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Integrated development plans and their effect on local economic development: A case study of Mpumalanga

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2003/4-MOPANI DISTRICT MUNICIPALITY INTEGRATED DEVELOPMENT PLAN

Prepared and adopted by the Mopani District Council in July 2004 on behalf of the people of this district

This IDP is not a plan listing a set of static plans and programmes – dreams and wishes that may never be realised! It is a call to action – spelling out what needs to be done and who will do it! Join us in the journey of development!

FOREWORD

During the 2001/2002 Financial Year the Mopani District Municipality produced a five-year Integrated Development Plan (IDP) to guide development in the district. This plan is applicable at least for the tenure of the existing elected Council of the municipality and is subject to annual monitoring and review.

The Mopani District Municipality presents its reviewed IDP to guide development during the 2004/2005 Financial Year. As a blueprint for development, the IDP informs the municipal budget, infrastructure investment and human resource deployment to ensure sustainable development in the municipal area. As the district Council, we use the IDP as a tool to eradicate the developmental legacy of the past through the restructuring of our municipality, promotion of social equality, creation of wealth and fighting poverty, and enabling inter and intra-governmental co-operation.

The IDP process has enabled the district authority to appraise the current situation in the district municipal area, assess the community and stakeholder needs, establish public participation in development, prioritise the needs, implement programmes to achieve objectives and measure its performance. The key developmental challenges that we are faced with as the district are, among others, service backlogs, institutional under-development, racial and spatial disintegration, lack of socio-economic development, inadequate and decaying infrastructure, incapacitated local leadership and financial stress to meet all the developmental needs of the municipality.

The value of integrated development planning lies in the formulation of focused plans, based on developmental priorities. This will ensure that we spend the limited Council resources on the key developmental priorities of the district community. The IDP also does not only serve as a delivery tool, but it also promotes intergovernmental relations. As the Mopani District Council, we commend all persons and institutions that participated in the 2003/2004 review of the Integrated Development Plan (IDP) of the Mopani District Municipality. To us, the review of the IDP has become a mission possible and now the challenge lies in its interpretation and implementation.

M.H. Mokgobi
Executive Mayor

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1: WHY THIS PLAN?

In this section we provide a brief overview of where the IDP comes from, what was intended and achieved with this IDP, what it seeks to achieve and where further work is required.

The Promise: Encapsulated in the election victory of 1994 was the promise of a better life for all. Together government and the people would attack the ills of decades of racism, greed and planned exclusion. Our target was clear: Jointly we would end the deprivation of our communities, the isolation of our villages, the lack of basic services and the inability and unwillingness of institutions of state to assist our people to grow and flourish.

The Challenge: Lack of physical, human and financial resources, and the need to ensure that the better life once achieved, was sustainable, meant that we would need to carefully and rigorously plan what we would do, when we would do it, where we would do it, who would do it and how we would monitor the developmental impacts of what we did. This in turn meant that the various spheres and sectors of government would have to coordinate and integrate their actions.

The Developmental Model: In terms of the developmental model of the state as set out in the 1996-Constitution, municipalities would play a key part in the development planning and implementation process: As the closest arm of government to the people these institutions were best placed to record and respond to the needs of communities. Through the preparation of strategic development plans in collaboration with communities and the two other spheres of government these needs would be addressed and the living conditions of the people improved. And, in the spirit of cooperative government these plans, called Integrated Development Plans (IDPs) that were to be prepared every five years and annually reviewed, would provide information to the provincial and national spheres to guide their plans and actions. Finally this model also entailed that while some of the desired actions in these IDPs would be financed and implemented by municipalities, the two other spheres would also contribute what they could. This could entail (1) the provision of funding or (2) making provision for the required actions in their plans.

The District Municipality IDP: The District Municipality IDP is a crucial component in the national and local developmental endeavour. It provides a framework derived from national priorities and directives and provincial objectives in which the local municipalities can prepare IDPs that complement each other and collectively improve the lives of all those that live in a particular district. In addition to this framework, it also incorporates strategies to address issues of district-wide significance.

This IDP: The 2004-Mopani District Municipality, the second review of the 2002-IDP, is located squarely in this developmental ethos – it is a progressive, strategic roadmap, prepared with significant community and provincial and national involvement, holding up a better life for everyone that lives in the district.

While it seeks to guide (1) the district municipality, (2) the four local municipalities and (3) the provincial and national spheres of government in their actions towards achieving the developmental objectives it lists, it also endeavours to achieve the objectives of the provincial and national spheres of government. As such it spells out a shared vision for the future, determines where we are now and provides a set of strategies to bridge the gap between the two. In addition to that it provides the backdrop against which the district municipality's budget will be prepared, and its performance measured.

The Gaps: The Municipal Systems Act requires the preparation of a range of plans and frameworks. The district went to great lengths to fulfil these requirements. In a number of cases these do as yet not assist. Key amongst these outstanding documents are the Spatial Development Framework, an LED Programme, a district Integrated Transport Plan, a Waste Management Plan and a Performance Management System (PMS). Funds have been requested from DPLG, the national Department of Transport and the Development Bank of Southern Africa (DBSA) to provide financial and technical assistance to prepare these plans.

In addition to this it needs to be noted that the IDP Review was not prepared with the kind of public participation and role player involvement (local municipalities, provincial sector departments, the business sector, NGOs, CBOs, etc.) that we need.

In essence, while this IDP was prepared to be what has been termed a "Model IDP" it is not yet that. It is a move in that direction – a move that should enable the preparation of such an IDP between now and March 2005.

2: WHERE DO WE WANT TO GO AND HOW WILL WE GET THERE?

In this section we highlight where we want to go as a district in the next twenty years, what our objectives are for the next three to five years in pursuit of this vision, the strategies that will assist us in reaching these objectives and the roles and responsibilities of all the role players in this collective developmental endeavour.

Vision

The first decade of democracy has brought major advances in the form of housing, access to basic services and the provision of grants to support the young, the hungry and the elderly. We want to consolidate the achievements and continue on that route towards the "2014-vision for the creation of sustainable human settlements", as prepared by the national Departments of Housing and Provincial and Local Government (see Box 3 below), aligning ourselves with the contract of the President with the people, and the vision of the Premier of our province as set out in the 2004-Limpopo Growth and Development Strategy (see Box 2 below). In this spirit of intergovernmental collaboration we want to drastically improve the quality of life of all our people, especially those located in the remote parts of our district (see Box 1 below). This we will do by (1) speeding up the delivery of basic services, (2) taking a lead role in growing the economy in the agriculture, mining and tourism sectors in such a way that our communities benefit directly from this growth, (3) ensuring that our environment is

healthy and secure and (4) improving the efficiency of the institutions of the state. Key to this vision is to increase the disposable income of our people, which will enable them to lead more dignified lives, put their children through school and pay for the services provided by the municipalities in the district.

Box 1: The Mopani District in 2020
Our long-term vision is one of a district in which hunger and homelessness have been eradicated, our children are healthy and receiving quality education, all our citizens enjoy their constitutionally endowed basic human rights, the economy provides all our people with sustainable livelihoods and a dignified lifestyle, and the district municipality not only adds value to the lives of all our people, but also guides and steers the district on a sustainable developmental path into the future.

Objectives

This IDP seeks to achieve the following four objectives over the next three to five years:

- Objective One: To improve the quality of life and general health and well-being of our people by undertaking the provision and maintenance of basic services in a sustainable, integrated and equitable way and to the best of the ability of all five the municipalities in the district.

- Objective Two: To improve the competency levels of our people through quality education and appropriate skills development programs.

- Objective Three: To ensure that more of our people enjoy sustainable and dignified livelihoods through the support and initiation of activities that will ensure environmentally-responsible and sustainable economic growth of a kind that will reduce the level of unemployment in the district, especially that of marginalised groups such as women, youth and people with disabilities.

- Objective Four: To increase the efficiency of government through (1) proper staffing, organisational arrangements and training and (2) improving intergovernmental collaboration between the district and local municipalities and the district municipality and the provincial and national spheres of government. This entails joint prioritisation, the sharing of information and a focus on the same economic sectors and spatial points of reference (i.e. villages, towns and cities) (see Diagram 1 below).

Box 3: The 2014-vision for the creation of Sustainable Human Settlements

In the light of (1) the resilience of the apartheid space economy with its dualistic nature, deep-rooted inequalities and inefficiencies, (2) the persisting relatively low quality of the areas inhabited by the poor, (3) the lack of growth in the asset value of housing provided in terms of the subsidy programme, (4) the permanence of the infrastructure investment and housing subsidy programmes in many areas, and (5) the Millennium goals, government needs to collectively focus on the development of "Sustainable Human Settlements", which have the following characteristics:

• Sustainable human settlements are well-managed entities in which economic growth and social development are (1) in balance with the carrying capacity of the natural systems on which they depend for their existence and (2) result in sustainable development, wealth creation, poverty alleviation and equity.

• Settlements of this nature are governed by democratically elected representatives that act (1) in accordance with the precepts outlined in the Bill of Rights, (2) in terms of development agreements reached with other spheres of government, (3) in accordance with integrated development plans prepared in a participatory way, (4) with a strong commitment to the management of service and infrastructure provision and (5) on a partnership basis with civil society, including local communities and the private sector.

• The present and future inhabitants of such settlements that are located both in urban and rural areas live in a safe and a secure environment and have adequate access to (1) economic opportunities, (2) a mix of safe and secure housing and tenure types, (3) reliable and affordable basic services, (4) educational, entertainment and cultural activities and (5) health, welfare and police services.

• Land utilisation in these settlements is well planned, managed and monitored to ensure the development of compact, mixed land-use, diverse, life-enhancing environments with maximum possibilities for pedestrian movement and transit via safe and efficient public transport in cases where motorised means of movement is imperative. Specific attention is paid to ensuring that low-income housing is provided in close proximity to areas of opportunity, and for such areas to, over time, become likewise. Under these circumstances an investment in a dwelling becomes a crucial injection in the second economy, and a desirable asset that grows in value and acts as a generator and holder of wealth.

• Sustainable human settlements ensure the integration of vulnerable and marginalised groups and individuals in the economy, social fabric and physical structure of the settlement. In order to give effect to this (1) social spending and skills development is focused on previously disadvantaged groups, (2) investment by government is geared towards areas in which such groups are concentrated and

(3) the business community is levered into investing in such areas through creative use of incentives and disincentives.

Priorities

We have set the following aspects/issues captured in our objectives as our top fourteen priorities:

Priority One: Growing the economy

Priority Two:	Provision of water and sanitation services
Priority Three:	Provision of health services
Priority Four:	Provision of energy
Priority Five:	Promoting the interests of marginalised groups
Priority Six:	Provision of roads and public transport
Priority Seven:	Provision of emergency services
Priority Eight:	Disaster management
Priority Nine:	Institutional development
Priority Ten:	Provision of educational infrastructure and services
Priority Eleven:	Provision of environmental management services
Priority Twelve:	Provision of safety and security
Priority Thirteen:	Provision of housing
Priority Fourteen:	Provision of social amenities

Strategies

The district will achieve the set objectives through the following five inter-related strategies:

- Strategy One: Ensure the economic development of the district through (1) the creation of an enabling environment in support of economic growth and (2) a focus of economic infrastructure investment and spending on skills development in the district on the agriculture, forestry and tourism-clusters/sectors in the places in the district as proposed in the "Spatial Rationale" prepared in the Premier's Office. These are the places where there is the best prospect of achieving economies of scale and growing an innovation-driven economy that will increase the employment of local people.

- Strategy Two: Ensure that all the citizens of the district access the grants provided by government and that the actual provision of grants is made practically more easily accessible to all the recipients.

- Strategy Three: Align the developmental strategies and activities of the local municipalities and the projects and programmes of the various provincial and national sector departments with the developmental strategies of the district municipality. This will be done through the preparation of intergovernmental agreements on delivery, which will ensure a collective and coherent onslaught on the developmental challenges facing the district and the creation of sustainable human settlements. In addition to this the operational strategies and sector plans in the district municipality need to be aligned with the other four developmental strategies in this IDP.

- Strategy Four: Improve the quantity and quality of social and municipal services provided to our people by (1) improving the efficiency of the district and local municipalities, (2) attracting competent and dedicated

The following table sets out how the fourteen priorities are addressed by the five strategies:

Table One: Matching Strategies and Priorities

Priority	Strategy				
	Economic Development	Grants	Alignment	Social services	Democratisation
Economic growth	•		•		•
Water and sanitation	•				•
Health services	•				
Energy provision	•				•
Marginalised groups	•		•		•
Roads & public transport	•				•
Emergency services	•				
Disaster management	•				
Institutional development			•		•
Educational infrastructure	•		•		•
Environmental management			•		•
Safety and security	•		•		•
Housing	•				•
Social amenities	•				•

Development guidelines/principles

All infrastructure investment, development spending and development from the side of the private sector has to adhere to the following norms as captured in legal and policy frameworks:

- Minimal negative environmental impact;
- Rational and compact spatial development and economic clustering;
- Public transport supported;
- Holistic settlement and economic development;
- Beneficial to marginalised groups;
- Advancing the local economy and SMMEs;
- Focused on poverty alleviation and the plight of the poorest of the poor;
- Social exclusion prevented and access for all eased;
- Indigenous knowledge and cultural values strengthened;
- Community and organisational capacity built and learning shared;
- Sustainable livelihoods pursued;
- Pride taken in heritage;
- Partnerships pursued;
- Focused on achieving gender equity;
- Intergovernmental collaboration pursued;
- Cost-recovery and expansion of the tax base pursued where possible;
- Both capital and operational costs of investment considered; and

• Batho pele principles adhered to.

Roles and Responsibilities

To take forward the pursuit of the vision for this district over the short to medium term the various role players need to commit themselves to the actions set out below:

- The Mopani District Municipality shall take responsibility for the preparation of the district IDP in collaboration with all the role players, seek to bind all the role players into aligning their activities in pursuit of the objectives of the IDP and support the local municipalities in the pursuit of their basic service provision and developmental mandates.
- The four local municipalities – Greater Giyani, Greater Tzaneen, Greater Letaba and Ba-Phalaborwa – shall collaborate with each other in the preparation of their IDPs and in an iterative process align their developmental strategies with each other, as well as the objectives and strategies put forward in this IDP.
- The Premier's Office in the Limpopo Provincial Government shall ensure that the various sector departments align their strategic development plans, budgets and actions with what is proposed in the IDP and in the best interests of the province and country as a whole.
- National and provincial sector departments shall in full recognisance of the direction provided by the national legal and policy framework and the Presidential imperatives, align their strategic development plans, budgets and actions with what is proposed in the IDP and in the best interests of the province and the country. These departments shall also seek to forge intergovernmental developments agreements with the district municipality.
- Trade and Investment Limpopo (TIL) shall play a leading role in supporting, initiating and promoting economic activities and investment in the district.
- The Development Bank of Southern Africa (DBSA) shall support the local municipalities and the district municipality with loans and technical advice.
- The private sector shall participate in the planning for the district and seek to align their activities with that planned for in the district.
- The people shall participate in the planning for their district, support the calls for responsible utilisation of government services and grants –

WHERE ARE WE NOW?

In this section we provide an indication of where are we now, what the current developmental situation in the district is and highlight the challenges we face in meeting our stated objectives.

- The majority of the close to one million people that live here are struggling to survive. At least 75 to 85% do so in conditions of abject poverty and have done so since birth. This is especially true for the bulk of the people that live in rural villages. In contrast to this live in urban and semi-urban areas is generally of a decent quality.
- Many children go to bed hungry every night. Schools are in many villages the only places where there is some food provided by the School Nutrition Programme.

• Jobs are few, skills generally low and unemployment high – up 70% in some parts of the district .
• The people speak many languages, with the most prominent being Northern Sotho, Tsonga, English, Afrikaans, Venda and Portuguese – refuges form Mozambique. This diversity is a strength that needs to be harnessed.
• As in most rural areas the district has many children and old people – with many of those between 15 and 64 years of age employed elsewhere.
• As happens in rural areas throughout the world young people are leaving the district in the hope of getting a job in larger places like Polokwane and the Gauteng Province. As social capital in the district is strong, remittances sent back by those that earn an income in these places is assisting many families in our district to survive. Agricultural produce from our district is likewise assisting those living in cities when times are tough on the other side.
• Our people suffer from a range of diseases, such as Malaria, HIV/AIDS and TB. This district has the highest level of HIV-infection in the province –
• Many of our people rely heavily on grants, which is, as throughout the province, the key form of poverty alleviation in the district. However, there are a large number of those that are eligible for grants – pension, disability, child support and unemployment – that do as yet not access them.

The settlements we live in

• Development in the district of approximately 11 098 square kilometres has a fragmented nature. This is largely the result of apartheid spatial engineering and the scattered nature of rural settlement.
• The four major towns in the district are Tzaneen, Phalaborwa, Giyani and Duiwelskloof. Other substantial towns are Ga-Kgapane, Lenyenye, Gravelotte and Namakgale. The "Spatial Rationale" prepared by the Premier's Office sees the four major towns as provincial growth points. All the LMs have also identified a hierarchy of settlements, indicating where their nodal areas are and what their functions are.

• Large tracts of the land in the MDM are subject to land claims lodged with the Land Claims Commissioner, many of which remain unresolved. The unresolved claims are holding back the utilisation of the land for productive agricultural activities and agro-processing, and job growth. This also frustrates service delivery by municipalities, as it frustrates the identification and formalisation of land for refuse sites.
• Levels of urbanisation are low. Other than Ba-Phalaborwa where nearly 66% of the population can be classified as urbanised, the level in the other three LMs is below 15%.
• Our settlements are not as yet generating the municipalities with much of a tax base. It has been estimated that around about 10% of the community is paying for rates and services. The majority of those that are not paying are not able to do so.
• Housing is still being provided in places that perpetuates the apartheid space economy. The quality of the housing and the settlements being provided does not do justice to the ideals of the RDP.
• Hard decisions will need to be made in future as to which services will be provided where. This may ultimately result in the reduction in the number of villages and the

clustering of services and activities in a reduced number of places. This is, however, a very problematic policy option, as many people want to remain in the areas in which they were born and their forefathers were buried.

- Town Planning schemes exist in the formal towns only. For the rest of the areas land use management is non-existent. This, and the absence of spatial planning has resulted in communities sometimes settling in flood plain areas.

Services and infrastructure

- There are 76 clinics, 7 health centres, 7 district hospitals and 1 regional hospital. This is not adequate in serving the needs of the people living in especially the remote rural areas. In addition to this the scattered nature of development in the district and the lack of qualified personnel and facilities makes the provision of health services difficult. As a result of this, diseases, such as HIV/AIDS, Malaria and TB and other waterborne diseases, like typhoid and cholera, are highly prevalent in the district.
- Water services provision is below the RDP standard in all the LMs, with the highest figure being Greater Giyani at 90%. A key problem with the rollout of the water services-network is the scattered nature of settlement

- Sanitation is inadequate – the bulk of our people still use pit latrines or have no service at all. The percentage of the households below the RDP standard is high – as high as 85% in the case of Greater Letaba. From the side of the municipalities, all of the local municipalities are facing problems with regards to sewerage capacity.
- While current legislation (i.e. the Water Services Development Act, 1997) and policy would allocate the responsibility of acting as Water Services Authority (WSA) in the district to the Mopani DM, it is still in its infancy and unable to perform this function adequately. A study commissioned by DWAF indicated that the Lepelle Northern Water (LNW) Water Board would be able to assist the DM with the provision of the required tasks. The study, however, also indicated that the Board lacks sufficient capacity in the provision of sanitation services and would need to be assisted with additional skilled personnel to perform this function.
- Street lighting is absent in most of the rural areas. Many of the rural areas also lack landline connections or fall outside cell phone networks. The lack of a basic service like telephones in the remote rural areas of the district is causing a problem for especially health services. The lack of the service also means that health workers do not want to live in these areas, resulting in the absence of proper health services in these areas.
- The housing backlog is estimated at close to 30 000 households. There is also a backlog with regards to energy services of 74 399 households without access to electricity.
- Refuse removal is a problem in the rural villages, with no proper dumping sites and no regular service being provided. In the towns it is generally not a problem. However, problems are looming here due to the need to legalise new waste disposal sites. The District Municipality is not playing the role it has to play in this regard.
- New infrastructure investments are often compromised by a lack of groundwork – operational planning – in projects and programmes, a lack of spatial focus and a lack of integration in projects in province. This state of affairs prevents economies of scale to develop in nodes.

- While the main connecting roads in the district are generally in a reasonably good shape, the roads connecting the villages are not.
- The vast distances and relatively low density settlement pattern is also causing high transport costs and time losses. In addition to this safety and security on roads is weak. Contravention of road signs, reckless driving, lack of personnel to ensure enforcement and animals wandering onto roads are all to blame.
- Lack of proper planning in the location and quantity of services, such as schools and classrooms is causing wastage on the one hand and the perpetuation and worsening of shortages on the other. This is also frustrating efforts aimed at integrating and concentrating public services and infrastructure in places to ensure easier access and agglomeration benefits to emerge.
- Many settlements lack sufficient numbers of classrooms with learners still attending school under trees or in tents.
- Municipalities are all facing the same problem of communities wanting "the full service" without them being able to finance this. At the same time municipalities are struggling to maintain the infrastructure that exists. The distance of some of the remote villages from the main grid, as well as the inability to pay for services, also poses a major challenge in this regard.

The economy that our livelihoods depend on

- While the needs of our people are vast, we cannot address them in an economy that is not growing. Even though grants do provide relief from the extreme poverty in the district, this is not a preferred way of life, other than in the case of disability. We need economic growth to over time take our people from welfare into the workforce.
- Our economy is one of extremes. High order, high wealth generating mining and commercial farming activities coexists with vast tracts of subsistence farming and low levels of economic activity and extreme poverty. The distant location of the district nationally in relation to the huge Gauteng market and the provincial market of Polokwane is a huge hindrance to development.
- At the same time as people are struggling, there are many areas of untapped potential in the areas of agriculture, forestry, tourism and manufacturing in the district waiting to be explored. This includes the vast forests in the district, which hold huge potential for eco-tourism. This form of tourism also holds the potential to benefit the agro-processing industry, as such tourists are typically large consumers of indigenous products. Cultural and heritage tourism hold huge potential and could assist communities in our more remote rural areas to make a living. For this to happen tourism will, however, need to be carefully planned and coordinated, so as not to cause more damage than good.
- Not enough is as yet being made of the downstream potential/value that forestry and agriculture hold. These include furniture industries, woodcrafts and the production of crates, boxes and charcoal, as well as agro-processing like juice production and drying, glazing and canning of agricultural products. In addition to this, forests are also potential sites for honey production. It is believed that there is potential for import replacement in the chipboard industry, timber to be used in mines, poles in game farms and furniture for government and schools.

- The largest employer in the DM is the government sector, employing more than 50% of those that are employed in the district and 70% of those that
- The four primary nodes dominate the district economy: Ba-Phalaborwa (as the mining centre), Tzaneen/Letaba (as the industrial, agriculture and trade centre), Giyani (as the administrative centre) and Eiland-Relebogile (as the agriculture hub) (see Table 2 below).

Table 2: Economic characteristics of the four LMs in the MDM

Aspect/Feature	Local Municipality			
	Greater Letaba	Greater Giyani	Greater Tzaneen	Ba-Phalaborwa
Current economic activities	Tourism Huge, established commercial farms: Tomatoes, Citrus, Mangoes Some successes in orange farming by small-scale operators. Forestry	Gold mining Poultry farming Government sector	Huge commercial farms: Avocados, Macadamia nuts, Tomatoes, Poultry, Citrus, Mangoes and Tea Forestry Mining	Copper and phosphates mining Small-scale Tourism Fruit (citrus) and vegetable activities in the "Phalaborwa corridor" Poultry farming Two of the best golf courses in Limpopo
Opportunities	Potential for expansion of the tourism market in the Duiwelskloof area.	Agriculture for small-scale farmers along the Middle Letaba and Nsama Rivers Many traditional leaders positive about cultural tourism Joint Mopani	Agriculture for small-scale farmers Magoebaskloof/ Haenertsburg area Tzaneen, Bathlabine, Tours, Ebenezer and Magoebaskloof Dams for tourism	Tourism – close proximity to Kruger Park and golf tourism. Game farming, including watching, hunting and sales of game. Expansion of agriculture

		worm project between SERA-alliance, provincial government, DM and Greater Giyani LM. Mining		for small-scale farmers Marula fruit and Mopani worms
Threats		Over-reliance on government sector. Malaria high in the area.		Mine closures looming. Environmental damage caused by mining. Need to reconcile mining and tourism. Unplanned expansion of tourism could cause damage to the industry and the environment. Malaria risk
Constraints	Low success rate of previous attempts at small-scale tomato farming.	Land-reform and traditional systems of tenure Long distance from markets Weak roads	Lack of marketing slogan and brand to promote tourism. Land reform and traditional systems of tenure.	Lack of marketing slogan and brand to promote tourism. Competition from Kruger Park Lack of tourism data

Aspect/Feature	Local Municipality			
	Greater Letaba	Greater Giyani	Greater Tzaneen	Ba-Phalaborwa
infrastructure. Lack of strong economic core and buying power in main town, like the other LMs have.			Low success rate of previous attempts at small-scale tomato farming.	

- While there is a dire need for job creation via the setting up or building out of existing SMMEs, there are not enough of these enterprises in the district. Too few such new enterprises are also established.

- A number of LED-initiatives have been initiated over the last couple of years. These have in most cases not been huge successes. Key reasons for this state of affairs are a lack of markets, weak/low quality products, limited capacity of operators of projects and insufficient start-up capital. The district does as yet not have an LED plan, and is hence not investing in a carefully planned way in the marketing of investment opportunities in the district.
- A joint initiative has been set up between the provincial government, the district municipality, the CSIR and the University of Pretoria, which seeks to speed up rural development in the district by focusing on a number of ingenious rural products and projects. These include the Mopani tree and worm, the oyster mushroom and beekeeping. Financing for these initiatives is being sought from the DBSA.

The natural environment that sustains us

- The district with its largely rural character and high dependence on agriculture, forestry and tourism, is hugely dependent on the natural environment for its existence. However, lack of access to basic services and unemployment means that this natural resource is over-utilised. In the case of indigenous forests these are being over-exploited for fuel and for sale as firewood, indigenous medicines and for woodcraft. In addition to this, clay is being dug out from riverbeds and surrounding flood catchment areas, which is adding to erosion. Other environmental threats include pollution, veld fires, deforestation, chemical pollution from mines and overgrazing. In addition to this the lack of proper refuse removal services and wastewater/sewerage systems is placing substantial stress on the environment.
- Large tracts of the district are high-value agricultural lands, which need to be protected. In certain parts human settlement, in others, mining threatens these lands.

Our institutions

- Institutional capacity varies from the highly capacitated Greater Tzaneen to the far weaker Greater Giyani LM and Mopani DM. While the former is able to fulfil its mandate and prepare all the plans and frameworks that are required to make a municipality thrive, most of the others are not.
- Lack of sufficient numbers of qualified persons is making it difficult for the district municipality to perform its key functions. This is especially problematic in the technical areas, such as planning, engineering and health services. Maintenance of infrastructure is a major headache for municipalities. Many of the officials also suffer from lack of motivation, in many cases through despondency as a result of vast development backlogs and workloads.
- The lack of strategic direction and coordinated action between municipalities and role players in the two other spheres of government is resulting in government operating in a fragmented fashion in the district, which has drastically reduced the impact that government could have in the district. Over the last year integration with the provincial government has, however, improved dramatically. This is largely attributable to the Office of the Premier making a concerted effort to collaborate with especially the district municipalities in the province.

- Civil society is not playing the role it should be in the district. The business sector is also not participating in the planning and development of the regional economy in the way that they could and should.
- Traditional leaders are playing a meaningful part in the governance of a number of local municipalities. There seems to be a general consensus on the need to get these leaders in the system and to support collaboration between them and the elected councillors.
- A number of structures were created in 2001 to facilitate the preparation and review of the IDP, such as the District IDP Steering Committee, which also serves as a Technical Committee and a District IDP Representative Forum. These structures do as yet not ensure sufficient participation and buy-in from all the role players in the district in the IDP preparation and review processes.
- The Local Municipalities in the district have to date not prepared their IDPs in terms of the district framework or district IDP. The tendency generally still seems to be to prepare IDP to comply with the provisions of the Municipal Systems Act and not to prepare a strategic plan for the development of the municipality within the constraints of limited resources.

In general, collaboration of local municipalities in the preparation of the IDPs of their neighbours in the rest of the district, and those in neighbouring districts, is also for all practical purposes absent. In addition to this there is also a tendency for the better-capacitated LMs to "do their own thing".

- From its side the district municipality has not provided the local municipalities with the direction and guidance that they require to perform their tasks, including to plan and budget for service delivery.
- While there are Multi-Purpose Community Centres (MPCCs) in the district these are not utilised to their full potential. There is also a shortage of such centres, which are key to the rollout of grants. This could frustrate the proposed strategy of ensuring a greater take-up of social grants.
- The Planning Implementation and Management Support (PIMS) Centre is providing a very valuable service to the district and local municipalities, including the preparation of this IDP. The Centre is, however, over-stretched and not able to service all the municipalities in the district. It is generally only able to service the district municipality.
- Ward Committees are as yet not performing their function of deepening democracy. Moves are afoot in the province to change this and this should start bearing fruit soon.
- The Municipalities are not always communicating what the challenges for service delivery are, or what they are doing, which is resulting in communities not always being aware of these difficulties, or the contribution that the institutions are, despite these difficulties, making to improving their lives.

4: HOW DO WE MOVE FORWARD?

In this section we discuss how we will move forward on our objectives by putting forward strategies that will overcome the challenges highlighted in the previous section. We indicate what the IDP will do and indicate how other plans, strategies, projects and programmes will support us in this endeavour.

The five development strategies of the district municipality are part of a broader intergovernmental thrust to develop the district. Each of these strategies is set out in more detail in the table (Table 4) below. It should be noted that these strategies are not ends – they signal the start of hard work and dedication for all those identified as responsible parties in the table.

Table 4: The five developmental strategies of the Mopani DM

Strategy 1	Social Grants
Objectives	• Ensure that everyone that is eligible for social grants accesses them • Improve ease of accessing grants • Improve the access of the unemployed to the Unemployment Insurance Fund (UIF) • Improve level of electronic transfers of grants to recipients
Performance Indicators	• Number of new recipients of grants • Ease of access of grants in terms of distance and time
Actions	• Roll out awareness programme • Create database of all those who are eligible for grants
Responsibility	• Mopani District Municipality • Department of Social Development

Strategy 2	Economic Development
Objectives	• Ensure economic growth that benefits all • Job creation, especially for special target groups • Reduce dualistic nature of the economy • Reduce need for social grants • Poverty reduction • Less environmental degradation due to less people having to live directly off the land
Performance Indicators	• Number of jobs created • SMME growth and participation in the district's economy • Extent of Black Economic Empowerment • Degree of labour-intensiveness of economic growth • Inter-relatedness of economic development strategies in three spheres of government

Actions	• Improve liaison with skills and training service providers and institutions of higher learning and research for skills training • Formulate strategies to increase effectiveness and competitiveness • Concentrate economic activities in “Provincial, District and Municipal Growth Points” as identified in the IDPs of Local Municipalities and the Limpopo Province Spatial Rationale

Responsibility	• Mopani District Municipality • All the Local Municipality’s in the district • Trade and Investment Limpopo (TIL) • Office of the Premier

Strategy 2-1	Tourism
Objectives	• Double the contribution of tourism to the economy of the district by 2008 in accordance with the LGDS
Performance Indicators	• Number of tourists to the district • Number of days spent by tourists in district • Occupation rates • Number of return visits • Income derived from tourism for owners and employees • Number of jobs created from tourism • Number of new tourist destinations in the district • Advance in Black Economic Empowerment in the industry • Increase in intergovernmental collaboration in the sector

Actions	• Capacity building and skills training: Identify skills and ensure provision of training • Identify institutional requirements – networks and capacity • Map value-chains • Identify, map and quantify opportunities – large and small • Identify potential income streams from actions and map over time • Identify good service providers and put in place marketing strategy acknowledging them • Identify infrastructure needs and take up requirements with appropriate sector departments • Identify types of tourists to the district and map their origins for focused marketing • Identify challenges and prepare responses • Map links with other clusters and district strategies • Identify opportunities for improving efficiency in the industry • Identify "lessons learning opportunities" in the sector • Prepare marketing strategy • Improve liaison with training service providers and institutions of higher learning and research • Formulate strategies to increase effectiveness and competitiveness
Responsibility	• Provincial Dept of Tourism and Parks • Dept of Sports, Art and Culture • Office of the Premier • Trade and Investment Limpopo (TIL) • Department of Water Affairs and Forestry (DWAF) • National Dept of Labour • Mopani District Municipality • All the Local Municipalities in the district
Location	• Throughout the district, with a special focus on Greater Tzaneen

Strategy 2-2	Agriculture
Objectives	• Grow the economy • Reduce unemployment • Increase food security
Performance Indicators	• Output of sector • Number of persons employed in the sector

Actions	• Address land restitution • Speed up land reform • Identify State land for transfer to small farmers • Capacity building and skills training: Identify skills and seek service providers to assist • Map value-chains • Explore the potential value indigenous knowledge could add • Identify, map and quantify opportunities – large and small • Identify potential income streams from actions and map over time • Identify infrastructure needs and take up requirements with appropriate sector departments • Identify challenges and prepare responses • Encourage the establishment of cooperatives • Map links with other clusters and district strategies • Identify opportunities for improving efficiency in the industry • Improve liaison with training service providers and institutions of higher learning and research • Formulate strategies to increase effectiveness and competitiveness • Explore markets for novel products like the Mopani worm.
Responsibility	• Dept of Agriculture (Province) • Office of the Premier • Trade and Investment Limpopo (TIL) • National Dept of Labour • Mopani District Municipality
Location	• All local municipalities, with a specific focus on Greater Giyani.

Strategy 2-3	Forestry
Objectives	• Grow the economy • Reduce unemployment
Performance Indicators	• Community ownership after transfer of state land • Extent and number of partnerships established • Indigenous forests no longer destructed • Increase in intergovernmental collaboration in the sector

Actions	• Address land restitution • Speed up land reform • Map value-chains • Identify state land for transfer to small operators • Identify, map and quantify opportunities – large and small and seek up- and downstream links to industries, such as poles, honey and crates • Explore the potential value indigenous knowledge could add • Identify skills training requirements for communities to take ownership and provide training • Identify areas for small-scale forestation • Encourage inter-departmental focus and support • Prepare GIS maps indicating indigenous forests, forests under threat and areas with tourism potential. • Map links with other clusters and district strategies • Identify potential income streams from actions and map over time • Identify challenges and prepare responses • Identify opportunities for improving efficiency in the industry • Improve liaison with training service providers and institutions of higher learning and research • Formulate strategies to increase effectiveness and competitiveness • Plant more trees
Responsibility	• Dept of Agriculture (Province) • Office of the Premier • Trade and Investment Limpopo (TIL) • Department of Water Affairs and Forestry (DWAF) • National Dept of Labour • Mopani District Municipality
Location	• Greater Tzaneen and Greater Letaba

Strategy 3	Alignment
Objectives	• To ensure the creation of sustainable human settlements • To ensure effective and coordinated service delivery, especially with regards to the Municipal Infrastructure Grant (MIG) • To enter into dialogue regarding the best government entity to provide a service – not to fixate on legal provisions • To ensure that municipalities do not take on responsibilities that they cannot give effect to • To, as district municipality, take up the leadership role envisaged in the White Paper on Local Government and the Structures and Systems Acts for District Municipalities.

Performance Indicators	• IDP is linked up to 2004-LGDS, State of the Nation Address, supportive of NEPAD and prepared in accordance with government's social, economic, spatial and infrastructural objectives and commitments.
Actions & Status	• Prepare an Intergovernmental Relations Framework for the five municipalities in the district • Set up and use inter-municipal structures, such as the Technical Manager's Forum, in which the officials from the various municipalities can participate[21]. (This forum already exists, but the representatives meet very irregularly.) • Coordinate the construction of new housing units with the planning for the spatial investment rationale for the district. • Focus economic infrastructure investment by all government role players in those places where the three sectors (tourism, agriculture and forestry) have the best chance to grow and generate more employment
Responsibility	• Mopani District Municipality • Provincial sector departments • Office of the Premier • All the Local Municipalities in the district

Strategy 4	Quality Social Services
Objectives	• Speed up programmes to provide water, sanitation, electricity, health, school nutrition, education and telephone services • Improve planning, project management, implementation, capacity building and performance management in municipalities • Introduce a Free Basic Services Programme in the district
Performance Indicators	• Quality of services • Number of people with access to free basic services • Extent to which district municipality provides services in a comprehensive way and at “Local Services Points” as identified in the “Spatial Rationale”.
Actions	• Pool resources in the district • Municipalities to cooperate with each other through sharing knowledge and learning from each other • Ensure that those that can pay actually pay for services • Prepare Water Services Development Plan for the district • Prepare District Spatial Development Framework • Local Municipality’s Development Strategies to be prepared in accordance with District Spatial Development Framework • Prepare operational strategies that support the developmental strategies
Responsibility	• Mopani District Municipality • All the Local Municipalities in the district • Provincial sector departments

Strategy 5	Democracy, governance and social capital
Objectives	• Deepen involvement of community in the matters of local government • Fully integrate traditional leadership into governance and development of the district
Performance Indicators	• Community involvement in IDP preparation and review phases

Actions & Status	• Map social capital and "tap into it" • Improve participation of civil society in the preparation, implementation and review of IDPs • Construct and run more MPCCs in the district to provide one stop government services
Responsibility	• Mopani District Municipality • Local municipalities in the district

Mopani District Municipality and others' commitment to our district's development

In the following table we provide a synoptic picture of the extent to which the Mopani District Municipality, national and provincial sector departments, local municipalities and foreign donors have already committed to our five development strategies through their projects, plans, programmes and strategies.

Table 5: Alignment of existing projects and programmes with the five strategies

Action, Locality, Role player and Source of funding (own funds include loans)	Strategy				
	Econ Dev	Social Grants	Align-ment	Social services	Democra-tisation
Housing					
Allocations for the provision of housing in 2004/5 (Prov Dept of Local Gov and Housing): R14.0 m (GL); R18.5 m (GG); R16.25 m (GT); R9 m (BP)					•
Planning for transfer of housing funds to the MDM for the provision of housing in all the LMs			•		•
Water services					
A large number of sanitation and new water connection/provision and upgrading projects, as well as projects to (1) install water metering systems and (2) construct reservoirs and purification systems are being planned by all the LMs. These are to be funded by CMIP/MIG, DWAF and the MDM			•		•
Health					
Provision and maintenance of basic health services in all the LMs (own funds)			•		•
Construction of One Stop Centres and wards, kitchens, laboratories and provision of water at hospitals, as well as the upgrading of clinics in the district. (Revitalisation grant and funds still to be secured.)			•		•
Initiation of HIV/AIDS awareness campaigns in all the LMs				•	

and the MDM (own funds)	
Setting up of Shiluvane eye care centre (Donor funds)	•

Action, Locality, Role player and Source of funding (own funds include loans)	Strategy				
	Econ Dev	Social Grants	Align-ment	Social services	Democra-tisation
Economic Development					
A wide range of LED initiatives are planned in all the LMs and MDM. These include capacity building, policy formulation, compilation of SMME-databases, provision of support, information centres, LED projects (including poverty alleviation projects), assistance with project planning, marketing and implementation, provision of market places, etc. (Donor funds, MIG, Dept of Agriculture and Environment and LM and MDM funds)				•	
Programmes to attract investors in GL (own funds and donors)				•	
Economic Development: Agriculture					
A number of initiatives are being planned by the LMs and TIL*: Medicinal plants, food processing and guinea fowl farming (GT) and Amarula, Spirulina and hydrophonics farming (BP), irrigation schemes (GG), food processing (GL) (LIMDEV and IDC funded)				•	
Joint Limpopo Provincial Government, GG and SERA Natural resource development programme around the Mopani worm, Beekeeping, Marula fruit and the Oyster mushroom (DBSA-funding sought).				•	
Economic Development: Forestry					
A wide range of initiatives has been planned by LMs and TIL in commercial forestry.				•	
Economic Development: Tourism					

A number of initiatives, including game farming and opportunities for game hunting, are being planned by the Prov Dept of Tourism and Parks. The Dept's document "A Tourism Growth Strategy for Limpopo Province" primarily seeks to tap into the Gauteng tourism market built up around the Kruger Park and the Lowveld. This Dept and the LMs are also exploring a range of proposals including the (1) Modjadji Cycad Reserve and "adventure tourism" (GL); (2) Leisure tourism and the opening of a new gate to the Kruger Park at Shangoni, accompanied by the construction of a lodge at this gate (GG); (3) Tzaneen Dam and nature reserve and Magoebaskloof, Thabina and Tours Dams; (4) Adventure tourism, Wolkberg, Upper Letaba Mountain Magic and the Magoebaskloof/ Haenertsburg area (GT), (5) eco-tourism, (6) a mining museum, (7) conference centre, (8) rural eco-tourism and (8) golf parks tapping into the Kruger tourism market (BP)	•	
Economic Development: Manufacturing		
Quantum Urethanes and Windy Harp Trading projects planned by GT and TIL.	•	
Rezoning of land for manufacturing uses (GG and Dept of Trade and Industry)	•	
Transport/Roads		
The Dept of Transport is placing its focus on rural transport development and exploring a whole range of options (such as light delivery vehicles, bicycles and donkey-carts) to ease	•	•

Action, Locality, Role player and Source of funding (own funds include loans)	Strategy				
	Econ Dev	Social Grants	Align-ment	Social services	Democra-tisation
access for rural communities.					
Taxi Recapitalisation programme and conversion of bus permits for a number of bus services providers (R9 m and R11 m respectively, but these amounts include other DMs as well) (funded by the Dept of Transport)					•
Upgrading and roads construction projects in all four the LMs for 2004/5: R10 m (GL); R50 m (GG); R20 m, including the road between Tzaneen and Phalaborwa (GT) and R 8 m, including the road between Phalaborwa and Gravelotte (BP) (funded by the Road Agency of Limpopo and the Dept of Public Works).					•
Bridges to be constructed in a number of LMs (funded by CMIP/MIG, MDM and Limpopo Roads Agency)				•	•

Roads and stormwater systems maintenance and construction-projects in all the LMs (own funds)		•	•
Education & skills development			
Classrooms to be built and renovated and fences to be erected around schools in all the LMs in 2004/5: R9.5 m (GT); R7 m (GG); R7 m (GT) and R2.5 m (BP).		•	•
School Nutrition Programme throughout the district (R28 m) (Dept of Education)		•	• •
Programme of expansion and promotion of library services and reading in GT (own funds)		•	•
Programme of adult education in GG (Dept of Education)		•	•
Land claims and land reform			
A number of claims have been settled and a service provider has been appointed to do a land use and development plan for the land. Most of the farms are currently not used for economic purposes. Those that were used for agricultural activities will be used as such in future.			•
CMIP/MIG			
A wide range of projects including water services, storm water, sanitation and disaster management and street repairs. Funds allocated to all the LMs for 2004/5: R95 m (GT); R65 m (GG); R60 m (GT) and R22 m (BP).		•	•
Waste Management			
Waste Management Plans prepared in all LMs (own funding and DBSA) and a range of projects planned in GT (own funding)			•
Electricity supply			
Projects in all the LMs to connect more households to the electricity supply and to increase capacity on the grid (own funds and ESCOM)		•	•
Projects to provide street lights in GG (ESCOM and own funds)			•
Community sports and recreation facilities			
A number of upgrading and maintenance projects in all the LMs, including maintenance of cemeteries, upgrading of sport complexes, provision of library services and development and maintenance of parks (Dept of Sports, Arts and Culture and own funds)		•	•

Action, Locality, Role player and Source of funding (own funds include loans)	Strategy				
	Econ Dev	Social Grants	Align-ment	Social services	Democra-tisation
Community empowerment					
Programmes to capacitate and involve community in systems and processes of the municipality and initiate, coordinate and support special events (GT) (own funds).		•		•	•
Construction of a MPCC in GG (funds not yet secured)		•		•	•
Municipal Capacity Building and Operation					
Human Resource Development: Skills development plan in all LMs and MDM (own funds, Dept of Labour and grants)				•	•
Acquisition of new buildings and maintenance and upgrading of municipal buildings and equipment in all LMs and MDM (own funds)				•	
Preparation of PMS in all LMs and MDM (E/F Fund and Dept of Local Gov and Housing)				•	•
Capacitate Ward Committee members (GL, donors and DPLG)		•		•	•
Land and Land Use Management Systems					
All the LMs and MDM are planning to prepare Spatial Development Frameworks and are putting in place measures to regulate and guide land use and appointing personnel (own funds)		•		•	•
Safety and Security					
Initiation of “Youth against Crime”-campaign in GG (own funds)					•

5: HOW DO WE KNOW WE ARE GETTING THERE?

In this section we briefly sketch how we will monitor the implementation and conduct the annual review of our IDP.

This IDP is focused on implementation, high-level impact and positive developmental outcomes. To this effect the municipality envisages pooling all its resources and levering in resources from its partners in the provincial and national government. While every official in the district municipality is committed to this task, it is important to keep a check on the process and to ensure that the respective activities support each other as envisaged.

Within the district municipality the IDP Manager is tasked with managing the monitoring of the implementation process. One aspect of this task entails submitting Annual reports to Council setting out the extent to which (1) the strategies are being pursued, (2) projects and programmes implemented and (3) objectives achieved.

A formal annual review of the IDP, as envisaged in the Municipal Systems Act, 2000, shall be planned and managed by the IDP Manager and take place between the 1st of October 2004 and the 31st of March 2005.

6: WHAT NEXT? THE ROAD AHEAD

As indicated at the outset of this document, this IDP signals the beginning of a journey towards a model IDP that will be taken further in the 2004/5 IDP and the 2005/6 IDP to be prepared after the next round of local government elections. In each of these IDPs we will be stretching the envelope, making sure that we get ever closer to preparing plans that have meaning and achieve the developmental outcomes we desire. At the same time we will ensure that the legally prescribed sector plans are prepared and integrated with the IDP, and play their part in the realisation of our 2020-vision.

LIST OF ABBREVIATIONS/ACRONYMS

BP Ba-Phalaborwa
DBSA Development Bank of Southern Africa
DPLG Department of Provincial and Local Government
DWAF Department of Water Affairs and Forestry
IDP Integrated Development Plan
GG Greater Giyani
GL Greater Letaba
GT Greater Tzaneen
IDC Industrial Development Corporation
LED Local Economic Development
LGDS Limpopo Growth and Development Strategy, 2004
LM Local Municipality
MDM Mopani District Municipality
MPCC Multi-Purpose Community Centre
NSDP National Spatial Development Perspective
PMS Performance Management System
SMME Small, Medium and Micro Enterprise
TIL Trade and Investment Limpopo
UIF Unemployment Insurance Fund

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