaboration on questions that are not fully answered.

In this study, a semi-structured interview schedule, with a prearranged set of questions, was administered to respondents on the basis of face-to-face interview encounters. In a face-to-face interview situation, the researcher is able ask questions and probe the respondents on areas that require further clarity. The researcher also conducted the semi-structured interviews with the planning officials and Heads of departments (HODs) of the provincial government and municipalities. In addition, a sample of respondents from the private sector and civil society (from selected institutions) was also interviewed. As indicated, respondents were chosen based on their knowledge and strategic roles in the strategic management processes of their departments and/or organisations.

Leedy and Ormrod (2005, p. 153) state that in qualitative research, the potential sources of data are limited only by the researcher's open-mindedness and creativity. Regardless of kinds of data involved, data collection in a qualitative study takes a great deal of time. The researcher should record any potentially useful data thoroughly, accurately, and

systematically, using field notes, audiotapes, sketches, photographs, or some combination of these. As they collect data, many qualitative researchers also begin jotting down notes – sometimes called memos – about their initial interpretations of what they are seeing and hearing.

Table 3.1: Categories of respondents

Category 1:Limpopo Office of the Premier	**Reference of respondents**
1. Director-General	Respondent A
2. Deputy Director-General: Planning	Respondent B
3. Deputy Director-General: Performance Monitoring & Evaluation (PM&E)	Respondent C
4. Chief Director for PGDS/LDP	Respondent D
5. Director for PGDS/LDP	Respondent E
6. Deputy Director: Development Planning	Respondent F
7. Deputy Director: Intergovernmental Relations	Respondent G
Category 2: Limpopo provincial departments	
8. HOD for the Department of Economic Development, Environment & Tourism (LEDET)	Respondent H
9. Head for Planning of the Department of Economic Development, Environment & Tourism (LEDET)	Respondent I
10. HOD for the Department of Agriculture & Rural Development	Respondent J
11. Head for Planning of the Department of Agriculture & Rural Development (LDARD)	Respondent K
12. Head for IDP Coordination of the Department of COGHSTA	Respondent L
Category 3: Local government (municipalities)	
13. Executive Mayor: Polokwane Local Municipality	Respondent M
14. Executive Mayor: Thulamela Local Municipality	Respondent N
15. Head of IDP Unit: Capricorn District Municipality	Respondent O

16. Head of IDP Unit: Polokwane Local Municipality	Respondent P
17. Head of IDP Unit: Thulamela Local Municipality	Respondent R
Category 4: Private Sector	
18. Business Executive: Polokwane Chamber of Commerce	Respondent S
Category 4: Institution of traditional leaders	
19. Director: Traditional Affairs	Respondent T
20. Deputy Director: Traditional Affairs	Respondent U

3.6.2 Document analysis

Document analysis was the second data collection technique used in this study. Neuman (2011, p. 322) defines document analysis as an approach to the analysis of documents and texts that seeks to quantify content in terms of predetermined categories and in a systematic manner. It is, therefore, a detailed and systematic examination of the contents of a particular body of material or document for the purpose of identifying patterns and themes. Content analysis is applicable to any form of communication such as books, magazines, poems, newspapers, songs, letters, speeches, laws, and constitutions, as well as any documents or collections thereof (Babbie and Mouton (2001, p. 383).

The document analysis reveals the content in the source of communication. It allows the researcher to probe into and discover content in alternative ways: the researcher is able to compare content across various texts and analyse it. The greatest advantage of content/document analysis as a data collection technique is its economy in terms of both time and money because, unlike in a survey, a single person could undertake content analysis. There is no requirement for large research team and equipment (Babbie and Mouton, 2001, p. 383).

In this research study, documentary or content analysis was performed on key implementation documents of the PGDSs of the Limpopo Government. These include PGDSs Implementation Action Plans, cluster programme of actions (POAs), departments' strategic plans, annual performance plans (APPs), SOEs' business plans, Municipal Integrated Development Plans (IDPs) and the Provincial Integrated Planning Framework (PIPF) of 2015.

As part documentary analysis, various pieces of legislation enacted by both the national and provincial government to ensure that relevant structures and institutions of government are put in place for the implementation of government policies and strategies were reviewed. These are legislations that deals with institutional arrangements of government towards implementation of government policies and strategies at provincial and local government level. These documents helped the researcher in determining whether the PGDS documents and its supporting implementation plans outline the required institutional arrangements required at each sphere of government for the implementation of the PGDSs. For instance, these include the institutional arrangements at a district level that outline the role of all relevant actors, such as the district and local governments, business and civil society. This also involved the review of relevant documentation such as District and Municipal Integrated Development Plans (IDPs) and accompanying Local Economic Development (LED) strategies.

3.6.3 Participant observation

Participant observation is the third method of data collection that was used. It involves the recording of events as observed by the researcher or field worker by joining the community or group under study or investigation as one of its members. The researcher can observe the social behaviour of people interacting in the daily lives as it enables the researcher to become part of the group in order to get deeper insight into the research problem (Bless & Higson-Smith, 1995, pp. 106 -106).

In order to conduct participant observation of this study, the researcher requested permission from the Office of the Premier to attend some of the meetings of provincial Executive Council (EXCO) cluster committees, intergovernmental relations forums, departmental strategic planning sessions and municipal IDPs community engagement sessions in Limpopo Province.

During these observation sessions in these forums, the researcher was faced with the difficulty of simultaneously being a member of these committees and forums and also observing from the researcher's point of view. In order counter this difficulty the researcher participated less in the deliberations during the meetings of these forums.

Table 3.2: Summary of data collection techniques

Data collection techniques and tools	Data to be collected
Semi-structured interviews, using interview schedules	Face-to face interviews will be conducted, using an interview schedule.
Document analyses, using thematic frameworks compiled for purposes of this study	Primary and secondary data that has been collected by others, although it may not necessarily have been analysed or published, will be collected and analysed. Key informants will be used to gain access to this information.
Participant observation	In participant observation, the researcher becomes part of the group under study or investigation in order to gain deeper insight into the research problem.

3.7 Data analysis

According to Neuman (2011, p. 457) though qualitative data is in the form of text, written words, phrases, or symbols describing or representing people, actions, and events of life, it can be systematic and logically rigorous. Bryman and Bell (2011, p. 336) and Terre-Blanche, Durrheim and Kelly (2006), caution that while qualitative research data collection generate a large, fascinating and rich data sets (in the form of field notes, interview recordings, transcripts and documents), this multiplicity of data can rapidly grow into a cumbersome challenge for the researcher. Therefore, the collected data need to be managed and classified in a well-structured manner that will simplify and facilitate the data analysis process.

As suggested by Braun and Clarke (2006, p. 87, in Bryman & Bell, 2011, p. 336) a six-phase process of thematic analysis may be used. That is, this would include transcribing the collected data, generating initial codes, developing themes and categories, reviewing themes, defining and naming themes and, finally, producing the report. These steps were followed in this study in order to ensure a transparent process of data construction, interpretation and subsequent analysis.

Data was, therefore, captured in a way that facilitated the analysis. The collected information was synthesised, systematised, and broken up into units that are amenable to analysis. Since qualitative data is captured as a text, it then needed to be ordered in such a manner that would

enable interpretation. The researcher was able prepare notes to assist with categorizing, sorting, storing and retrieving data for analyses (Bryman & Bell, 2011, p. 337).

It should be borne in mind that interpretative analysis rarely follows the neatly ordered step-by-step approach as suggested above (Bryman and Bell, 2011, pp. 336-337). Hence, the task of the researcher was to prepare a statement regarding collected information. The first step was to transcribe the interviews. This provided a complete record of the discussion and facilitated the analysis of data. The researcher ensured that all opinions and views were adequately captured and recorded.

Data collected through the methods identified above were analysed and presented, as executed in the rest of the research report. The report entails the reproduction of information, reasons for conducting the study, research methodology used, presentation of data, analysis and interpretation of data, which will also be integrated into conclusions derived from the findings and recommendations. The data was examined in order to find themes and categories that would be used to describe the phenomenon of the study, using the thematic and content analyses approaches. Data was grouped according to specific codes, then categories and finally themes as emphasised by Neuman (2011, p. 460).

3.8 Validity and reliability

3.8.1 Validity

Validity of measurement instruments refers to the extent to which the instruments measures what is actually intended to measure. It also refers to the validity of data collection procedures and instruments (Bless and Higson-Smith (1995, p. 135).

A concerted effort was made to ensure the validity of measurements by using multiple qualitative data collection instruments, including face-to-face interviews, documentary analysis and participant observation. The researcher also used different sources of information, such as planning documents, from various institutions across spheres of government when conducting document analysis.

3.8.2 Reliability

According to Bless and Higson-Smith (1995, pp. 66 and 135) reliability of measurement instruments is the extent to which it yield accurate and consistent results when characteristics being measured has not changed in different measures. The researcher should ensure that reliability of measurement instruments at all times. This can be done by ensuring that the measurement instrument is always administered in a consistent fashion, that is, there should be standards that should be adhered to in the use of the instrument from one situation to the next. Reliability of the research instrument can also be ensured by specifying specific criteria that dictate the kinds of judgments the researcher can make, and also by ensuring that interviewers and/or research assistants who are administering the instrument are well trained and experienced.

The criterion of reliability dictates that something will be measured accurately only when it can be measured consistently. This implies that the more valid and reliable the measurement instruments are, the more likely it is to draw conclusions consistent conclusions from the data collected or to be collected, and to solve a research problem in a credible manner (Bless & Higson-Smith, 1995, pp. 66 and 135).

In order to ensure reliability of findings in the study, follow-up questions were asked, and where required, the questions were further clarified to the respondents. Reliability of findings was also ensured through comparing responses of respondents from different institutions across spheres of government.

3.9 Research ethics

Creswell (1994, p. 62) asserts that social researchers should approach research ethically and morally. Similarly, Neuman (2011, p. 129) submits that researchers should observe the research code of conduct if their moral and professional obligations are to be achieved (see also section 1.9). The researcher, though pursuing knowledge and respondents' experiences, holds them in high esteem and, therefore, conducted the interviews respectfully. Creswell (1994, p. 66) submits that ethical considerations do not stop at data collection and analysis but extend to write-up and dissemination of the report.

Taking into account the above-mentioned issues, the following research ethics were observed during the study:

3.9.1 Permission from authorities

Since the researcher is the employee of the provincial government of Limpopo, the required permission was sought from the Limpopo Office of the Premier to conduct this proposed study. The permission was granted in November 2016, and it is hoped that the findings and recommendations of the study will be useful in assisting the provincial government to establish effective and appropriate institutional arrangements to better implement its provincial development strategies and plans, specifically the PGDSs, in the future.

3.9.2 Informed consent

Consent was sought from prospective respondents as to whether they were willing to participate in the study. This meant informing them about what the study is about in order for them to make a considered decision regarding their participation.

The respondents in this research study were not be coerced to participate. A consent letter was first sent to the participants to either confirm their participation or to decline when they could not be able to participate in the research study. The participants were informed five days before the actual day of the interview to give them enough time to prepare for the interview. On the day of the interview, the purpose of the interview was explained to the participant and s/he was assured of the confidentiality of the interview information. The respondents participated voluntarily and they were informed that they could withdraw from the interview process at any given time. No-one expressed the need to withdraw, as the interviews unfolded.

3.9.3 Confidentiality

Bless and Higson-Smith (1995, p. 103) point out that the researcher needs to assure the respondents that the data to be collected will be used only for the stated purpose of the study and no person will have access to the collected information. Therefore, in this study, the researcher ensured that the confidentiality of informants was secured through limiting access to transcripts and recordings to the researcher and his supervisor. The information that was collected was used exclusively for the purposes of this research project. Furthermore, the researcher ensured that he conducted himself with integrity during data collection and avoided passing judgments on or to participants.

3.10 Conclusion

This chapter provided details about the research design and methodology used in the study. The study used the qualitative approach method in its endeavour to answer the research questions. Qualitative data was collected by means of semi-structured interviews, the review and analysis of documents from institutions covered in the study, and to a limited extent, through direct observation. The data was analysed by means of thematic data analysis. Measures were also put in place to ensure validity and reliability of the findings. Finally, the study was conducted within the framework of research ethics.

In chapter 4, the data collected during the study is presented.

CHAPTER 4: PRESENTATION OF DATA

4.1 Introduction

This chapter presents the findings of the investigation. The findings are presented in consideration of the research objectives outlined in chapter 1 of this study, hence the focus is on the following seven strategic areas, namely: the perspectives of the respondents on the institutional arrangements for the implementation of the PGDSs in Limpopo Province, the role of the Limpopo Provincial Integrated Planning Framework (PIPF), findings on the role of the provincial government institutions in the implementation of the PGDSs, findings on the role of local government Institutions in the implementation of the PGDSs, findings on the role of the private sector institutions in the implementation of the PGDSs, findings on the role of the institution of traditional leadership in the implementation of the PGDSs, and findings on the general functionality of institutional arrangements for the implementation of the PGDs.

This chapter is to be read in conjunction with chapter 5, which discusses and interprets the findings in the context of the research objectives and questions that inform the study. The following sections in chapter 4, therefore, only refer briefly to the relevance of the research findings gained from interviews and documentary analysis, aspects that are elaborated in chapter 5.

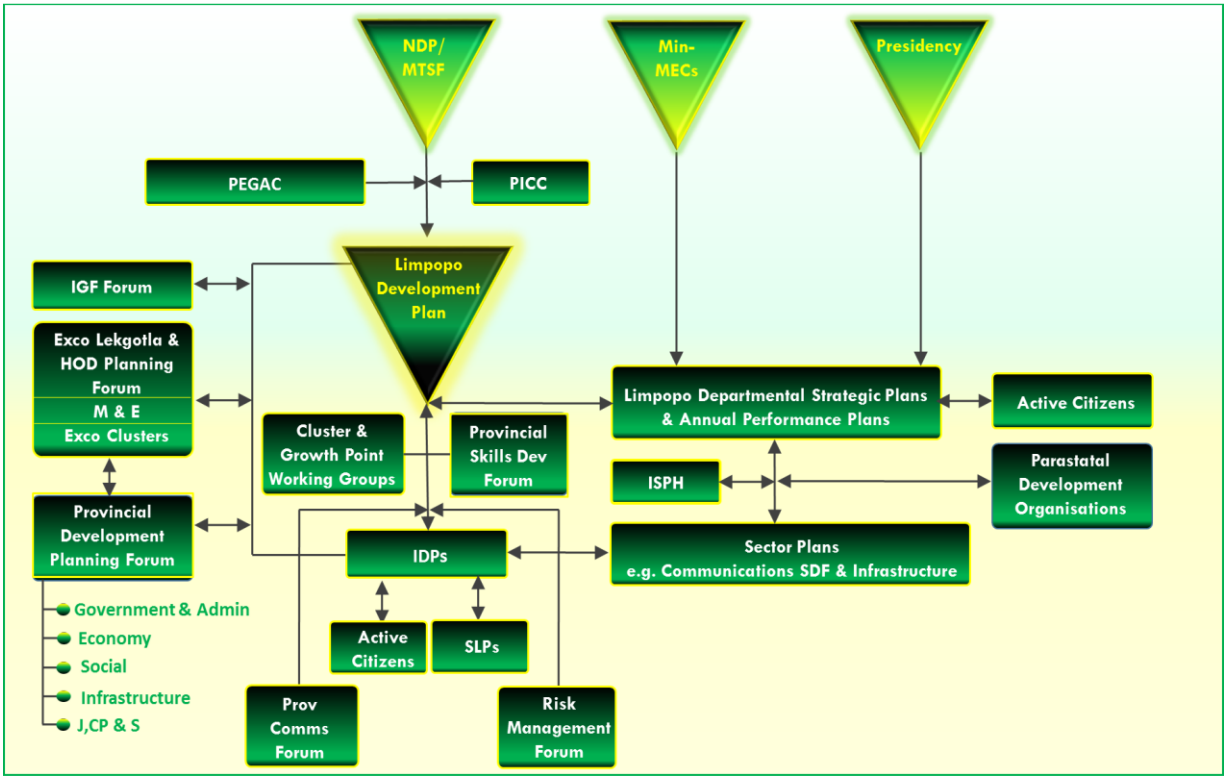
4.2 The role of the Provincial Integrated Planning Framework

During the interviews with senior officials from the Office of the Premier and selected provincial departments, it was indicated that in order to guide development in an integrated manner, and also facilitate, coordinate and achieve integrated planning and implementation in the province, the provincial government developed and adopted the Limpopo Provincial Integrated Planning Framework (PIPF) in 2015 (Limpopo Provincial Government, 2015).

The purpose of the Provincial Integrated Planning Framework (see Figure 4.1) is to ensure integrated planning amongst sector departments, state-owned enterprises (SOEs), municipalities and the private sector in the province. Therefore, this framework seeks to unpack the new paradigm shift in terms of integrated planning in the province and hopes to outline a new vision and mission for the provincial and district development planning forums. The Integrated Planning Framework indicates how the integration of different levels of

government is being be managed, with essential contributions from organised business and labour, as well as from active citizens, in order to implement the PGDS/LDP.

Figure 4.1: Provincial Integrated Planning Framework



Source: LDP 2014-2019 Implementation Action Plan (IAP)

According to respondents B, D and E (December 2016), the PIPF intends to guide consultation and create a single platform for planning within the annual development and service planning cycle of government, tying it to allocation of resources through the Provincial Budget process. The critical element of the PIPF is to ensure that there is effective integrated planning in the province and that there is a link between the Office of the Premier high level strategic planning, department strategic planning and municipal integrated development planning, whose objectives are:

- Guiding development in Limpopo Province through setting planning out in an integrated manner through the intergovernmental relations (IGR) structures, the strategic development priorities and Sustainable Development Goals (SDGs) in order

to support the provincial government's central purpose, namely, sustainable economic development.

- The Framework plays a key role in coordinating policies with a spatial dimension and aligning strategic investment priorities. It takes forward the spatial aspects of the Government Growth Path, highlighting the importance of space and identifying priorities for investment to enable each part of the province to perform to its strengths (PIPF, 2015, p. 3). It will provide the strategic spatial policy context for decisions and actions by the provincial government and its agencies. Planning authorities are required to utilise the Framework and prioritised catalytic projects into account when preparing development plans.

- The Framework is also concerned with Limpopo in its wider context and addresses the major contemporary challenges of the global economic, climate change and resource depletion (PIPF, 2015, p. 4).

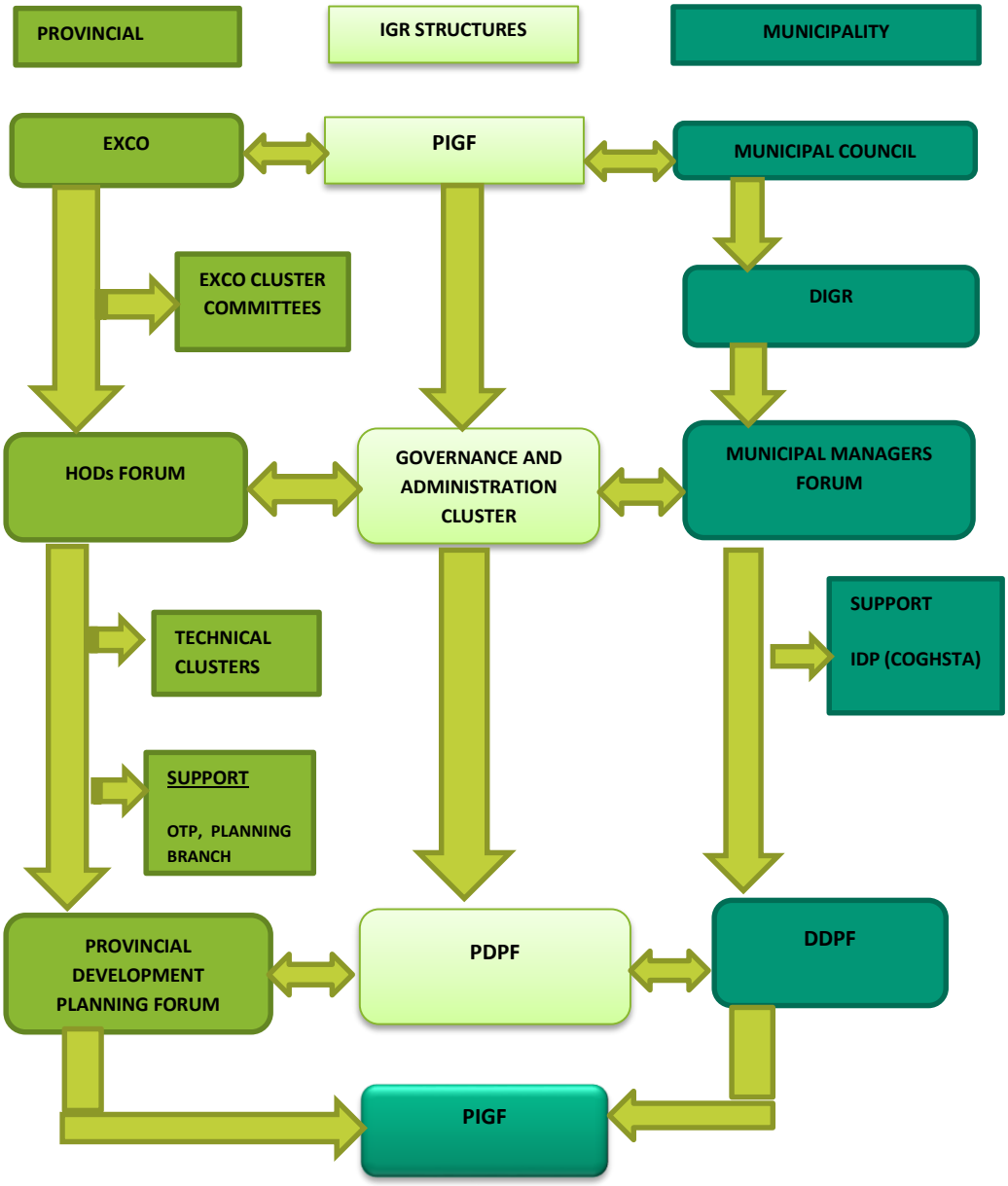
The review of the PIPF also revealed that the framework has been designed in way that should ensure sustain the planning and implementation relationships between the Limpopo provincial government and other state institutions in the province as well as the private sector so that the envisaged outcomes, with regard to joint planning, strategic project prioritisation, resource allocation, budgeting, implementation, monitoring and evaluation could be met and improved upon (PIPF, 2015, p. 4).

During the review of the (PIPF, 2015, pp. 27-28) the researcher identified all the provincial institutions and IGR structures that have been established through various pieces of legislation and policies towards the implementation of provincial priorities and development strategies such as the Limpopo Provincial Growth and Development Strategies (PGDSs). The findings below emanated from the interviews regarding those identified institutions and structures that are in the Framework. However, some of the institutions are not necessarily part of the Framework, but are necessary towards the realisation of the outcomes of the PGDSs.

During the analysis of the PIPF (2015, pp. 29-30) the primary policy actors, institutions and stakeholders in the implementation of the PGDS were also identified. The policy actors and institutions that were identified by the researcher include, but were not limited to, the Office of the Premier, the Provincial Executive Council (EXCO /Cabinet), EXCO cluster committees,

clusters' technical committees, Heads of departments (HODs) Forum, Premier Intergovernmental Forum and Provincial Development Planning Forum (PDPF). During the interviews with the respondents from the Office of the Premier and these selected departments, the roles of these primary policy actors in the implementation of the PGDSs were outlined as indicated in Figure 4.2.

Figure 4.2: Summary of provincial institutional arrangements



Source: Limpopo Provincial Integrated Planning Framework [PIPF] (2015)

4.2.1 Provincial Delivery Collaboration Model

The PIPF was also reviewed as part of data analysis. The PIPF makes provision of the Provincial Delivery Collaboration Model that has been developed as per the requirements of the Guide to Outcomes Approach released by the Department of Planning, Monitoring & Evaluation (DPME) in May 2010 (DPME, 2010, p.1). The objective of the model is to indicate how Limpopo province should do things differently in order to increase the impact of service delivery interventions that are being implemented across sectors and spheres of government.

The delivery collaboration model is meant to help the province to plan from the basis of national outcomes moving backwards, that is, from the outcomes the province needs to achieve to work out how best to achieve it. Once the outcome has been identified, the next step becomes the identification of outputs that will lead to the achievement of the outcome, then identify activities to be done and then resources to be needed to achieve the activities. Various provincial departments, as guided by specific outcomes they are responsible for as required by the Guide on Outcomes Approach (DPME, 2010), will develop Service Delivery Agreements (SDAs), individually and collectively. Departments responsible for a specific outcome will identify relevant implementing partners, including private sector, for the implementation of a particular outcome or set of outcomes. Then, each department or a cluster of departments responsible for a specific outcome will establish an implementation forums or working groups that will ensure the implementation of those specific outcomes that are part of Service Delivery Agreements (SDA).

4.3 Findings on the institutions and structures of the provincial government for the implementation of the PGDSs

In the rest of this chapter 5, the researcher has used the interview data, documentary data and observation data to document the complex web of institutions that have been established across spheres of government to implement government policies, including the PGDSs. The researcher has also elaborated in detail on the network of institutions that deal with the implementation of the PGDS in Limpopo province.

4.3.1 Office of the Premier

During the interviews with respondents B, D and E, it was indicated that the Office of the Premier (OTP) has a legislative mandate to lead, manage, plan and coordinate provincial administration. It was also indicated that the Office of the Premier derives its mandates from the Constitution of the Republic of South Africa, 1996, sections 125 and 127. As a result, from the interviews with the respondents B, D and E, the responsibilities of the Office of the Premier, the centre of the provincial administration, have been summarised as follows:

- To oversee the administration of provincial legislation and national legislation within the functional areas listed in schedule 4 or 5 and national legislation outside those listed in schedules 4 or 5 which have been assigned to the province in terms of Acts of the provincial legislature/parliament;
- To coordinate the preparation and initiation of provincial legislation;
- To coordinate the functions of the provincial administration and its departments;
- To develop and oversee the implementation of policy and planning in the province;
- To manage performance of the provincial administration, monitor and evaluate service delivery and governance in the province; and
- To strengthen intra and intergovernmental relations as well as international relations.

4.3.2 The Provincial Executive Council (EXCO) [Cabinet]

The interviews with respondents B, D, E and indicated that after the election of the Premier at the Provincial Legislature, the Premier has the prerogative to appoint the Executive Council (EXCO) to assist him/her in the execution of his or her responsibilities with regard to the socio-economic development of the province.

According to respondents B, D, E, among other responsibilities, the EXCO aspires to achieve the following:

- To facilitate coordination and coherence in policy planning, development and implementation;
- To support ministerial responsibility for making policy decisions and providing policy and political leadership; and
- To encourage the generation of policy options, recognising that Governments cannot generate all of the options, and not necessarily the best options themselves.

4.3.3 EXCO cluster committees

Respondents E and F stressed the importance of the EXCO cluster committees in the implementation of government policy, specifically the PGDSs and accompanying sector plans. The cluster configuration that has been summarised in tables 4.1 to 4.5 represents an important component of the PGDS implementation process, specifically with regard to inter-departmental development issues. These cluster committees are also reflected in the Provincial Integrated Planning Framework (PIPF) of the Province as well, as indicated in Figure 4.2.

During the interviews, respondents E and F indicated that the EXCO cluster system fosters an integrated approach to governance that is aimed at improving government planning, decision-making and implementation of service delivery interventions in general in the province. The main objective is to ensure proper coordination of all government programmes at provincial and municipal levels, bringing all stakeholders that are relevant for effective implementation of government programmes and projects towards an integrated provision of services. Thus, the main functions of the clusters are to ensure the alignment of government wide priorities, facilitate and monitor the implementation of priority programmes and to provide a consultative platform on cross-cutting priorities and matters being taken to the EXCO.

4.3.3.1 Purpose of the cluster/cabinet system

Respondents E and F also stressed the importance of the cluster system. It was indicated that the purpose of the cluster system is to enhance intra and inter-institutional convergence between government departments and spheres in order to give effect to the ideals of integrated governance. The respondents also highlighted that the cluster system plays a role of fostering cohesion through collective action and pooling of resources based on a shared development agenda. It is meant to reduce governance fragmentation. The document analysis undertaken on the provincial EXCO Manual (2007, p. 27) revealed that the cluster system is about strengthening integrated service delivery informed by shared policy objectives. It is underpinned by a common purpose, vision and commitment to *“A better life for all”*.

The EXCO Manual (2007, p.28) as analysed also outlined that following are the underlying reasons behind the cluster system:

- To inform and to implement provincial priorities;
- To promote policy coherence; and
- To promote active collaboration between departments.

4.3.3.2 Objectives of the cluster/cabinet system

The EXCO Manual (2007, p.28) also outlined the objectives and composition of the cluster system as follows:

- The coordination and alignment of policies and priorities both at provincial and local government level;
- Integrating planning and implementation of policy and Cluster programmes;
- Collaboration with provincial clusters to implement the provincial government's 5-year strategic plan and clusters' programmes of action (POAs);
- Applying an integrated approach to monitoring and evaluation of government performance;
- Ensuring adequate resources for the implementation of cluster priorities; and
- Ensuring coordinated communication of the provincial government's overall performance.

4.3.3.3 Composition of the of the EXCO cluster committees

The EXCO Manual (2007, pp. 29-30), as reviewed by the researcher, outlined the composition of the EXCO cluster committees. It is indicated in the Manual that cluster committees have been established to ensure that there is coherence and integration of the policies, programmes, projects and other service delivery interventions of provincial departments, including the PGDSs. Therefore, cluster committees become critical elements in the implementation of the PGDSs as they are able to bring all provincial institutions together towards a common goal of ensuring that there is development in Limpopo province.

The EXCO Manual (2007, p. 31) outlines five cluster committees, which are: Economic Sector Cluster; Social Sector Cluster; Infrastructure Development Cluster; Justice, Crime Prevention and Security Cluster; and Governance and Administration Cluster. In the execution of their functions these cluster committees are supported by technical committees that follow a similar

structure in terms of their composition. See the composition of the EXCO cluster committees on Tables 4.1, 4.2, 4.3, 4.4 and 4.5.

Table 4.1: Economic Sector Cluster:

Composition of the cluster	Mandate of the cluster
• Department of Economic Development, Environment and Tourism (LEDET)– Chairperson; • Department of Agriculture and Rural Development (LDARD) – Deputy Chairperson; • Department of Transport; • Department of Public Works, Roads and Infrastructure; • Department of Cooperative Governance, Human Settlements and Traditional Affairs (COGHSTA); • Provincial Treasury; • Office of the Premier; and • Other desirable and relevant state institutions.	• Develop and implement measures to create employment and alleviate poverty; • Improve productivity and broaden the province's industrial base; • Implement coordinated strategies to promote beneficiation and diversification; • Develop and implement rural development strategies to stimulate agricultural production and the revitalisation of rural economies; and • Develop and implement measures to encourage and support SMME development.

Table 4.2: Social Sector Cluster:

Composition	Mandate
• Department of Education (Chairperson); • Department of Health (Deputy Chairperson); • COGHSTA; • Department of Social Development; • Department of Community Safety; • Department of Sport, Arts and& Culture; • Office of the Premier; and • Other desirable and relevant State institutions.	• Develop and implement poverty alleviation interventions; • Ensure the development of sustainable human settlements; • Implement the programme to ensure universal access to water, sanitation and electricity; • Promote national identity and social cohesion; • Improving access to healthcare and enhance health outcomes; • Improving the province's human resource and skills base; and

Composition	Mandate
	• Championing the 'War-on-Poverty' campaign

Table 4.3: Infrastructure Development Cluster:

Composition	Mandate
• Department of Public Works, Roads & Infrastructure (Chairperson); • Provincial Treasury (Deputy Chairperson); • Department of Agriculture; • COGHSTA; • Department of Health; • Department of Transport; • Department of Social Development; • Department of Sport, Arts and Culture; • Office of the Premier; • Department Water Affairs (Limpopo Regional Office); and • ESKOM (Limpopo Regional Office).	• Implement programmes to build social and economic infrastructure

Table 4.4: Justice, Crime Prevention and Security Cluster:

Composition	Mandate
• Department of Community Safety (Chairperson), • Department of Social Development (Deputy Chairperson); • Department of Transport; • Office of the Premier; • Department of Correctional Services (Limpopo Provincial Office); • Department of Home Affairs (Limpopo Regional Office);	• Reducing crime and corruption; • Improve Service Delivery by SAPS; and • Improve the impact of SAPS service delivery in the Province.

Composition	Mandate
• Department of Justice (Limpopo Regional Office); • South African Police Services (SAPS); • South African Revenue Services (SARS); and • State Security Agency (SSA).	

Table 4.5: Governance and Administration Cluster:

Composition	Mandate
• Cooperative Governance, Human Settlements and Traditional Affairs [COGHSTA] (Chairperson); • Provincial Treasury (Deputy Chairperson); • Office of the Premier; • Department of Education (Chair of the Social Sector Cluster); • Department of Economic Development, Environment & Tourism (Chair of the Economic Sector Cluster); • Department of Public Works, Roads and Infrastructure (Chair of the Infrastructure Development Cluster); • Department of Safety, Security & Liaison (Chair of the JCPS Cluster); and • Other desirable and relevant State institutions.	• Ensure integrated planning and implementation of policy across all the spheres of government; • Promote policy coordination, alignment and coherence; • Ensure an integrated approach to performance monitoring and evaluation; • Ensure a balance between output and outcome measurement; • Strengthen and promote intergovernmental relations and cooperation; • Improve the capacity of the state; and • Develop and maintain a provincial communication strategy.

According to the Limpopo Provincial Monitoring and Evaluation (M&E) Framework (2011), as reviewed by the researcher, EXCO cluster committees within the Limpopo administration are expected to develop cluster programmes of action (POAs) based on the strategic outcomes, programmes and projects' indicators that are in the Provincial Growth & Development Strategies (PGDSs). Annual clusters' POAs are compiled with programme developmental objectives and outcomes to be achieved by various departments within each cluster. The aim

of a cluster POAs is to provide more detail on the programmes to be implemented within various clusters. Clusters are required to go through a similar planning process as the one conducted by the provincial government to guide the activities of Departments within each cluster.

The development of cluster POAs is imperative to ensure that relevant strategic priorities and outcomes of the PGDSs are translated into programmes and projects. Outputs are compiled for each priority and outcome and these are linked to specific projects of a particular cluster. Of particular importance is the identification of transversal programmes. These are programmes that require input from more than one cluster and department to achieve. Transversal programmes may require departments within a cluster or departments from various clusters to work together in an integrated manner to achieve the objectives of particular programme and project targets.

4.3.4 EXCO Clusters' Technical Committees

During the interviews with respondents E and F the role of the EXCO Cluster technical committees in supporting the functioning was explained. It was indicated that the role of the Cluster technical committees is to provide technical support to EXCO Clusters in the planning and implementation processes of government programmes and strategies, including the PGDS. As a result in order to action the programmes and strategic projects of the PGDS, the technical committees develop Clusters' annual programmes of action (POAs) and ensure that they get implemented. As indicated in section 4.2.3, the POAs are developed in terms of clusters to ensure integration of the activities of government institutions in planning, budgeting, implementation and monitoring and evaluation of the service delivery interventions (policies, strategies, plans, projects, etc.) within the policy and planning cycle of government.

4.3.5 EXCO Lekgotla

During the interviews with respondents B, C and D, the EXCO Lekgotla was presented as another important high level planning and monitoring instrument of the Limpopo provincial government. EXCO Lekgotla is an extended EXCO forum that is comprised of the Premier, MECs and district Executive Mayors. The technical support team of the EXCO Lekgotla comprises the Director General (as the Head of the Provincial Administration and Secretary of EXCO) Heads of departments (HODs), District Municipal Managers, as well as provincial

Heads of National Departments, such as the Department of Water Affairs and Sanitation (DWAS), Labour, State Security Agency (SSA), Justice and Correctional Services, Home Affairs, Government Communication and Information System (GCIS), etc.

The EXCO Lekgotla meeting that takes place at the beginning of each year (January/February) sets and reviews policy priorities and focus areas (short, medium and long-term). Provincial departments present their Annual Performance Plans (APPs) for the year that will be consolidated in an integrative manner into a clusters' programmes of action (POAs) for the upcoming financial year. During this period assurance is also made that the programmes of the APPs of provincial departments and those of the Integrated Development Plans (IDPs) of Municipalities are aligned to ensure that PGDSs priorities are optimally implemented. A further EXCO Lekgotla is held in the middle of the year (June/July), in order to evaluate progress made and to determine gaps for further consideration by EXCO Lekgotla through quarterly review reports. An EXCO Budget Lekgotla is held later in the year (September/October), in order to evaluate progress made during that particular financial year and to determine the budget requirements for the implementation of the PGDSs and strategic interventions of provincial government for the coming financial year (Respondents B, C and D).

The interviews with respondents A and B also indicated that recommendations and resolutions of the EXCO Lekgotla, serve before the various EXCO cluster committees to solicit further inputs and refinements, before final adoption by the Executive Council (EXCO) at one of its regular meetings. The main rationale behind the EXCO Lekgotla is to ensure that implementation plans of provincial departments and municipalities are integrated and aligned towards that implementation and achievement of targets of the PGDSs.

4.3.6 Provincial Departments

During the interviews with respondents A, B, and F it was indicated that provincial departments have a significant role to action the implementation of the PGDSs and the Clusters' annual programmes of action (POAs). In order to actualise this the Framework for Strategic Plans and Annual Performance Plans (National Treasury, 2010) was developed by national government through the National Treasury. The framework locates departmental Strategic Plans and Annual Performance Plans (APPs) within the context of other broader plans, policies and programmes, including long term infrastructure and development goals.

According to the Framework for strategic plans and Annual Performance Plans (National Treasury, 2010) reviewed by the researcher, the departmental strategic plans should identify strategic goals and objectives against which public institutions' medium-term results can be measured and evaluated by the provincial legislatures/parliament and the public. The APPs identify the performance indicators and targets that the institution will seek to achieve in the upcoming financial year. It is important that these performance indicators and targets are aligned across an institution strategic plan and APP. In addition, assurance should be made by departments that the strategic objectives, performance indicators and targets of both the strategic plans and APPs are aligned to the programmes and projects of EXCO clusters' POAs, as well as the priorities of the PGDSs

According the Framework for strategic plans and Annual Performance Plans (National Treasury, 2010) a strategic plan of a department sets out an institution's policy priorities, programmes and project plans for a five-year period, as approved by its executive authority and the relevant provincial legislature portfolio committee. Then APPs should cover a period of one financial year, indicators and targets should be informed by the strategic plans, National Development Plan (NDP), MTSF national outcomes and the PGDSs.

4.3.7 Heads of departments (HODs) forum

It was indicated during the interviews with respondents A, H, I, J and K that another implementing and monitoring structure of the PGDS in Limpopo provincial government is the Heads of departments (HODs) forum, comprised of all provincial departments' HOD. It was indicated that the HODs' forum serves as a mechanism to co-ordinate and ensure intra-governmental co-operation. The HODs forum, by its nature, is the technical committee of the Executive Council (EXCO). The provincial Director General, who is also the Accounting Officer of the Officer of the Premier, is the Chairperson of the HOD forum. As a result, the Director-General is able to coordinate the activities of all provincial departments through HODs' forum in order to ensure that the efforts and contributions of provincial departments and other policy actors are coordinated in an integrated manner towards the achievement of the objectives of the PGDSs.

Respondents A, H & J indicated that once a year the HODs forum has a strategic planning session to review the implementation of the PGDS and to consider operational adjustments that may be required. Their assessment will be informed by recommendations from the

Premier's Employment Growth Advisory Council (PEGAC) and by performance progress reports compiled by the Provincial Monitoring and Evaluation Unit of the Office of the Premier.

The EXCO Manual (2007, p. 33), as reviewed by the researcher, clearly identifies the role and functions of the HOD forum as follows:

- Enhance and foster integrated administration;
- Promote and enhance integrated planning and the prioritisation of resources;
- Promote good governance;
- Collectively contribute to policy initiation and development;
- Provide a vehicle for consultation / co-ordination amongst stakeholders;
- Collectively review the state of the administration and strategic objectives;
- Provide advice and support to the Executive Council;
- Ensure mandated inputs to and reporting from MINMECs National HODs meetings and other National meetings for corporate matters;
- Enhance public service delivery; and
- Ensure execution / implementation of EXCO resolutions.

4.3.8 Premier Intergovernmental Forum (PIGF)

During the interview, respondent G outlined the importance of the Premier's Intergovernmental Forum (PIGF), as established in terms of the Intergovernmental Relations Framework (IGRF) Act, 2005 (Act No.13 of 2005). The IGRF Act, 2005 (Act No.13 of 2005) aims to establish a framework for the national, provincial and local government to promote and facilitate intergovernmental relations across these spheres of government.

As a result the researcher also reviewed the IGRF Act, 2005 (Act No.13 of 2005) and it was revealed that section 16 of the Act provides for, amongst others, the establishment of the PIGF to promote and facilitate intergovernmental relations between the province and local government in provinces. The PIGF consists of the Premier (as Chairperson), Members of the Executive Council (MECs), and the Executive Mayors. Therefore, the IGR structures are important institutions as part of the institutional arrangements of the implementation of the PGDSs in Limpopo province.

According to the Act, the forum should meet twice annually with the purpose of building relationships and fostering improved integration between the provincial and local spheres of

government and in order to address specific priorities. The PIGF is one of the important building blocks in monitoring the planning and implementation of government policies, programmes and projects in an integrated manner. It serves as a channel for the Premier to report progress with regard to PGDSs implementation to district and local municipalities, as well as to mobilise their support towards the achievement of implementation targets. Traditional Authorities, through the Provincial House Traditional Leaders, also participate in this forum (see section 4.5)

In terms of the IGRF Act of 2005, the following are some of the key functions of the PIGF:

- The implementation in the Province of national policy and legislation affecting local government interests;
- Matters arising in the President's Coordinating Council (PCC) and other national intergovernmental forums, affecting local government interests in the province;
- Draft national policy and legislation relating to matters affecting local government interests in the province;
- The implementation of national policy and legislation with respect to such matters;
- The development of provincial policy and legislation relating to such matters;
- The implementation of provincial policy and legislation with respect to such matters;
- The coordination of provincial and municipal development planning to facilitate coherent planning in the province as a whole; and
- The coordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the provincial government and local governments in the province. The alignment of IDPs and departmental plans is critical for the successful implementation of the PGDSs.

According to the IGRF Act of 2005, section 20 and the Internal Rules of the Limpopo Premier's Intergovernmental Forum (PIGF), the PIGF must report to the President's Coordinating Council (PCC) annually on the progress with the implementation of national policy and legislation within the province, and may report to the PCC on matters of national interest that have arisen in the forum.

4.3.9 Provincial Development Planning Forum (PDPF)

From the interviews with respondents D, E and F the Provincial Development Planning Forum (PDPF) was highlighted as one of the important building blocks in ensuring that integrated

planning is a reality in Limpopo province. It was indicated that the PDPF facilitates the implementation of the PGDSs by providing a platform for the planning managers of all provincial departments, district and local municipalities, as well as provincial offices of national departments and state-owned enterprises (SOEs) to meet. The PDPF is chaired by the Office of the Premier. It has permanent sub-committees in line with the configuration of the Executive Council (EXCO) cluster committees:

- Governance and Administration;
- Economic;
- Social;
- Infrastructure; and
- Justice, Crime Prevention and Safety.

According to the PIPF (2015, pp. 23 and 29), as reviewed by the researcher, the role and responsibilities of the PDPF are the following:

- Integrate the planning process in the province, through strengthening IGR structures and functioning of the three spheres of government;
- Provide support in the implementation of identified provincial priorities, strategies and programmes for addressing reconstruction, growth and development;
- Set the basis for broader consultation and discussion with the Provincial Government's partners in national and local spheres of government, the private sector and broader civil society;
- Strengthen the alignment and integration of development programmes and plans across the three spheres of government; and
- Provide support in line with the strategic spatial policy context for decisions and actions by the provincial government, its agencies, municipalities and the private sector.

The PIPF (2015, p. 29) also indicates that the PDPF meets on a quarterly basis to discuss planning and operational progress reports with regard to implementation of the PGDSs by various policy actors within the context of the five permanent sub-committees of the PDPF. Sub-committees elect their own conveners and can meet as often as required. Sub-committees can form working groups, which may at times cut across sub-committees, in order to expedite matters and save time during sub-committee and PDPF meetings. Conveners of sub-committees will report back at the quarterly PDPF meetings. Decisions of the PDPF are fed back to the EXCO cluster committees through the Planning Unit of the Office of the

Premier. The PDPF is also mandated to make recommendations to the HODs' forum regarding implementation and revisions to the PGDS/LDP.

4.3.10 Premier's Employment Growth Advisory Council (PEGAC)

With regard to the role of the private sector and civil society formations in the implementation of the PGDSs, respondents D and E indicated that these key stakeholders and partners in development are brought on board through the Premier's Employment Growth Advisory Council (PEGAC) that was established in the 2010/11 financial year. The PEGAC is comprised of representatives of business, organised labour and civil society who are selected and invited on the basis of the strategic roles that they can play in achieving the broad PGDS objectives, but also the specific cluster value-chain development targets. The Advisory Council will facilitate and make recommendations regarding effective implementation of and essential modifications to the PGDS.

In terms of section 125 (2) of the Constitution of the Republic of South Africa, 1996, the Premier exercises the executive authority with other Members of the Executive Council (MECs) by developing and implementing provincial policy (Republic of South Africa, 1996). As a result, at the beginning of each electoral cycle, respondents D and E indicated that the provincial government develops the PGDS which provides a framework for provincial departments, municipalities, private sector and all organs of civil society to achieve economic growth and development. In order to achieve this objective the PEGAC has been established to advise the Premier and EXCO on matters relating to economic growth and development. The PEGAC is central in the implementation of the PGDSs. Its purpose is to advise the Premier on the implementation of the PGDSs.

According to the Terms of Reference (TORs) of the PEGAC as reviewed by the researcher, the functions of the Premier's Employment Growth Advisory Council (PEGAC) are the following:

- Review Limpopo Provincial government's economic policies and development strategies;
- Advise on and oversee the implementation of the PGDSs objectives and development of the 2030 development strategy;
- Review global and national economic trends and analyse their impact on the province;

- Identify economic issues, analyse their impact on the envisaged provincial growth path; and
- Facilitate partnerships between organs of state, civil society, non-governmental organisations, academic institutions, and private sector that will advance the objectives of the council.

PEGAC as per its TORs is comprised of the following membership:

- The Premier, as the chairperson of the Council;
- Not fewer than five and not more than thirty, reflecting the gender and race composition of the province and with knowledge and experience in the implementation of the objectives of the PGDSs. These should be key representatives from the private sector, provincial and local government, as well as from civil society and academia.
- The Chairpersons of the EXCO cluster committees and clusters' technical committees, which are *ex officio* of the Council, and
- The Chief Executive Officers (CEOs) of Limpopo development agencies, which are also *ex officio* members of the Council.

The TORs of PEGAC also state that it is supported in executing it work by six technical working groups (TWGs), which are the:

- Industrial and Enterprise Development;
- Social Cohesion;
- Green Economy;
- Indigenous Knowledge Management System, Research, Development & Innovation and Information Communication Technology;
- Integrated Infrastructure ; and
- Finance, Trade and Investment.

It should be noted that PEGAC plays an advisory role, therefore, its resolutions are essentially recommendations, not directives, to the Premier and EXCO. Such recommendations of the PEGAC and its TWGs are first processed through the EXCO cluster committees for adoption by EXCO. In the cluster committees, relevant HODs and cluster technical committees consider the viability and implications (e.g. in terms of personnel and financial resources) of those recommendations, as guided by the priorities of government. TWGs meetings inform the agenda of PEGAC meetings. It should be noted that the PEGAC meetings form part of the planning cycle, in support of the decision-making process of EXCO. Therefore, PEGAC

meeting are held in September/ October of the year under review in order to inform the November EXCO Budget Lekgotla and again in May / June to support the implementation process following budget allocation of the PGDS and other strategic interventions of Limpopo province.

4.4 Findings from institutions of local government in the implementation of the PGDSs

The following sections present the research data and findings on the role of the local government institutions within the institutional arrangements for the implementation of the PGDSs in the Limpopo province. District and local government institutions are critical stakeholders in the implementation of the PGDSs as they are closer to the citizenry. As a result they are able to articulate the service delivery needs of the communities that should be incorporated into the PGDSs during its development phase. At the same time they are better placed to be implementing agencies and partners in the implementation of the priorities, programmes and projects within the policy networks and institutional arrangements of the provincial government.

4.4.1 District and Local Municipalities

With regard to the local government institutions, face-to-face interviews were also conducted with respondents L, O and P. The respondents indicated the importance of the Municipal Systems Act, 2000 (Act No. 32 of 2000) in establishing the systems of local government. The Municipal Systems Act, 2000 (Act No. 32 of 2000), as reviewed by the researcher, requires of municipalities to exercise their executive and legislative authority within the constitutional system of cooperative government, as envisaged in section 41 of the Constitution.

The Municipal Systems Act of 2000 also emphasises that the national and provincial spheres of government must, in the spirit of co-operative government envisaged in section 41 of the Constitution, exercise their executive and legislative authority in a manner that does not compromise or impede a municipality's ability or right to exercise its executive and legislative authority. Therefore, for the purpose of effective co-operative government in the implementation of the PGDS and other provincial priorities, organised local government must seek to achieve, amongst others, the following:

- Enhance cooperation, mutual assistance and sharing of resources among municipalities; and
- Facilitate compliance with the principles of co-operative government and intergovernmental relations.

In terms of Section 25 of the Municipal Systems Act of 2000, “each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive strategic plan for the development of the municipality”. This Integrated Development Planning process seeks to ensure that appropriate development outcomes are the result of integrated planning and consultations with wider stakeholders. The provisions of this Act as outlined above, municipalities are key stakeholders and partners in government in the implementation policies such as the PGDSs. For instance, the intention of the IGRF Act, 2005 (Act No.13 of 2005), is to provide an enabling environment for the three spheres of government to interact. In addition to various forums being set up, it also allows for the purposeful discussion on policy issues, alignment and coordination through the three spheres of government, which is essential in the IDP process. It provides the architecture for outcomes-based intergovernmental relations that is focused on local level sustainable development.

According to respondents L, O and P each sphere of government has its key responsibilities, but ultimately cooperative governance forms the key to effective government and service delivery to communities. Therefore, in order to foster, instil and encourage the spirit of cooperative government that is also advocated though the IGRF Act various forums have been established through pieces of legislation and government policies. The discussion below emanated from the interviews with the IDP Coordinators and Managers from selected municipalities, as a result municipal forums that are geared towards the implementation of government policies, including the PGDSs.

According to section 18 of the Municipal Systems Act 32 of 2000, both district and local municipalities must have a municipal council. After each local government election after every five years, municipalities establish their councils as required by law. The municipal councils are established to do the following:

- Set municipal policy and determines municipal priorities
- Approve the budget proposals, including expenditures and revenues;
- Monitor the implementation of and adherence to Municipal programmes/initiatives to the major government policies and directives; and

- Initiate, change or terminate municipal programmes.

As a result, the interviews with respondents L and P confirmed the critical role of municipal councils as they are expected to ensure that municipal programmes and projects are aligned to and integrated with the priorities of the PGDSs towards integrated development and collaboration amongst government institutions and other relevant role players in Limpopo province.

4.4.1.1 The significance of the municipal Integrated Development Plans (IDPs)

It was stressed during the interviews with respondents O, P and R that that according to section 23 and 24 of the Municipal Systems Act, 2000 (Act No. 32 of 2000) each municipality must develop an integrated development plan (IDP) as informed by the socio-economic conditions and service delivery requirements of that particular municipality. As a result the IDP becomes the plan of a municipality; therefore, each municipality should align its resources and capacity with the implementation of objectives and strategies of the province. This implies that municipal IDPs are service delivery and development plans, which have to be aligned to national and provincial development plans and programmes (i.e. NDP, MTSF, PGDSs, etc.). As a result, an integrated planning and implementation process across the three spheres of government is important in order to ensure that the priorities of the PGDS are implemented in Limpopo province.

Respondents O, P and R further indicated that the core components of IDPs are prescribed in the Municipal Systems Act of 2000, ranging from a development vision of each municipality to development priorities, strategies, implementation plans and performance targets with indicators for performance assessment and evaluation. The Act also states that it is the responsibility of district municipalities to ensure that IDPs of local municipalities are prepared and aligned to each other and to development plans and strategic priorities of national and provincial government.

Respondents O, P and R also indicated that it is important to bring into convergence provincial and local government planning cycles to ensure integrated planning, resource sharing and easy measurement of development progress. Thus, provincial and municipal collaboration and cooperation with regard to development planning are important to establish a common understanding and shared vision in terms of development policies and strategies, such

collaborative efforts should promote the role of district and local Government, as implementing agents of national and provincial development priorities. In addition, it provides a platform for district and local municipalities to be aligned with the priorities of the PGDSs.

According to the IGRF Act, 2005 (Act No.13 of 2005) the establishment of intergovernmental relations structures such as the PIGF and district intergovernmental forums, comprising executive administrative staff and political office-bearers from provincial and local government should enhance the IDP process and its alignment with provincial imperatives. However, according to respondent G, these forums are not operating as envisaged by the Act due to lack of commitment and will to participate actively into the programmes and activities of these intergovernmental structures.

According to the Municipal Systems Act of 2000, an IDP must reflect, amongst others, the following elements:

- The municipality vision for the long term development of the municipality with special emphasis on the municipality's most critical development needs;
- The council's development strategies which must be aligned with national or provincial sectoral plans and planning requirements;
- An assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic services;
- The council's development priorities and objectives for its electoral term, including its local economic development aims; and
- A spatial development framework which must include the provision of basic guidelines for a land use management system.

According to respondents O, P and R these elements of the IDP are important as they enable the municipalities to align their development priorities, goals and objectives with those of the PGDSs in order to ensure that there is integration of efforts in the institutional arrangements of the implementation of the PGDSs.

4.4.2 District Intergovernmental Forums (DIGFs)

According to section 24 of the Intergovernmental Relations Framework (IGRF) Act, 2005 (Act No.13 of 2005), as reviewed by the researcher, district intergovernmental forums should be put in place in the districts in order to promote and facilitate intergovernmental relations

between the district municipality and the local municipalities. These forums are established in order to promote integrated planning and implementation of programmes, projects and other service delivery interventions in the district. A district intergovernmental forum should be comprised as follows:

- The executive mayor of the district municipality;
- The mayors of the local municipalities in the district or, if a local municipality does not have a mayor, a councillor designated by the municipality; and
- The administrator of any of those municipalities if the municipality is subject to an intervention in terms of section 139 of the Constitution.

According to respondents C and G district municipalities are supposed to coordinate other local municipalities within a particular district, as prescribed by the IGRF Act of 2005, in order to ensure that there is integration in planning and implementation of development initiatives. As a result, district Executive Mayors, in their capacity as the chairpersons of district intergovernmental forums (DIGFs), have a critical role to play of ensuring that these forums are operating and functioning as envisaged in their founding legislation -IGRF Act of 2005 – in order to ensure that provincial development interventions, including the PGDSs, are implemented at and by the local government sphere.

4.4.2.1 Role of district intergovernmental forums

According to the IGRF Act of 2005 the role of a district intergovernmental forum is to serve as a consultative forum for the district municipality and the local municipalities in the district to discuss and consult each other on matters of mutual interest, namely:

- Implementation of national and provincial policy and legislation with respect to such matters in the district;
- Draft national and provincial policy and legislation relating to matters affecting local government interests in the district;
- Matters arising in the Premier's intergovernmental forum (PIGF) affecting the district;
- mutual support in terms of section 88 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998);
- Coherent planning and development in the district; and
- Co-ordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the municipalities in the district.

During the interviews with respondents C and G, it was indicated that in some instances, a district intergovernmental forum may refer a matter arising in the forum to the PIGF or any other provincial intergovernmental forum established in terms of section 21 of the IGRF Act. Therefore, the DIGF becomes a key and strategic institution or structure in the district to ensure that there is coordinated, integrated and coherent planning and implementation of government policies at a district level.

However, respondents C and G also expressed disappointment with regard to the non-functionality of these important forums across the five districts. Therefore, district intergovernmental forums contribution and impact in planning and implementation of policy cannot be realised and measured.

4.4.3 District municipal managers forums

Respondents G indicated that the IGRF Act of 2005 makes provision of the establishment of intergovernmental technical support structures of the district intergovernmental forum if there is a need for formal technical support. However, the technical support structures should consist of officials representing the governments or organs of state participating in the intergovernmental forum which established the technical support structure. In the case of a district intergovernmental forum, a District Municipal Managers Forum may be established, as and when required.

The IGRF Act of 2005 spells out the role and responsibilities of the District Municipal Managers Forum, amongst others, as follows:

- Providing technical support and advise to the district intergovernmental forum;
- Formation and development of an economical, effective, efficient and accountable administration; and
- Implementation of the district and local municipalities Integrated Development Plans (IDPs).

4.5 Findings on the role of the private sector institutions in the implementation of the PGDSs

As part of data collection, an interview was undertaken with respondent S. The reason behind interviewing this respondent was to determine the envisaged role of the private sector and civil society in the implementation of the PGDS, and also to ascertain government's role in involving or engaging the private sector during the development and/or implementation of the PGDSs.

Respondent S also indicated that prior to the development of the PGDS, the provincial government convenes sectoral summits (i.e. agriculture, mining, tourism, education, economics, etc.) to report progress made with regard to the performance of these sectors of the economy and industry, where all key sectors of the society, including business, labour and civil society organisations participate. It was also indicated that the sectoral summits are also meant to unlock potential areas for investment, and consequently becomes the basis for the development of the PGDSs. In addition to the sectoral summits it was indicated that during the development phase of the PGDSs, the provincial government also convenes district consultative forums, where representatives from these sectors are also invited to participate and contribute to the development of the PGDSs. Furthermore, it was indicated that these sectors of society are also invited during the province-wide summit for the final adoption of the PGDSs.

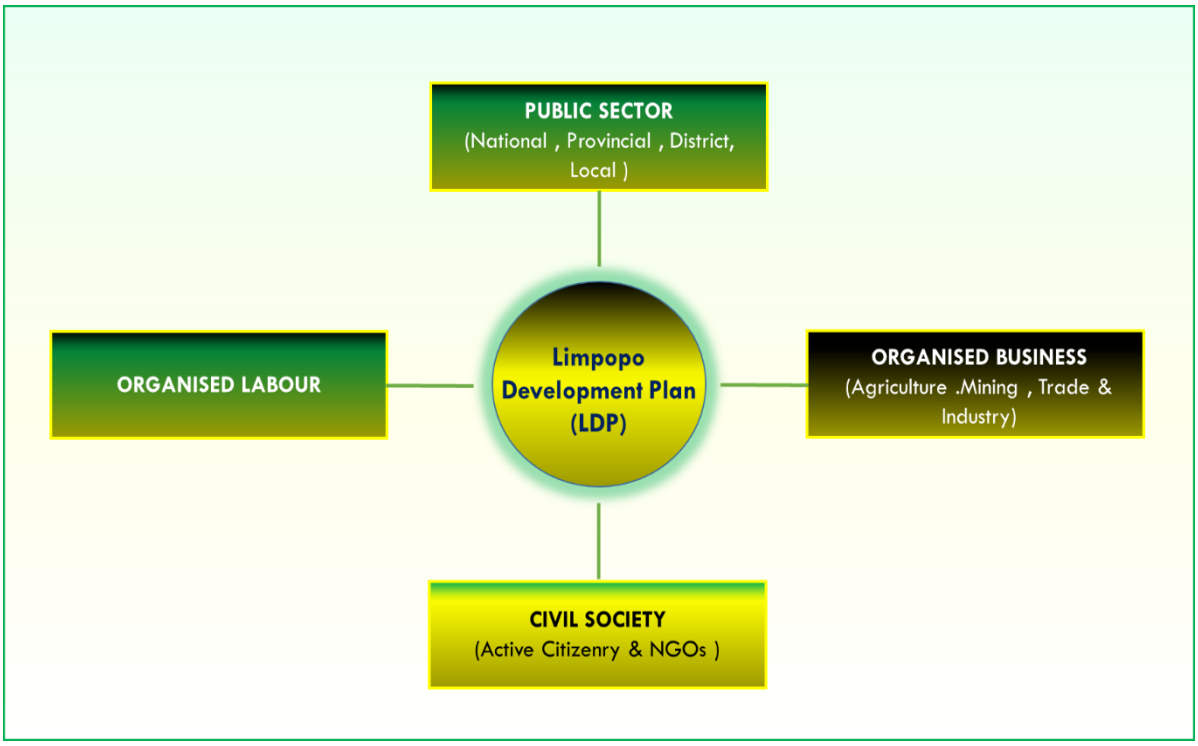
During the interview, respondent S raised a concern regarding the undefined role of the private sector and lack of clarity on its expected contribution by government with regard to the implementation of the PGDSs. As a result, the district consultative forums that are held during development phase of the PGDSs become more like information-sharing sessions, without robust engagements as to what role of the private sector and other social partners in the implementation of the priorities of the PGDSs are expected to play. The respondent also indicated that even in the current Limpopo Development Plan (LDP), its Implementation Action Plan only focuses on the role of government institutions.

According to respondents E and S in 2011 after the adoption of the Limpopo Employment Growth & Development Plan (LEGDP), one of the versions of the PGDSs, the provincial government established the Premier Limpopo Employment Growth Advisory Council (PEGAC). However, though some members of PEGAC are captains of industries, and its

purpose and functions and those of its technical working groups (TWGs) are explicitly defined, its resolutions are merely recommendations to the Premier and EXCO because of its an advisory role, as outlined earlier. The respondents further indicated that this is the only role that is expected from PEGAC. Respondent S indicated the need for the private sector through PEGAC and other means to be given a platform to make some contributions with regard to the actual implementation of the PGDSs. This should be the done especially at the provincial growth point areas where there are various business and economic activities (and investments) that are being implemented by the private sector.

Respondent S also stressed the urgent need to explicitly define the role of the private sector in the implementation of the priorities of the PGDSs in order to ensure that there is cooperation, collaboration and integration by various policy actors and social partners in the implementation of development projects and in the contribution of required resources by all stakeholders in these localities. It was indicated that if the efforts and contributions of the private sector are well-coordinated by government they can also play a significant in terms of funding for the development of skills that are required by the industries and the economy in general. As a result, during the interview respondent S reiterated the fact that the provincial government should make a greater concerted effort towards bringing on board the private sector and explain to them what government expects from them in terms of implementation of the PGDSs, and in terms of skill development requirements by the PGDSs.

Figure 4.3: Primary Stakeholder Formations for PGDSs Implementation



Source: Limpopo Development Plan (LDP) Implementation Action Plan (IAP) - 2014-2019

Figure 4.3 shows the relationships and collaborations that are required amongst public sector, organised labour, organised business and civil society to ensure successful implementation of the PGDSs and other service delivery interventions. These relationships are required across spheres of government to ensure that all institutions are geared towards the same goal of implementing the priorities of the PGDSs in Limpopo province.

4.6 Findings on the role of the institution of traditional leadership in the implementation of the PGDSs

From the interviews with respondents T and U, it was indicated that in order to comply with the provisions of the Constitution of the Republic of South Africa of 1996 as amended, the Traditional Leadership and Governance Framework Amendment (TLGF) Act, 2003 (Act No. 41 of 2003) was enacted by national government. Through the provisions of this Act, it is stated in its preamble that national government seeks to set out a national framework and norms and standards that will define the place and role of traditional leadership within the new system of democratic governance, and also transform the institution of traditional leadership

in line with constitutional imperatives of the new political order. It is also stated in the preamble that the institution must promote the principles of cooperative governance in its interaction with all spheres of government and organs of state, especially on matters of development in their areas of jurisdiction of traditional leaders. Therefore, the provisions of the TLGF Act of 2003 outlines an important role of institution of traditional leadership on matters development, as it is one of the critical social partners of the provincial government in the implementation of the PGDSs.

According to respondents T and U, the institution of traditional leadership is not being given the necessary recognition as a key stakeholder on issues of development as they own large chunks of land of where development projects of government are to be implemented. Therefore, planning and implementation of government policies, strategies, plans and programmes, such as the PGDS, should be linked and aligned to the development goals and objectives of traditional leaders in their respective areas of jurisdiction. This approach will ensure that there is integration of efforts of all role players, policy actors and relevant institutions towards development in those localities. In order to actualise this integration amongst policy actors in the institutional arrangements of government, the TLGF Act of 2003 makes provision for the following houses of traditional leaders in the Republic, namely:

- National house of traditional leaders;
- Provincial houses of traditional; and
- Local houses of traditional leaders established in the area of jurisdiction of a district or metropolitan municipality.

The TLGF Act of 2003 outlines the following functions of a traditional council:

- To support municipalities in the identification of community needs;
- To promote the ideals of co-operative governance, integrated development planning, sustainable development and service delivery;
- To recommend, after consultation with the relevant local and provincial houses of traditional leaders, appropriate interventions to government that will contribute to development and service delivery within the area of jurisdiction of the traditional council;
- To facilitate the involvement of the traditional community in the development or amendment of the integrated development plan (IDP) of a municipality in whose area that community resides;

- To participate in development programmes of municipalities and of the provincial and national spheres of government; and
- To participate in the development of policy and legislation at local level.

According to respondents T and U the functions of the traditional councils as outlined above confirm the notion that the institution of traditional leadership is a critical stakeholder at the local government level. It was also indicated that traditional leaders are in a position and space that enable them to articulate and package community development needs for possible incorporation into the municipal IDPs, departmental strategic plans and the ultimately the PGDS and other provincial strategic documents. It was stressed that the participation of traditional leaders on development matters in their areas of jurisdiction can play a meaningful role in ensuring that the activities and contributions of various policy actors are implemented in an integrated manner.

Respondent T indicated that the TLGF Act of 2003 also advocates for partnerships between municipalities and traditional councils on matters of development. It was stressed that any partnership between a municipality and a traditional council must be based on the principles of mutual respect and be guided by and based on the principles of cooperative governance. Furthermore, respondent T indicated that this can help to ensure that there are strong partnerships within the institutional arrangements towards integrated planning and implementation at the local level of government. The respondent also indicated that a traditional council may enter into a service delivery agreement with a municipality in accordance with the Local Government: Municipal Systems Act, 2000.

4.7 Conclusion

The general view of the respondents is that the provincial government and municipalities have adequate institutional arrangements to implement the priorities of the PGDSs. It was discovered and confirmed during the data collection that having appropriate and effective institutional arrangements is one of the key success factors to successfully implement the PGDSs.

It was found that the Office of the Premier as the coordinating centre of the provincial government is in a critical position to influence other provincial departments and

municipalities, as well as other social partners, to focus their energies and resources towards implementing the PGDSs.

The provincial Executive Council (EXCO), headed by the Premier, through its Cluster system has an important role of fostering integration, cooperation and collaborative governance and implementation across provincial departments, as well in ensuring collaboration and cooperation as with district municipalities within the legal framework.

It was also indicated that since municipalities are at the coal-face of service delivery, that is, where delivery of services should be manifested, their IDPs and Local Economic Development (LED) strategies are important delivery planning instruments for the realisation of the goals of the PGDSs. Therefore, municipal LED forums have a critical role to play in ensuring that priorities of the PGDSs are considered and incorporated in the development of LED strategies. In addition, it was indicated that the other significant role of the intergovernmental structures such as the Premier's Intergovernmental Forum (PIGF) and the District intergovernmental forums (DIGFs) should be recognised and enhanced as they are structures that are expected to foster integration and collaboration within and outside their localities.

Chapter 5 provides a discussion and interpretation of the findings of the study.

CHAPTER 5: DATA ANALYSIS AND INTERPRETATION OF FINDINGS

5.1 Introduction

This chapter discusses and interprets the findings of the study as presented in chapter 4. The chapter commences with a presentation of the summary of the key findings of the study. This is followed by a discussion and analysis of the engagement and interviews with various institutional representatives regarding the importance of integration and collaboration within the institutional arrangements of the implementation of the PGDSs. The role of the Office of the Premier as a coordinating centre in the province will be unpacked. The analysis will also focus on the significant role of provincial departments, the EXCO cluster system, intergovernmental forums, district and local municipalities, the institution of traditional leadership, the private sector and civil society. The discussion will also focus on the functionality of the overall institutional arrangements for the successful implementation of the PGDSs.

5.2 The critical role of the Office of the Premier

As indicated in chapter 4 in the presentation of research data, the Office of the Premier (OTP) has a legislative mandate to lead, manage, plan and coordinate the activities provincial administration through its mandate as derived from the Constitution of the Republic of South Africa, 1996, in sections 125 and 127. Some of its responsibilities are to develop and oversee the implementation of policy and planning in the province; to manage performance of the provincial administration; to monitor and evaluate service delivery and governance in the province; and to strengthen intra- and intergovernmental relations as well as international relations.

The Office of the Premier, as the coordinating centre of the provincial government, has the critical role of ensuring integration and coherence in the development and implementation of government policies across spheres of government. It is of critical importance to ensure that national priorities as outlined in the Medium Strategic Framework (MTSF), National Development Plan (NDP) and sectoral policy documents find expression in the provincial plans, i.e. in the PGDSs, provincial strategic plans and municipal IDPs.

One of the key instruments that the Office of the Premier uses in order to realise integrated planning and implementation towards integrated development is the EXCO cluster system (a

focused discussion and analysis is provided below). Another significant provincial institution that the OTP utilises to achieve this is the Premier Intergovernmental Forum (PIGF) as established through the provisions of the Intergovernmental Relations Framework Act of 2005. Though this institution has been established to foster integration amongst spheres of government, from national to local governments, its functionality is not delivering the desired outcomes of the PGDSs. Further discussion and analyses of the functionality of the PIGF will be done in the subsequent sections.

In the quest to enhance and foster integration in the implementation of the PGDSs, specifically in the of case the Limpopo Development Plan (LDP) - 2014 to 2019, research data indicates that the Office of the Premier developed and incorporated the Provincial Integrated Planning Framework (PIPF). The PIPF has been developed as part of the LDP in order to guide development in an integrated manner, and also facilitate, coordinate and achieve integrated planning and implementation in the province. The ultimate objective is to ensure that there is integrated planning and implementation amongst sector departments, state-owned enterprises (SOEs), municipalities, as well as the private sector in the province.

From the research data that was presented in chapter 4, in addition to other provincial and municipal institutions that are geared towards integration, the Office of the Premier (OTP) also established the Provincial Development Planning Forum (PDPF) as part of the implementation of the Provincial Integrated Planning Framework (PIPF). The key functions of the PDPF, amongst others, as demonstrated in chapter 4, are to integrate the planning process in the province, through strengthening IGR structures and functioning of the three spheres of government; to provide support in the implementation of identified provincial priorities, strategies and programmes for addressing reconstruction, growth and development; to set the basis for broader consultation and discussion with the provincial government's partners in national and local spheres of government, the private sector and broader civil society; to strengthen the alignment and integration of development programmes and plans across the three spheres of government; etc.

The research data also revealed that though planners and policy managers meet in this forum to ensure integration of their institutional plans, nothing much has been achieved in terms of real integration in the implementation level. This might imply that the PDPF is not achieving the objective it was created for. For instance, during the interviews with respondents E, F and G, there seems to be no commitment and shared vision from forum members to implement

the resolutions and outcomes of the meetings of the forum that are meant to achieve integration and sharing information and resources. Therefore, the Office of the Premier seem not to have strategies of ensuring that commitments that are made at the PDPF are implemented, individually and collaboratively, by members of the forum. Collaboration should not only be on planning, but also in ensuring that resources are availed where they are needed most in an integrated manner. This should be done in order to dispel the silo mentality in implementing service delivery initiatives to the citizenry.

Wanna and O'Flynn (2008) also emphasise the need for collaboration because policymakers have begun to recognise the importance of new relationships, the role of extensive policy networks in the implementation and delivering of services, and the need to reach out to other stakeholders with interests in shared outputs and objectives. Collaboration is now a widely used policy instrument in public policy implementation. As a result members of the PDPF have the responsibility of ensuring that collaboration becomes the basis of integration in both planning and implementation. From the research data that was presented in chapter 4, it was stressed that planners and policy managers have a critical role to ensure that everybody in their organisations have the spirit of integrating their efforts internally with other units and externally with other implementing partners. If this can be achieved, the implementation of the priorities of the PGDSs and its strategic programmes and projects can be done with ease towards the achievement of set targets.

From the research data reported in chapter 4, it was indicated that the PIPF is advocating for the establishment and adoption, utilisation of the Provincial Delivery Collaboration model. However, this important and critical milestone has not been realised or implemented as yet. This can be attributed to the newness of the PIPF as it was only adopted in 2015, together with the LDP. However, the implementation of this model seems to be a possible solution in ensuring that the national outcomes as outlined in the LDP and the MTSF are successfully implemented. However, the decision that needs to be made is how the activities of the implementation forums or working groups as required in the Guide on Outcomes Approach will be reconciled with those of the EXCO cluster committees in order streamline the functioning of these structures and avoid duplication of efforts.

5.3 Analysis of the role of provincial departments in the implementation of PGDSs priorities

The research data as presented in chapter 4 indicate that provincial departments by their very nature and mandates are implementing agencies of the PGDSs. In so doing they develop the 5-Year strategic plans that are supposedly aligned to the PGDSs. On an annual basis they develop the Annual Performance Plans (APPs) that are supposedly aligned to the EXCO clusters programmes of action (POAs) as well. In order to action this planning instruments, they avail both human and financial resources each financial year. Therefore, provincial departments are critical provincial institutions in the implementation of the PGDSs and government policies as they are able to put into action PGDSs priorities. Thus, their pivotal role cannot simply be undermined or ignored.

The research findings in chapter 4 also revealed that though the provincial departments avail the resources, the question that arises is whether the plans are capturing and incorporating the priorities and targets of the PGDSs and other provincial strategic policy documents, and whether resources made available are contributing towards the achievement of those targets. From the LDP annual reports done since 2015, it has been become evident that some of the targets in the LDP that are being implemented might not be achieved by the end of the electoral cycle in 2019 as they are not being incorporated in the departmental APPs and, therefore, not budgeted for. Even in instances where they are being incorporated in particular plans, there are inadequate financial resources to ensure that implementation takes place optimally.

Another shortcoming identified in the presentation of data findings is that though there is a Provincial Integrated Planning Framework (PIPF) and the Provincial Development Planning Forum (PDPF), in some instances the planning of departments is not aligned and integrated with the priorities of the PGDSs as integration in planning, budgeting and implementation seem not to be happening as expected. The research data also revealed that in most instances, Departments seem not to be talking to each other and with municipalities as they develop and implement their plans. For instance, one finds infrastructure such as libraries, schools, low-cost houses, clinics, etc. that have been built, but without other necessary supporting infrastructure such as water, electricity, roads, etc. This seems to be inhibiting the achievement of the objectives of the PIPF and the PDPF, as well as that of the EXCO cluster committees of ensuring integrated development and delivery of services. These are

government policy document/framework and structures that have been developed and established to ensure that integration in planning and implementation is entrenched across all spheres of government. The question that arises is whether the planning regime and its instruments are failing or is there a lack of will or commitment to collaborate, cooperate and integrate by the people who have been charged with the responsibility to ensure that this happens.

Another question that also arises is whether the transversal Planning Unit of the Office of the Premier is doing its responsibility in terms of doing the analysis of the departmental strategic plans and APPs to ensure that they are aligned to and incorporating the priorities of the PGDSs and the cluster POAs. If they are doing this task as expected, the question to be asked where the missing link is between planning and implementation. This calls for an urgent intervention on the side of the Office of the Premier to conduct an investigation to get to the bottom of the problem, and find out as to what are the contributing factors that are leading to this continuous silo mentality and poor integration in the implementation across provincial government institutions that seem to be continuously failing the people of Limpopo.

5.4 Analysis on the role of the Provincial Executive Council (EXCO) cluster system in the implementation of PGDSs priorities

As De Coning, Cloete and Wissink (2012, p. 261) put it, institutional arrangements for policy and programme implementation involve a huge variety of actors and their roles and responsibilities in the policy process. In the spirit of cooperative governance, the institutional arrangements for policy or programme implementation in South Africa concern the executive of government, including government departments (both national and sub-national), state-owned enterprises (SOEs), as well as local government. Therefore the indispensable role of the cluster system of the Executive Council (EXCO) cannot be undermined. The EXCO Clusters have been established in sectoral terms in order to ensure that there is integration in planning and implementation across government departments who belong to a particular Cluster Committee and have the mandate to implement national and provincial priorities and service delivery outcomes as outlined in the PGDSs, MTSF and the NDP.

Though the five EXCO clusters have been established to foster integration and the Provincial Integrated Planning Framework (PIPF) of Limpopo has been developed to guide development in an integrated manner, and also facilitate, coordinate and achieve integrated planning and

implementation in the province, the research data indicates that the envisaged integration is not optimally realised. There is continuous poor integration in the conceptualisation, planning and implementation of programmes/projects, and the absence of some critical interdepartmental structures such as the Implementation Forums in place to implement cluster POAs as proposed in the DPME Outcome Approach document of 2010, especially with regard to the implementation of national outcomes through the development of Service Delivery Agreements (SDAs) by Executing Authorities for accountability purposes. Though there are EXCO clusters and the PIPF, it has been revealed in the data that silo mentality in planning and implementation remains to be barrier for economic development that is geared towards the development of the people of Limpopo.

As per the research data that was presented in chapter 4, another barrier to integration is that the roles of provincial state-owned enterprises (SOEs) *vis-à-vis* that of their 'mother' departments are not clearly and properly delineated, and this state of affairs bring confusion as to which organ of state is supposed to do what in terms of implementation of government policy and other development interventions. For instance, the roles the Limpopo Department of Economic Development, Environment & Tourism (LEDET) and those of its agencies such as Limpopo Economic Development Agency (LEDA) and the Limpopo Tourism Agency (LTA) have some grey areas that need to be clarified and rectified. The result is that some of the priorities that are part of their mandates and also part of the PGDSs remain unimplemented, leading to the targets as planned in the PGDSs not being achieved. This state of paralysis just confirms that within the entire government and in EXCO cluster committees, though the spirit of integration and collaboration is being pronounced and promoted, interdepartmental and inter-agency collaboration remains weak. This situation results in clusters' programmes of action (POAs) not sufficiently streamlined and focused, not incorporating provincial departmental programmes and being output rather than outcome-based, and, therefore, resulting in little or non-achievement of the POAs' targets. Consequently, the goals, strategic objectives and targets of the PGDSs are not being met.

As reflected in chapter 4, integration should not only be done in the planning and implementation, but also in budgeting. Currently, budgeting is currently being done by provincial departments and municipalities by looking at their mandates and accompanying strategic goals. As a result, some of the priorities and targets of the PGDSs are not being implemented optimally and as envisaged because they are not prioritised by departments and

municipalities in some instances. Therefore, avenues should be explored with relevant stakeholders, such as the National Treasury and Provincial Treasury, towards the Medium Term Expenditure Framework (MTEF) budgeting that is guided and informed by the priorities if the PGDSs and strategic programmes of annual programmes of action (POAs) of EXCO clusters.

5.5 Analysis on the strategic position the local government sphere in the implementation of the PGDSs

As indicated in the findings that were presented in chapter 4, local government has a critical role to play in the implementation of the priorities of the PGDSs. That is, district and local government are strategically located at the coal face of service delivery, and are thus important stakeholders or institutions in the realisation of the goals of the PGDSs. In order to improve inter-agency cooperation and collaboration in the implementation of the government policy or the PGDSs in particular, Kooman (1993, as cited in Lyall & Tait, 2005) alerts us to the fact that governance is an interactive phenomenon where no single actor has all the knowledge and resources to solve social problems unilaterally. The powers of government spheres are no longer relevant or clearly demarcated, as cooperation and collaboration remove the bureaucratic hierarchies, and legislative competencies are shared among tiers of governance. Therefore, the implementation of the PGDSs requires a collaborative and cooperative approach across spheres of government (horizontally) and vertically amongst departments at national, provincial and municipal level. As a result both district and local municipalities are key social partners in the implementation of PGDSs. In addition, the institutional arrangements of the implementation of the PGDSs should reflect the key stakeholders in and outside of government, including the private sector and civil society.

The Intergovernmental Relations Framework Act, 2005 (Act No.13 of 2005) that aims to establish a framework for the national, provincial and local government to promote and facilitate intergovernmental relations is available. In order to comply with this legislation various structures and forums have been established at provincial, district and local levels of government. However, though these structures are in place and are relevant, their functionality of these forums leaves much to be desired.

The research data showed that the Premier Intergovernmental Forum (PIGF), comprised of the Premier (as the Chairperson), Members of the Executive Council (MECs), and the Executive Mayors, has not being functioning as per the requirements of the Act. For instance, it was established that the PIGF is not holding its scheduled meetings as required by the Act. It was highlighted that according to the Act, the forum should meet twice annually with the purpose of building relationships and fostering improved integration between the Provincial and Local spheres of government and in order to address specific priorities. The question is how is the provincial government considering and attending to governance and service delivery matters that emanates from the District intergovernmental forums and other local structures if it is not holding its meetings as prescribed by the Act.

The IGRF Act also states that PIGF should report to the President's Coordinating Council (PCC) annually on progress with the implementation of national policy and legislation within the province. The Act also provides for reporting to the PCC on other matters of national interest that have arisen in the both the PIGF and District forums. However, the question that arises is that if the PIGF is not meeting to consider and package local and provincial matters, what is it that is being reported to the PCC by the Province during its bi-annual meetings. In order to improve integration of planning and implementation towards the successful implementation of the PGDSs, the provincial leadership need to give the PIGF the strategic importance it deserves as provided in the Act and prioritise its activities.

The same situation of the non-functionality of the intergovernmental structures can also be attributed to the District Intergovernmental Forums (DIGFs). The DIGFs are supposed to act as consultative forums for the district municipality and the local municipalities at a district level to discuss and consult each other on matters of mutual interest, especially with regard to implementation of national and provincial policy and legislation. However, it has been established that the DIGFs are not functioning as expected and according to the Act. It was established that out of the five district forums, only two can be said to be relatively functional. It is said that in some instances, the chairpersons and other members of these forums do not even attend the scheduled meetings, or instead send proxies to such as high level and strategic decision-making structures, where key decisions regarding district and local government matters are to be taken.

As per the research findings in chapter 4, district intergovernmental forums were also institutionalised to become key and strategic institutions or structures in the district to ensure

that there is coordinated, integrated and coherent planning and implementation of government policies at a district level. However, if they are not functioning as expected and prescribed by the founding Act, how then do district matters find their way and expression to the PIGF, EXCO and ultimately the PCC. The non-functionality of the district intergovernmental forums and the PIGF becomes a missed opportunity on the side of the both district & local government, as well the provincial government, because they are unable to optimally utilise the national forums (i.e. the PCC) to present matters that require the attention and intervention of both the provincial and national government.

The IGRF Act also makes provision for the establishment of intergovernmental technical support structures of the intergovernmental forum if there is a need for a formal technical support. For instance, in the case of the district intergovernmental forums, District Municipal Managers Forum (DMMFs) should be established. However, if these technical support committees of the district intergovernmental forums are also not functional to provide required support, their establishment and existence becomes of not value.

The research data also indicates that the non-functionality of both PIGF and district intergovernmental forums should be of great concern to the provincial leadership. Firstly, it implies that both the provincial and local governments are not complying with the provision of the founding Act and that they are not utilizing the structures or forums that are in place to ensure integration in planning and implementation of national and provincial policies, including the PGDSs. Therefore, the Premier of the province and District Executive Mayors should provide the necessary leadership and take it upon themselves to ensure that these critical structures of governance are operating and functioning as envisaged in their founding legislation towards ensuring real integration in planning, budgeting and implementation.

5.6 Analysis of the role of the institution of traditional leadership in partnering with municipalities on issues of socio-economic development

As indicated in chapter 4, sections 211 and 212 of the Constitution of the Republic of South Africa recognises the institution of traditional leadership as part of the governance structures in the governance system. Other subsequent pieces of legislations such as the Traditional Leadership and Governance Framework Amendment (TLGF) Act, 2003 (Act No. 41 of 2003) have been passed to clarify the role of this institution in the governance system. As a result,

the TLGF Act makes provision of the following houses of traditional leaders in the Republic, namely: national, provincial and local houses of traditional leaders as explained in detail in chapter four (4). The Act also indicate the responsibilities of these houses with regard to governance and development matters in the areas of jurisdiction of the traditional authority.

However, as it has been noted and highlighted in the research findings in chapter 4, the role of the institution of traditional leadership is of critical importance in their areas of jurisdiction. Amongst others, the function of this institution is to support municipalities in the identification of community needs; to promote the ideals of co-operative governance, integrated development planning, sustainable development and service delivery; to recommend, after consultation with the relevant local and provincial houses of traditional leaders, appropriate interventions to government that will contribute to development and service delivery within the area of jurisdiction of the traditional council; and to facilitate the involvement of the traditional community in the development or amendment of the integrated development plan (IDP) of a municipality in whose area that community resides. These functions and roles place the institution of traditional leadership to be the key drivers of socio-economic development initiatives in their localities.

In chapter 4, it has been indicated that institution of traditional leadership leaders are also *ex-officio* members of the municipal councils in district and local municipalities. However, the impact of their participation cannot be seen nor felt as in most instances their inputs are not well coordinated and included in the finalisation of municipal plans. The contributing factor of this state of affairs is the war of the turf between the municipal councils and traditional councils, especially on land ownership and land use. Traditional leaders regard themselves as the real owners of communal land, whereas municipal councils see themselves as appropriate authority in making decisions regarding land use and development.

In addition, there is no clarity as to how the discussions and deliberations of the houses of traditional leaders across the spheres are coordinated to inform policy-making, planning and decision making process of the provincial government. The functionality of some of these houses, especially at the district and local levels, also leaves much to be desired as some lack the required capacity and skills to meaningfully contribute to governance matters. The IGRF Act is also silent on how the houses of traditional leadership and intergovernmental structures should relate with regard to governance and planning matters, or at least to have

traditional leaders participate in the intergovernmental forums as *ex officio* members with veto rights.

In the same vein the chairperson and deputy chairperson of the provincial house of traditional leaders are invited to the provincial forums such as the EXCO Lekgotla meetings, but their role and participation seem to be ceremonial, as there is not even an agenda item to be tabled by the provincial house of traditional leaders. As a result, there is a need for the provincial government, together with national government, to find ways to improve the participation of the institution of traditional leadership in the governance structures across all spheres of government so that they can play a meaningful role in the planning and implementation processes of government, and ultimately to the development of their communities, through strategies like the PGDSs and other service delivery interventions.

5.7 The importance of the role of the private sector and civil society in the implementation of PGDSs

De Coning (2012) argues that the institutional arrangements for policy management concerns the executive branch of government that also includes government departments, state-owned enterprises (SOEs) and municipalities. In the spirit of collaborative and cooperative governance and public-private-partnerships (PPP), both policy making/development and implementation should be a shared and inclusive responsibility between the government, the private sector as well as civil society.

Policy networks, as well as policy communities, are also indispensable phenomena in policy management as they have the ability to mobilise and pool dispersed resources so that collective action can be achieved towards the solution of a common policy. According to Börzel (1998) a policy network includes all actors involved in the formulation and implementation of a policy. They are usually characterised by predominantly informal interactions between public and private policy actors with distinctive, but interdependent interests, who strive to resolve societal problems (p. 260). It should be noted that, unlike networks, policy communities are interlinked groups of individuals from various institutions, disciplines and professions who may or may not be competing coalitions within a policy area.

The research data presented in chapter 4 stressed that institutional arrangements for different policy related functions are critical success factors for policy management to be successful.

Yet, it has been discovered during interviews with officials from Limpopo provincial government and district and local municipalities, as well as the respondents from the private sector, that the role of the private sector in the institutional framework of the development and implementation of the PGDS is not clearly defined. The expected contribution of this key stakeholder is also not clearly stipulated both in the PGDSs and their Implementation Action Plans.

The research also indicated that though private sector stakeholders are invited in the sectoral summits and during the district consultative forums towards the development of the PGDS, not much is benefited by government as these forums are more like information-sharing sessions where no much commitments are made by private sector. Network theory advocates that policy-making in modern times is not only a prerogative of government, but requires multilateral partnerships that bring government, civil society and private sector into the policy arena. Proponents of the theory also observe that no single player, not even government, possesses adequate capacity and knowledge to implement policies (Parsons, 1996, p. 185; Hill & Hupe, 2002, p. 163; De Coning & Cloete, 2002, p. 44; Innes & Booher, 2003, p. 39; John, 2005, p. 116; Klijn & Koppenjan, 2006, p. 30). Therefore, the need for explicitly defining the role of the private sector has been highlighted in the implementation of the PGDS and other strategic interventions.

Though, the provincial government has established the Premier Employment Growth & Development Council, this structure only plays an advisory role to the Premier and its resolutions and those of its Technical Working Groups are said to be mere recommendations which still have to be ratified by EXCO cluster committees and adopted by EXCO. Therefore, the provincial government should make a concerted effort to define the role of the private sector in both the development and implementation of the PGDSs. There is a need for an explicit explanation as to what government expects from private sector on issues of development, especially in the Growth Points Areas, where there are various economic activities happening in those localities. The private sector stakeholders should be reminded that they should be partners of real development in those localities beyond their corporate social investments (CSIs).

Therefore, research data highlighted that the relationship between the state and civil society, including private sector, is important and it should be strengthened and enhanced. However, the significant role of international development agencies should also not be undermined by

local dynamics as they have a crucial role as key partners in the policy process. Thus, public-private-partnerships (PPPs) need to be pursued to ensure that there is a shared responsibility in implementing the development agenda.

5.8 The importance of integration and collaboration within the institutional arrangements

As O'Flynn (2009, p. 114) puts it, government cannot work in silo configurations, therefore, integration, collaboration and cooperation are central in the public dialogue as these phenomena provide the means that can enable government to solve complex, inter-agency and inter-jurisdictional challenges. However, the role of each player in the whole institutional arrangements of the implementation of the PGDSs should be clearly and adequately articulated and defined to ensure that there is effective and efficient implementation processes of programmes, projects and other developmental & service delivery interventions.

It can thus be said that the current institutional arrangements, as well as policy networks, that are associated with the implementation of the Provincial Growth & Development Strategies (PGDSs) of Limpopo Province are to a certain extent helping the province towards achieving integration of efforts of various policy actors and as a result contributing positively towards the achievement of the goals and targets of the PGDSs. What is lacking, and, therefore, concerning, is a lack of a shared vision and commitment towards integration, especially at the implementation level.

5.9 Analysis of the functionality of the current institutional arrangements for the successful implementation of PGDSs

In order for the Office of the Premier, the centre of the provincial administration, to be able to successfully coordinate the implementation of the PGDSs, appropriate institutional arrangements and policy networks for the implementation of government need to put in place within and amongst policy networks across and spheres of government. However, consultations and relationships with relevant stakeholders in and outside government have been shown through the research undertaken in this study to be a critical success factor for the implementation of the PGDSs.

From the research data (chapter 4) the following four criteria of the Organisation for Economic Cooperation and Development (OECD) for evaluating development assistance have been confirmed to be necessary standards to measure the performance of the institutional arrangements of the implementation of the PGDSs in Limpopo Province:

5.9.1 Relevance

From research data that was presented in chapter 4, it was indicated through various respondent from across spheres of government that in order for the provincial government to successfully implement priorities of the PGDS, it will be necessary to ensure that there are relevant and appropriate institutional arrangements for the implementation and achievement of the PGDSs targets. It was also indicated that the operational mechanisms of the institutional arrangements are not consistent with the overall goals towards the attainment of the objectives of the PGDSs. When the provincial institutional arrangements are being established or rearranged, assurance is not made that such institutions are consistent with the achievement of intended impacts and effects of the PGDSs in terms their design and composition.

5.9.2 Effectiveness

It was also established in the research data that was presented in chapter 4 that though the main objective of the Office of the Premier (OTP), through its PIPF and the PDPF, is to ensure that the existing institutional arrangements are effective in terms of contributing and leading towards achievement of the objectives of the PGDSs, to the contrary, this is not the case. The major factors or impetus within the existing institutional arrangements that are influencing or are likely to influence the achievement or non-achievement of the objectives of the PGDSs are not being identified and made pockets of excellence for reference and future replication and use. The research findings also indicated that that the policy implementation networks and/or forums that are comprised of both government and non-government institutions are not functioning as envisaged. The result is that the priorities of the PGDS are not being successfully implemented.

5.9.3 Sustainability

The research data that was presented in chapter 4 also indicates the Office the Premier (OTP), through mechanisms like the PIPF, the PDPF and other intergovernmental structures, is not putting measures in place of ensuring that existing institutional arrangements across spheres of government continue to exist or operate in order to sustain the benefits/gains and achievements of the PGDSs, during and post implementation of the PGDSs. The major contributing factors that are influencing or likely to influence the sustainability of the institutional arrangements of the PGDSs are also not being documented for future learning and reference. In addition, appropriate measures are not being put in place to ensure that institutional arrangements of the PGDSs continue to operate and function during and post the implementation of the programmes in order to sustain the benefits accrued.

5.9.4 Partnerships and cooperation

From the research data as presented in chapter 4, it has been stressed that lessons learned from the successful implementation networks and/or forums that are in place for the implementation of the PGDSs are not being documented for future replication in the implementation of other government strategies and service delivery interventions. The research data also revealed that there is no commitment in fostering cooperation and collaboration of various stakeholders across spheres of government (provincial, district and local) and even with the private sector and civil society to ensure the realisation of the priorities of the PGDSs. This is because government alone does not have enough critical mass to successfully implement all its development interventions. In addition, other intergovernmental forums in place to oversee the implementation of PGDSs are not functioning as envisaged so that they can be co-opted in the partnerships and collaborations to ensure that the PGDSs is successfully implemented.

5.10 Conclusion

It has been noted during the analysis of data that the Office of the Premier in the province of Limpopo has a critical role in the development of the province as it is supposed to provide necessary leadership and bring all key stakeholders together in order to achieve the developmental goals of the province. The development of the Provincial Integrated Planning

Framework (PIPF), as adopted together with the LDP in 2015, is a step towards ensuring integration of various institutions across spheres of government. The PIPF is intended to bring all provincial institutions towards a having a shared vision for the development of the province through the effective implementation of the priorities of the PGDSs.

The Provincial Delivery Collaboration Model that is part of the PIPF is another mechanism towards integrating efforts of various policy actors in a policy network in the implementation of the PGDSs. The model focuses its attention on outcomes implementation as outlined in the Outcomes Approach of the DPME. It calls that planning should be based on the outcomes as reflected in the MTSF 2014-2019 and the LDP 2014-2019 through the development of Service Delivery Agreements (SDAs) between the Premier and Members of the Executive Council (MECs) to ensure that there is accountability. The model is still to be implemented by the provincial government. The development of SDAs will also accelerate the implementation of the Provincial Delivery Collaboration Model of the PIPF.

In the analysis, the significant role of the EXCO Cluster system has been recognised as one of the critical success factors toward the achievement of integration and collaboration in planning and implementation. However, what is required from all role players, provincial departments, municipalities and other stakeholders in and outside government is the will to cooperate and collaborate.

The PDPF is also another critical structure that is able to bring planners from the provincial government and municipalities under one roof to enable them to align their plans towards effective implementation and realisation of the priorities of the PGDSs. The intergovernmental forums at the provincial and district municipalities should operate and function as per the prescripts of their founding legislation in order accelerate integration and collaboration across spheres of government.

In the implementation of the PGDSs, it has been noted that, the role of the private sector, civil society and traditional leaders cannot be undermined as this might adversely affect the realisation of the goals of the PGDSs as they are able to bring a variety of resources.

Chapter 6 focuses primarily on conclusions and recommendations of the study.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

This study sought to evaluate the institutional arrangements of the implementation of the Provincial Growth and Development Strategies (PGDSs) in Limpopo Province. In so doing, it also sought to achieve the following four objectives, namely, to find out whether the current institutional arrangements, as well as policy networks, that are associated with the implementation of the Provincial Growth & Development Strategies (PGDSs) of Limpopo Province are contributing positively towards the achievement of the goals and targets of the PGDSs; to determine what the strengths, deficiencies and inadequacies are in the current institutional arrangements, as well as policy networks, that are in place for the implementation of the Provincial Growth & Development Strategies (PGDSs) of Limpopo Province; to find out if the institutional arrangements are relevant, effective, sustainable and cooperative towards the achievement of the objectives of the PGDS; and to investigate and make recommendations with regard to ideal institutional arrangements and policy networks for the implementation of the PGDS.

On the basis of the research findings that were reported in chapter 5, the following conclusions and recommendations of the study can be made:

6.2 Conclusions

It has been clarified and confirmed through the data collection and analysis of findings of the study that adequate, effective and well-coordinated institutional arrangements, which could also be seen as operational frameworks of the PGDSs are catalysts towards the successful implementation of the PGDS programmes and projects. This is in the context that institutional collaboration and cooperation in policy studies is a process in which organisations exchange information, share resources, and enhance each other's capacity for mutual benefit and a common purpose by sharing risks and responsibilities (O'Flynn, 2009, p. 114) The inclusion of multiple stakeholders should lead to collaboration and cooperation in addressing or resolving complex social problems and/or implementing government-initiated development and service delivery interventions.

The findings of the study confirmed the proposition of the institutional and network theories that government cannot work in silos. Collaboration and cooperation are central in the public dialogue as these phenomena provide the means for government to solve complex, inter-agency and inter-jurisdictional challenges. However, the role of each player in the institutional arrangements of the implementation of the PGDSs should be clearly and adequately articulated and defined to ensure that there will be effective and efficient implementation processes of programmes, projects and other developmental and service delivery interventions.

Structures that are earmarked for integration are available and they seem to be adequate and relevant. What seems to be lacking is the will to cooperate and collaborate towards effective integration, especially at the implementation level. This study also concludes that in order to successfully implement a strategy or plan in a space where there are various policy actors with diverse interests and mandates, it is critical to arrive at the adoption of a shared vision of development, commitment to the purpose, sharing of required information and resources, constant communication amongst role players, and availing of required leadership across spheres of governance.

The PIPF has been developed and adopted, but it is not being optimally implemented to ensure that government achieves real integration. For instance, the Provincial Delivery Collaboration Model that is part of the PIPF is not as yet implemented in full. Government seems to be 'preaching' integration in planning and implementation through various structures and institutions of government that are in place, but these institutions appear not to be 'living' or practicing integration in its true sense. The silo mentality triumphs across all sectors and institutions of government. As a result, government should come up with instruments that will enforce integration amongst government institutions and across spheres of government, which may be in the form of a white paper and legislation.

6.3 Recommendations

Based on the research, this study's recommendations for establishing appropriate and functional institutional arrangements, both at the provincial and local spheres of government, towards the successful implementation of the PGDSs in Limpopo Province are as follows:

6.3.1 Effective and focused implementation of Provincial Integrated Planning Framework (PIPF):

In order to ensure that the PGDSs are implemented in partnership with all key stakeholders, in and outside of government, the provincial government has developed a PIPF in order enhance the monitoring of the implementation of the PGDSs by all relevant stakeholders and partners. The PIPF provides mechanisms for integrated planning, coordinated implementation and monitoring and evaluation of government programmes. In addition it also outlines the roles and responsibilities of the stakeholders in the implementation process. Therefore, there is a need to ensure that the outcomes and resolutions of various implementing provincial institutions, agencies and stakeholders that are geared towards integrated planning and implementation of the PGDSs as identified in the Provincial Integrated Planning Framework are shared amongst these stakeholders/institutions so that a shared vision towards the implementation of the PGDSs is adopted. This should be done in order to avoid duplication of efforts to ensure that there is integration towards the realisation of the goal of integrated planning and implementation of government policy across spheres of government.

6.3.2 Implementation of the Provincial Delivery Collaboration Model and development of the Service Delivery Agreements (SDAs):

In order to realise integration in the implementation of national outcomes, priorities of the PGDSs and other provincial strategic service delivery interventions in the province, the Office of the Premier should fast-track the implementation of the Provincial Delivery Collaboration Model as outlined in the PIPF in order to ensure that that all institutions across the spheres of government are committed to the implementation of the PGDSs in Limpopo Province.

There is also a need for the development and implementation of Service Delivery Agreements (SDAs) with regard to the implementation of Provincial Priorities and MTSF National Outcomes between the Premier and Members of the Executive Council (MECs) in order to

ensure that they are held accountable for the implementation of the targets of the PGDS. These Service Delivery Agreements should be collective agreements that involve all spheres of Government and a range of key partners, even outside Government, in order to create an effective and accountable policy network. Thus, producing effective SDAs will require a structured and systematic approach. Therefore, in order to produce Delivery Agreements all key partners for an outcome need to be brought together to agree on key activities, their roles and required contributions. However, efforts should be made that those Delivery Agreements are aligned to the provincial and national priorities as outlined in the PGDSs, Medium Term Strategic Framework (MTSF) National Outcomes and National Development Plan (NDP). In order to ensure that there is an effective set of institutional arrangements, the key partners and government institutions/structures should work in collaboration to deliver on a particular outcome towards a shared vision and in the quest for the implementation of the priorities of the PGDSs in Limpopo Province.

6.3.3 Establishment of the Implementation Forums in outcome approach:

There is a need to establish implementation forums to focus on specific outcomes or clusters of outcomes to be consolidated in the aforementioned Service Delivery Agreements (SDA) as required by the Outcomes Approach document (DPME, 2010). The current arrangement of EXCO cluster committees do not allow stakeholders or policy actors and implementers to have a focused approach to specific outcomes and their sub-outcomes. The implementation forums for a specific cluster should bring together all stakeholders and institutions that are relevant to implementation of a particular outcome or cluster of outcomes in order to ensure that there is alignment of efforts towards integration in the institutional arrangements.

6.3.4 Defining the role and (expected) contribution of the Private Sector:

The private sector's role, especially at growth points areas of Limpopo where there is growth in populations due to substantial levels of industrialisation and other economic activities, should be explicitly defined in the PGDSs' Implementation Plans so that the contribution of this sector (e.g. by mining houses, farmers, etc.) is clearly articulated as a broader part of corporate social investments (CSIs). In the current institutional arrangements, the private sector seems to play ceremonial advisory role to the Premier and EXCO through the Technical

Working Groups (TWGs) of the Premier Employment Growth & Development Council (PEGAC). There is a need to create an enabling environment for public-private-partnerships (PPPs) especially in the implementation of some catalytic projects of the PGDSs. The provincial government should acknowledge the private sector is the catalyst for growth and development and wealth creation, and as result has an important role in contributing in the implementation of the PGDSs.

6.3.5 Formalisation of PGDSs district consultative forums with wider stakeholders:

PGDSs district consultative forums that are convened during development of the PGDS/LDP should not only be *ad-hoc* structures during the development phase. They should be formalised and included in the Provincial Integrated Planning Framework (PIPF). That is, they should be utilised as broader consultative platforms and one of the monitoring mechanisms where all stakeholders and partners are briefed on progress made on the implementation the PGDS during the half-yearly, annual and mid-term reporting of the PGDSs/LDP. In these forums, these stakeholders and key partners should be encouraged to commit their resources, skills and expertise because government cannot do everything alone. The contributions of social partners is of critical importance in ensuring that integration take place in the implementation of PGDSs by all relevant institutions in a particular policy network.

6.3.6 Strengthening the relationship and collaboration between Planning and M&E functions:

The relationship between planning and M&E functions should be strengthened across spheres of government (i.e. Office of the Premier, provincial departments and municipalities) to ensure that future planning and programming is evidence-based. The planning and M&E activities of various organs of state should be aligned and integrated to ensure that the priorities of the PGDSs are incorporated to find expression in planning instruments across spheres of government to ensure that the priorities of the PGDSs are implemented.

6.3.7 PEGAC and its Technical Working Groups (TWGs):

The structuring and naming of the PEGAC and its technical working groups (TWGs) should be reviewed to enable them to be inclusive and responsive to the priorities of PGDSs, MTSF

National outcomes and the National Development Plan (NDP). In their current form, the function and roles of the TWGs might be restricted.

6.3.8 Planning for the implementation of the PGDSs:

Additional dedicated efforts should be made by the Planning Branch of the Office of the Premier to ensure that priorities of the PGDS find expression in the Strategic Plans and Annual Performance Plans (APPs) of provincial departments, as well as Integrated Developments Plans (IDPs) of municipalities. Provincial departments and municipalities service delivery plans should be integrated to ensure that the commitments and targets of the PGDSs are implemented effectively and are making the desired impact at local level. Therefore, the alignment and integration of the activities of these critical government institutions is important for the realisation of the objectives of the PGDSs. OTP should ensure that departmental programmes and projects to be implemented in municipalities also find expression in municipal IDPs. In addition, the role and contribution of national departments, especially those that have offices in the province, should be explicitly incorporated in the PGDSs' Implementation Plans in order to ensure that their contributions are geared towards the implementation of the PGDSs.

Programmes of action (POAs) of EXCO cluster committees should be developed and re-aligned in a way that fosters integration and collaboration amongst various departments and other policy actors. Programmes and projects in PGDS should also be conceptualised, developed and implemented in a way that calls for cooperation amongst members of a particular cluster committee as silo mentality is defeating the ultimate objective of integration.

6.3.9 Budgeting of the PGDS be done in line with provincial priorities:

In order to ensure that the priorities and outcomes of the PGDSs have adequate financial resources for implementation, budgeting should be done by a high-level by the Budget Committee – a sub-committee of EXCO. At this level budgeting should be done per provincial priority and national outcomes to ensure that those priorities are adequately and appropriately budgeted for. Thereafter, funds can be distributed to departments that are responsible for implementation of specific priorities and outcomes as a collective to ensure integration of the utilisation of resources allocated to specific strategic priorities, programmes and outcomes.

In the current set up, where budgeting for specific priorities is left to Departments, some of the priorities of the PGDSs are not adequately funded, and as a result, their targets are not met.

6.3.10 Inter-municipality intergovernmental forums:

Inter-municipality intergovernmental forums should be established, as and when necessary, to enable cross-learning from municipalities that are best performers in terms of the key areas of municipal performance. The IGRF Act of 2005 gives provisions for such structures to be established. This can be within a district, across the province and with municipalities in other provinces. In so doing Memoranda of Cooperation should be signed to guide the functioning of those relationships.

6.3.11 Capacitation of Monitoring & Evaluation Regime:

The Monitoring and Evaluation regime of the PGDSs should be provided with the necessary capacity across spheres of government. Monitoring of the implementation of the PGDSs should be guided by and be in accordance with the Provincial Monitoring and Evaluation (M&E) Framework (Limpopo Provincial Government, 2011). Sector cluster POAs should also be developed in alignment with PGDSs priorities. The M&E Framework requires the Office of the Premier to develop a 5-Year Strategic M&E Plan aligned to the PGDS/LDP and annual M&E Plans aligned to the cluster committees' annual programmes of action (POAs) The provincial government institutions should, therefore, align their sub-outcomes and indicators with those of the PGDSs and their Implementation Plans (IPs). On quarterly basis, the Provincial M&E Unit, together with the cluster coordinators, will be expected to provide progress reports on the actual outputs and outcomes of the implementation of the Cluster POAs M&E plans, and reports will be shared widely using different methods and platforms to stakeholders. During the mid-term of the electoral cycle, an implementation evaluation of the implementation of the priorities of the PGDSs should be done to enable the provincial government and interested parties to measure or ascertain if the province is moving or on course towards the achievement of targets set.

The provincial government, together with the Department of Cooperative Governance and Traditional Affairs (COGHSTA), should also assist in strengthening M&E capacity for both district and local municipal levels of government.

6.3.12 Strengthening the provincial risk management forum of the implementation PGDSs:

The Provincial Risk Management Forum that comprises of risk managers of all Departments under the chairpersonship of the Provincial Treasury should be adequately capacitated and trained to enable it to identify and mitigate the risks that are likely to emerge in the implementation of the PGDS. It should further identify risks that are hindering or likely to hinder the implementation of the priorities of the PGDS.

6.3.13 Participation of the institution traditional leadership in the implementation of the PGDS and other developmental initiatives in their areas of jurisdiction:

As the provision of the Traditional Leadership and Governance Framework Amendment (TLGF) Act, 2003 (Act No. 41 of 2003) outlines an important role of institution of traditional leadership on matters of governance and development as it was also confirmed during the interviews with traditional officials from the Limpopo provincial House of traditional leaders. , it should be given the necessary recognition in terms of participation in the developmental programmes and projects in their localities in order to ensure successful implementation of the PGDSs. Therefore, there is need for the provincial government, together with national government, to find ways to improve the participation of the institution of traditional leadership in the governance structures across all spheres of government so that they can play a meaningful role in the planning and implementation processes of government, and ultimately to the development of their communities, through strategies such as the PGDSs and other government initiatives.

The role of traditional leaders should also be clarified within the intergovernmental relations structures from the provincial, district and local levels as they are one of the key partners in development issues in the local sphere because vast of the land where development is envisaged to take place belong to the institution of traditional leaders. If this stakeholder is ignored during the planning and implementation of development interventions such as the PGDS/LDP, such development might be delayed, if not halted, if there are no adequate engagements with the institution of traditional leadership.

6.3.14 Provincial planning legislative framework:

Unlike the local government that has legislation on planning – the Municipal Systems Act, 2000 (Act No. 32 of 2000) – that prescribed how planning should be done at a municipal level, the provincial administration does not have similar legislation to guide the government planning processes. As a result there is need for the province, in consultation with national government (DPME) to explore the possibility of developing provincial planning legislation so that departments are able to comply with the legislative prescripts and be held accountable for non-compliance. Such legislation should also enforce integration in planning and implementation across government institutions and spheres of governance.

6.3.15 Strengthening the functioning of the intergovernmental forums

The functioning of the intergovernmental forums that have been established through the IGRF Act, 2005 (Act No.13 of 2005) and other policy prescripts should be strengthened to ensure that the issue of integration in planning and implementation across spheres of government is realised. Currently both PIGF and DIGFs in Limpopo Province are not operating as envisaged due to various factors, including postponements of scheduled meetings, meeting not having required quorum, non-attendance of key members, including chairpersons, lack of commitment to implement resolutions of meetings, lack of shared vision amongst members, etc.

6.4 Conclusion

In summary, in chapter 1 on the introduction and orientation of the study, the researcher outlined the background to the study. The researcher also presented the problem statement and the primary and secondary research questions. They were followed by a description of the research design that included a brief outline of the research methodology used in study. A discussion on the delimitations of the study was also presented. The chapter further outlined the ethical issues that were considered during the data collection phase.

In chapter 2 the researcher presented a review of literature and the theoretical framework that formed the basis of the study. The literature consulted emphasised many aspects relating to the concept of institutional arrangements with regard to the implementation of public policy.

The notion of growth and development was also explained as it is the main rationale for the development and implementation of the PGDSs in Limpopo province. The issues of growth and development are also part of the instruments that government is employing in order to counter the triple challenges of poverty, unemployment and inequality in South African society. The review of the theoretical framework on institutional theory, network theory, policy networks and collaborative governance provides the foundation of the study, demonstrating the importance of these theories with regard to establishing effective policy networks and institutional frameworks for policy development and implementation.

In chapter 3, the researcher presented the detailed research design and methodology used in the study. It was indicated that the study would use the qualitative approach method in its quest to answer the research questions. Qualitative data was collected by means of semi-structured interviews, the review and analysis of documents from institutions covered in the study, and to a reasonable extent through direct observation.

In the presentation of data in chapter 4, it was indicated that the general view of the respondents is that the provincial government and municipalities have adequate institutional arrangements to implement the priorities of the Provincial Growth and Development Strategies (PGDSs). It was established and confirmed during the data that having appropriate and effective institutional arrangements is one of the key success factors to implement the PGDSs successfully. The chapter also indicated that since municipalities are at the coal-face of service delivery, that is, where delivery of services should be manifested, their Integrated Development Plans (IDPs) and Local Economic Development (LED) strategies are important delivery planning instruments for the realisation of the objectives of the PGDSs.

In the data analysis and interpretation of findings in chapter 5, it was highlighted that the Office of the Premier has a critical role in the development of the province as it is supposed to provide necessary leadership and bring all key stakeholders together to achieve the developmental goals of the province. The chapter also indicated that full implementation of the Provincial Delivery Collaboration Model that is part of the Provincial Integrated Planning Framework (PIPF) is another critical success factor towards integrating efforts of various policy actors in a policy network in the implementation of the PGDSs. It was furthermore indicated that the development of provincial Service Delivery Agreements (SDAs) will accelerate the implementation of the Provincial Delivery Collaboration Model.

In chapter 5, the significant role of the EXCO cluster system and intergovernmental forums has been recognised as one of the critical success factors towards the realisation of integration and collaboration in planning and implementation. However, what is required from all role players, provincial departments, municipalities and other stakeholders in and outside government is the will to cooperate and collaborate. In addition, it has been noted that the role of the private sector, civil society and traditional leaders cannot be undermined as this might negatively affect the realisation of the goals of the PGDSs.

Chapter 6 presented the conclusions and recommendations of the study based on the key findings as guided by problem statement and research problem, purpose statement, research objectives and research questions. The recommendations are meant to assist and contribute in strengthening the institutional arrangements towards the realisation of the objectives and priorities PGDSs.

REFERENCES

Babbie, E. R. & Mouton, J. (2001). *The Practice of Social Research*. 8th ed. Cape Town: Oxford University Press.

Badenhorst, C. (2008). *Dissertation Writing: A Research Journey*. Pretoria: Van Schaik.

Bailey, K. D. (1982). *Methods of Social Research*. New York: The Free Press.

Bamberger, M. (2002). *Institutionalising impact evaluation within the framework of a monitoring and evaluation system*. Independent Evaluation Group. Washington DC: The World Bank.

Bless, C. & Higson-Smith, C. (1995). *Social Research Methods: An African Perspective*. Cape Town: Juta & Co.

Börzel, T. A. (1998). 'Organizing Babylon – On the different conceptions of policy networks'. *Public Administration*, 76 (2), pp. 253-273.

Bryman, A., Bell, E., Hirschsohn, P., Dos Santos, A., Du Toit, J., Masenge, A., Van Aardt, I. and Wagner, C. (2011). *Research Methodology: Business and Management Contexts*. Cape Town: Oxford University Press.

Cohen, C., Orza, M. & Patel, D. (2008). *Design considerations for evaluating the impact of PEPFAR.* Washington, D.C.: The National Academic Press.

Creswell, J. W. (1994). *Research Design: Qualitative and Quantitative Approaches*. London: SAGE Publications.

De Coning, C., Cloete, F. & Wissink, H. (2012). Institutionalisation of Public Policy Management. In F. Cloete & C. de Coning (Eds.) *Improving Public Policy: Theory, practice and results*. (3rd ed.), pp. 260–261. Pretoria: Van Schaik.

Department of Planning, Monitoring & Evaluation (DPME). (2010). *Guide to the Outcomes Approach*. Pretoria: DPME.

Donald, R. C. & Schindler, P. S. (2008). *Business Research Methods*. 10th ed. New York: McGraw-Hill/Irwin.

Dutta, D. (2014). Convergence of Structuralism and Institutionalism in Development Economics and Studies. In D. Dutta (Ed.), *Inclusive Growth and Development in the 21st Century: A Structural and Institutional Analysis of China and India,* Vol. 9, pp. 26-27. London: World Scientific Publishing Co.

Dye, T. R. (2002). *Understanding Public Policy* (10th ed). New Jersey: Prentice Hall.

Ellis, F. & Biggs, S. (2001). *Evolving Themes in Rural Development 1950s-2000s. Development Policy Review*, 19 (4), pp. 437-448.

Grindle, M. & Thomas, J. (1991). *Policy Choices and Policy Change: The Political Economy of Reform in Developing Countries*. London: John Hopkins University Press.

Howlett, M. & Ramesh, M. (2003). *Studying Public Policy: Policy cycles and policy subsystems*. (2nd ed). Ontario: Oxford University Press.

John, P. (2003). 'Is there life after policy streams, advocacy coalitions, and punctuations: using voluntary to explain policy change?' *The Policy Studies Journal*, 31:, pp. 481-498, in L. Budd, J. Charlsworth & R. Paton (Eds.) (2006). *Making Policy Happen*, London: Routledge.

Kraft, M. E. & Furlong, S. R. (2004). *Public Policy: Politics, Analysis and Alternatives*. Washington D.C.: CQ Press.

Kenis, P. & Schneider, V. (1993). *Policy Networks and Policy Analysis: scrutinizing a new tools box*, in *Policy Networks*, Marin, M. & Mayntz, M. E (Eds.). Campus Verlag: Westview Press.

Khan, K. (2003). *Strengthening of Monitoring and Evaluation System*. Pakistan Poverty Alleviation Fund, Islamabad.

King, L. A. (2003). Deliberation, legitimacy and multilateral democracy. *Governance*, 16 (1), pp. 23-50.

Kumssa, A. & Mbeche, I. M. (2004). 'The role institutions in the development process of African countries'. *International Journal of Social Economics*, 31 (9), pp. 840-854.

Kusek, J. Z. & Rist, C. R. (2004). *Ten Steps to a Results-Based Monitoring and Evaluation System*. Washington: The World Bank.

Lee, T. W. (1999). *Using Qualitative Methods in Organisational Research*. London: Sage.

Leedy, P. D. & Ormrod, J. E. 2005 (8th edition). *Practical research: Planning and Design*. Upper Saddle River, N. J.: Pearson Education, Inc.

Limpopo Provincial Government (No date*). Executive Council (EXCO) Manual*: Limpopo Provincial Administration. Polokwane: Office of the Premier.

Limpopo Provincial Government (2015). *Limpopo Development Plan (LDP) 2014-2019*. Polokwane: Office of the Premier.

Limpopo Provincial Government (2010). *Limpopo Employment Growth & Development Plan (LEGDP) 2010-2014*. Polokwane: Office of the Premier.

Limpopo Provincial Government. (2014). *Limpopo 20 Year Review: 1994-2014*. Polokwane: Office of the Premier.

Limpopo Provincial Government (2004). *Provincial Growth & Development Strategy (PGDS) 2004-2009*. Polokwane: Office of the Premier.

Limpopo Provincial Government (2015). *Limpopo Provincial Integrated Planning Framework.* Polokwane: Office of the Premier. (Unpublished document)

Limpopo Provincial Government (2011). *Provincial Monitoring & Evaluation Framework*. Polokwane: Office of the Premier.

Limpopo Provincial Government (2015*). Terms of Reference of the Premier Employment Growth & Development Council (PEGAC).* Polokwane: Office of the Premier. (Unpublished document.)

Lyall, C. & Tait, J. (Eds.) (2005). *New modes of governance: developing an integrated policy approach to science*. Burlington: Ashgate.

Mathekga, A. (2012). *Towards widening access to under-represented groups in biological sciences: A case study of the University of Pretoria*. (Unpublished doctoral thesis). Pretoria: University Of Pretoria.

Mazmanian, D. A. & Sabatier, P. A. (1989). *Implementation and Public Policy with a New Postscript*. New York: University Press of America.

Organisation of Economic Cooperation and Development (OECD) (1991). *The DAC Principles for the Evaluation of Development Assistance*. Paris: OECD.

National Treasury. (2010). *Framework for Strategic Plans and Annual Performance Plans*. Pretoria: National Treasury

National Treasury. (2007). *Framework for programme performance information*. Pretoria: National Treasury.

Neuman, W. L. (2011). *Social Research Methods: Qualitative and Quantitative Approaches* (6th ed.). Boston: Allyn & Bacon.

O'Flynn, J. (2009). The Cult of Collaboration in Public Policy. *Australian Journal of Public Administration*, 68 (1), pp. 112-116.

O'Flynn, J. & Wanna, J. (2008). *Collaborative Governance: A new era of public policy in Australia*? Canberra: Australian National University Press.

Republic of South Africa (1996). *Constitution of the Republic of South Africa Act No. 108* (1996).

Republic of South Africa. (2005, August 15). Intergovernmental Relations Framework Act, No.13 of 2005). Pretoria. (*Government Gazette*, Vol. 482, No. 13).

Republic of South Africa. (2000, November 20). Local Government: Municipal Systems Act, No. 32 of 2000). Pretoria. *Government Gazette*, Vol. 425, No. 21776.

Republic of South Africa. (1998, December 18). Local Government: Municipal Structures Act, No. 117 of 1998. Pretoria. (*Government Gazette*, Vol. 402, No. 19614).

Republic of South Africa. (2003 December 19).Traditional Leadership and Governance Framework Amendment (TLGF) Act, No. 41 of 2003. Pretoria. (*Government Gazette*, Vol. 462, No. 25855).

Rhodes, R. A. W. and Marsh, D. (1992) "New directions in the study of policy networks". *European Journal of Political Research*. Vol. 21: pp.181-205.

Stoker, J. (2002). 'Governance as theory: five propositions'. *International Social Science Journal*, 50 (155), pp.17-28.

Terre-Blanche, M., Durrheim, K. & Kelly, K. (2006). First Steps in Data Analysis. In M. Terre-Blanche, K. Durrheim & D. Painter,(Eds). *Research in Practice: Applied Methods for Social Science*, pp. 321-344. Cape Town: University of Cape Town.

The Presidency (RSA) (2014). *Medium Term Strategic Framework 2014-2019*. Pretoria: Department of Planning, Monitoring & Evaluation.

The Presidency (RSA) (2012). National Development Plan (NDP): Vision 2030. Pretoria: Department of Planning, Monitoring & Evaluation.

Wholey, J. S. (1999). Performance-Based Management: Responding to Challenges. *Public Productivity and Management Review,* 22 (3), pp. 288-307.

World Bank (2000). *World Development Report 2000: Entering the 21st Century*, New York: Oxford University Press.

World Bank Group. (2003). *Reaching the Rural Poor A Renewed Strategy for Rural Development*. Washington DC.

APPENDIX A: INTERVIEW SCHEDULE

1. Generic questions on institutional arrangements of the PGDS/LDP

The following generic questions will be addressed to these stakeholders:

1.1 Provincial Government – Office of the Premier, Departments and provincial state-owned enterprises (SOEs)

a) What are the institutional arrangements that are in place, including policy networks, for the implementation of the Provincial Growth & Development Strategies (PGDSs), at the provincial sphere?
b) Amongst these institutions who are the primary actors/ institutions within and outside government?
c) What are their roles and contributions of these networks and/or forums?
d) In those networks, what is the envisaged role of the private sector and civil society institutions?
e) Do you have a provincial coordinator of the implementation of the PGDS? What is his/her role? And how he/she relates with the departmental & municipal planners with regard to the implementation of the PGDS priorities? Do you think the coordinator is playing his/her or her role as envisaged?
f) What are other institutional mechanisms that are being put in place by the Office of the Premier to support provincial Departments in ensuring that the key priorities and elements of the PGDS/LDP are prioritised in the Strategic Plans & Annual Performance Plans (APPs) of Departments?
g) Are there other intergovernmental forums in place to oversee the implementation of PGDS/LDP? If in place, how effective are these forums in terms of influencing implementation processes?

1.2 Municipalities (District / Local)

a) What are the institutional arrangements, including policy networks, for the implementation of the Provincial Growth & Development Strategies (PGDSs), at your locality?
b) Amongst these institutions who are the primary actors/ institutions within and outside government?

c) What are the implementation networks and/or forums that are in place? How effective & efficient are these forums?
d) Are the policy networks and/or forums functioning as envisaged? If No, what are the main challenges impeding their functionality?
e) What are their roles and contributions of these networks and/or forums?
f) In those networks, what is the role of the private sector and civil society institutions?
g) Is there a local municipal (e.g. district) Coordinator of the implementation of the PGDS priorities? And how he/she relates with the provincial coordinator at a provincial level?
h) What is the role of the district and local municipalities in implementing the key pillars of the PGDS?
i) Is the District/local development strategy (e.g. IDP) incorporating the elements of the pillars or priorities of the PGDSs? If not what is the Municipalities using as its guiding policy document in the development of the IDPs?
j) Do you have a district/local steering committee & planning forum to oversee the implementation of the PGDS? How does it relate to similar existing forums at the provincial government levels?
k) What is the role of civil society and beneficiaries in the implementation of the Provincial Growth & Development Strategies (PGDSs)?
l) What do you think are the key institutional arrangements deficiencies that are hindering the successful implementation of the priorities and programmes PGDS?

1.3 Traditional Leadership

a) How are traditional leadership authorities co-opted in the networks for implementation of the PGDS?
b) What is the role of traditional leaders in the implementation of the PGDS programmes / projects?
c) As traditional leadership, are you part of the provincial and district/local steering committees / forums?

1.4 Private Sector and Civil Society

a) What is the role of private sector, civil society and beneficiaries in the implementation of the Provincial Growth & Development Strategies (PGDSs)?
b) Is the government providing with the opportunity to participate and contribute in the implementation of the PGDSs? If so, are there formal relationships or networks that define your participation and contribution required?
c) Do you as participate in the provincial and local (district or municipal) forums/structures for the implementation of the PGDS?
d) At what point are you briefed about the PGDSs by government? Is it at the development stage, or only during implementation? Or you are not being briefed at all?
e) What do think are the key institutional arrangements deficiencies that are hindering the successful implementation of the priorities and programmes PGDS?

2. Questions on the functionality of institutional arrangements

In order to measure the functionality of institutional arrangements of the PGDSs, the following Evaluating Development Assistance of the OECD DAC adapted four criteria will be used, that is: relevance, effectiveness, sustainability, and partnerships and cooperation.

2.1. Relevance

a) To what extent are the institutional arrangements relevant and appropriate for the successful implementation of the PGDSs?
b) Are the operational mechanisms of the institutional arrangements consistent with the overall goal and the attainment of the objectives of the PGDSs?
c) Are the institutional arrangements consistent with the achievement of intended impacts and effects of the PGDSs?

2.2. Effectiveness

a) To what extent are the existing institutional arrangements leading towards achievement of the objectives of the PGDSs?
b) What are the major factors within the existing institutional arrangements that are influencing or are likely to influence the achievement or non-achievement of the objectives of the PGDSs?

c) Are the policy networks and/or forums functioning as envisaged? If no, what are the main challenges impeding their functionality/effectiveness?

a) Are these forums have the capacity and capability to influence implementation & decision-making processes? Are they effective in the execution of their responsibilities?

2.3. Sustainability

a) To what extent will the existing institutional arrangements be likely to continue to exist or operate in order to sustain the benefits/gains and achievements of the PGDSs?

b) What are the major factors which will influence the sustainability of the institutional arrangements of the PGDSs?

c) What are measures that should be put in place to ensure that institutional arrangements of the PGDSs continue to operate and function during and post the implementation of the programmes in order to sustain the benefits accrued?

2.4. Partnerships and cooperation

a) What are the implementation networks and/or forums that are in place for the implementation of the PGDS/LDP?

b) Are there provincial, District and local Steering Committees or PGDS/LDPs Forums in place? If in place, are they cooperating and collaborating for the realisation of the priorities of the PGDS/LDP? How does similar forums across spheres of governments relate in the PGDS/LDP implementation processes?

c) Are there other intergovernmental implementation forums in place to oversee the implementation of PGDS/LDP? If in place, how effective are these forums in terms of influencing implementation processes?

d) To what extent to which partnerships have been sought and established, and synergies have been created?

e) How effective or successful is coordination of partners and stakeholders (government, private sector, civil society, etc).

f) Are the partnerships' responsibilities fully and effectively discharged being discharged as envisaged?

g) Are the partnerships' inputs provided/submitted in a timely manner are of quality and able to influence decisions on the implementation of the PGDS/LDP?