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Intergovernmental planning and its impact on the implementation of Intergrated Development Plan: a case study on Makhado local municipality

Mulaudzi, Marubini Maryjane

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Chapter 1

1. Background to research

Municipalities in South Africa have undergone a major process of transformation that has resulted in a new system of local government. The most significant achievement in the area of governance since 1994 has been the dismantling of the apartheid state which was racially divided and characterised by unequal access to and provision of basic services. Developmental local government as an official policy objective and a broad strategic framework denotes another significant achievement in local (Parnell and Pieterse 1998). Developmental state is a state determined to influence the direction and the pace of socio-economic development by directly intervening in the economy rather than relying on the uncoordinated influence of the market forces to allocated resources (Johnson cited in Besson).

As the country moves from transition to transformation, local government is facing daunting challenges with many problems ahead. In order to ensure that development occurs in its fullest sense, backlogs and inequalities created by the previous government need to be eliminated. Therefore, Integrated Development Plan (IDP) is the main policy instrument to put developmental government approach into operation. According to the Municipal Systems Act (MSA) of 2000, the IDP is a process through which a municipality has to establish a strategic development plan for the short, medium and long term. A key requirement of this planning process is the involvement of various sectors and other spheres of government to fulfil this important role and to bring about meaningful changes in the lives of ordinary citizens of South Africa. Legislation requires that communities be involved in the decision-making process right from the beginning to ensure that community voices are heard in the planning phases of development programmes.

For most of South Africa's modern history, the government was divided into three tiers of government and local government was a subordinate function of either national or provincial government (IDASA, 2004). However, with the change of government in 1994, local government became a separate sphere of government that was to play a significant role in the development of the country. The first wave of post apartheid local government was characterised primarily by the development of policy frameworks, structures and systems to give effect to the values and principles of the Interim Constitution of 1993 and to lay the foundation for democratic government based on equality, equity and social justice (*ibid*).

Considerable progress has been made in this regard as can be witnessed by a multitude of policy papers in nearly every sector of government which evolved in the first few years of democratic government (*ibid*). However, as the new policy frameworks were being put in place and attention continuously shifting to address the most critical issues facing local government such as service delivery and uncoordinated efforts within the spheres of government, there was little understanding by local authorities of how policy frameworks would match the new developmental agenda of local government. This is because local authorities thought the goals and strategies set by the national government were… "either too vague or promised too much¨ (Parnell and Pieterse1998: 1).

The second wave of post-apartheid local government has built on the lessons of the first wave. The focus at this time shifted towards achieving a developmental state with an explicit emphasis on the local delivery of services and on key nation-wide priorities. Coordination and integration of activities across the three spheres of government were regarded as essential to fulfill this purpose. An approach to alignment that emphasized discussion, negotiation and agreement between the spheres of government on implementation of nation-wide strategic priorities gained momentum. This approach should also bring about better engagement between national/provincial sector departments and municipalities (DPLG, 2004). Alignment between and within the three

spheres of government is required to deepen and strengthen a strong coordination role in local development planning. Therefore, the IDP was identified as the core of an intergovernmental planning system of the new South African government.

The use of integrated development planning tool emerged as a dominant form of planning at local level, directed to work with the transformation process and also at municipal development strategies, so as to give municipalities strategic direction to the development of municipalities and other activities such as budgeting, implementation and alignment with provincial and national government departments within their area of jurisdiction and to produce a developmental local government (Mkhandawire, 1997).

2. Rationale and Problem Statement

Local government in modern day life is responsible for delivering basic services to local communities (Gildenhuys and Knipe, 2000). To adhere to this, local government must put in place development programmes that will ensure effective and efficient management of municipal affairs. It is argued that one of the key problems which has characterised post 1994 planning seems not to have been the range or quality of development programmes in existence, but the failure by government officials both at national, provincial and local level to co-ordinate their efforts and activities to provide an integrated package of services that matched the local priorities (Department of Housing, 2005). This is why it is important for the spheres of government to come together and align their strategic programmes and plans to ensure successful implementation of development projects. Successful service delivery and the implementation of programmes depend on the relationship between the spheres of government. Specific factors contributing to the challenges facing local government to deliver effective services programmes include insufficient administrative and financial capabilities. In addition, effective delivery of services is hampered by the fact that municipalities have more responsibilities towards communities than before in the sense that they have to respond

effectively to new demands of local communities, especially in providing sustainable services and viable urban and rural developments (Harrison, 2005). In addition, they are unable to achieve consolidated development planning process because activities of organs of the state are not integrated and it appears that councillors and officials do not fully understand the practical implications of developmental local government.

The constitutional challenge and the quest for effective delivery mechanisms by the new system of municipal governance means that municipal management must comply with additional requirement of effective and efficient management of municipal affairs (DPLG, 2000). The programme prescribed by the national government as an answer to the service delivery problem for municipalities in this regard is the effective implementation and meaningful commitment from other spheres of government as a building block for development. However, implementation of the IDP is impaired by the lack of co-operation between the spheres of government. Issues like alignment and programme linkages, communication in structures, support from national, to provincial and local (financial, procedural and human resources) and sector involvement in development planning are not integrated (DPLG, 2004). The support needed at various levels of national, provincial and local structures (political and technical) and the rules of engagement are not clearly communicated for all role players to know what role they are playing and how to apply them effectively.

When the IDP was first introduced in 2001/2002, it had to deal with, among other things, the apartheid legacy in local government and to improve municipal development planning. The key aim of IDPs is to integrate development and management of the area of jurisdiction of the municipality concerned in terms of powers and duties (Local Government Transition Act of 1996). According to Mvula, (1999), IDPs help municipalities to develop strategic policy capacity, to mobilise necessary resources, to target their own activities and to develop a holistic strategy for poverty alleviation. This is meant to also help municipalities respond effectively and efficiently to everyday

demands of basic services by local communities (Pillay, 2006). Therefore, according to the MSA (2000), municipalities are required to draw up IDPs in order to develop strategic policy capacity and to target the municipalities' activities. Evidence from research (Everatt, 2007) indicates that municipalities took shortcuts in implementing the IDP in that decisions that are usually stated in current documents are based on census figures and municipal internal interpretation instead of relying on information from public participation process (FCR, 2000).

The first round of IDPs has been completed and one expects to see the impacts of intergovernmental planning and implementation, most particularly in the delivery of basic services. Despite the fact that government is constitutionally required to work in unison, in practice there is discord (Richards, 2006), "the challenge is to get the three spheres of government and their component parts to work together on the basis of the same planning framework" (*ibid*: 2). This can be achieved when the spheres of government work at the same time, and with the same priorities without competing for the same space and roles.

Development policies such as the Reconstruction and Development Programme (RDP) (1994), the White Paper on Local Government (1998) and the MSA (2000) assume that intergovernmental relations is a prerequisite for successful implementation of the IDP to ensure sustainable development. IDP will enable municipalities to respond to their developmental duties which will be achieved through the co-operation and constructive support of both spheres and within the spheres of government called for by the 1996 Constitution of South Africa (Bekink, 2006). IDPs are seen as a path towards developing intergovernmental planning systems and this may lead to radical changes in the way municipalities formulate, conduct and implement their IDPs. According to the Minister of Provincial and Local Government Mufamadi, (2005), it is impossible for a sphere of government or government department to achieve success unless it coordinates its efforts with other spheres and other departments. Rawls (1971) argues that social cooperation

makes it possible a better life for all than any would have if each were to live solely by his own effort.

Co-operative governance fosters the relationship between the spheres of government to help improve intergovernmental relations and the delivery of basic services to the people. In terms of co-operative governance, the spheres are required to coordinate their actions and promote institutional integration to respond to everyday demands of local communities. The high demand of basic services requires all spheres of government to work together to come up with delivery programmes that will effectively address these basic needs. It is within this context that local government is required to work parallel with other two spheres of government to bring about improved service delivery and a better system of local government. This means that in instances where local government cannot develop its own strategies to meet the needs of the people, national and provincial governments may intervene by offering institutional, administrative and even managerial support (*ibid*).

It has been accepted by the general public, academics, government officials and politicians that all spheres of government should play a larger role in development planning in order to promote effective local governance (SALGA, 1998, ANC, 2001). Intergovernmental planning forms the basis of developmental local government in a sense that the three spheres of government will function as one integrated cohesive unit to respond effectively to the developmental duties of local government. Additionally, the setting and execution of development priorities will occur in a participatory manner, meaning that all organs of state, sector departments, Non Governmental Organisations and communities will be included in the decision making process (SALGA, 1998).

The overwhelming problem in many municipalities is that despite the adoption of the IDP as a dominant planning tool and as a core mechanism for intergovernmental planning system and despite recent efforts to facilitate improved intergovernmental relations such as the introduction of a number of forums such as the Presidential Co-ordinating Council and intergovernmental forums in all provinces (GPG, 2004), there seems to be far less progress in the co-ordination of activities and projects and in successfully implementing the IDP to facilitate integrated service delivery. The purpose of this research is to investigate this overwhelming challenge.

The reason for investigating this problem is based on the view that due to the apparent inability of many municipalities to successfully implement IDPs, local governments continue to face problems in terms of service delivery, thus resulting in ineffective and inefficient systems of local government. Municipal plans do not include realistic localized service delivery and development targets. According to Brits, (2003) greater coherence and consistency in intergovernmental planning and service delivery can be ensured by role players within national, provincial and local government who have to develop a shared understanding and agree on development priorities, objectives and programmes of implementation. At present such systems as intergovernmental forums are not in place in many municipalities and other municipalities claim that the systems exist in paper within their local level planning thus resulting in less or no progress in integrated development planning. Therefore, this study assumes that if different stakeholders do not take part in the IDP process, IDP implementation will not be successful and the development planning process will remain top-down. Through the involvement of these stakeholders in the IDP process, planning at municipal level could be improved.

Research Question

Is progress being made in IDP implementation as a result of improvements to intergovernmental planning in Makhado Local Municipality?

To answer the above mentioned question, the study will ask the following sub-questions:

- What have been the challenges with the implementation of the IDP since the second round of the IDP process?

- How have recent co-operative governance legislation and programmes contributed to the implementation of the municipality's IDP?

- How do the provincial government and district municipality support Makhado LM overcome the challenges in terms of IDP implementation and integrated delivery of services?

- How can the relations between organs of state across the spheres of government be enhanced to ensure better coordination and integration of activities?

3. Purpose of the study

The purpose of this study is to examine the efforts to improve intergovernmental relationships between provinces, district municipalities and local municipalities to see if this has expedited the implementation of the IDP at local level and in particular the delivery of basic services. The study will test out generalisation and broad statements made in recent literature (SALGA, etc) about IDPs and service delivery, focusing on the impact of recent efforts to entrench co-operative principles in the planning and operations of the spheres of government that is, adding to existing literature by examining intergovernmental relations and IDP.

Development practice in South Africa since 1994 seeks to reverse the negative legacy of apartheid planning in government planning. A new system of local government has emerged in post-apartheid South Africa to promote developmental local government with strong monitoring and supervision by national and provincial governments in order to protect developmental agenda and to pick up on the problems that require intervention of any sort at local level. This means that the functionality of relations between and within the spheres of government is a crucial factor in the promotion of a developmental state.

Particular focus will be placed on finding out if progress is being made in ensuring that the IDP facilitates effective and integrated delivery of services as a result of improved intergovernmental relations in the case study area, Makhado Local Municipality. The study will also look at the way in which integration in municipal planning is taking place at local level and also to see if integration is improving the required constitutional relations between Vhembe District Municipality, Limpopo Provincial Government and Makhado Local Municipality.

4. Study Area

This study takes a case study of the Makhado Local Municipality which is one of Vhembe District Municipality's four local municipalities in Limpopo Province. In common with other municipalities, Makhado Local Municipality has prepared its own Integrated Development Plan identifying its problems and priority area which will bring about integrated service delivery to local communities, and facilitate sector planning and intergovernmental planning. However, despite the constitutional requirement of drawing up an IDP to improve the effectiveness of service delivery and planning, the municipality indicates that there is still inadequate and fragmented service provision with different standards and plans. Development projects are mostly focused in urban areas than in rural areas where the backlogs are great. The municipality experiences fragmented relations

that lead to lack of greater commitment on the part of most officials to make the intergovernmental system work so that development can be enhanced.

5. RESEARCH METHODOLOGY

Case study approach

Case study research excels at bringing the researcher to an understanding of a complex issue and gives an opportunity to examine contemporary real-life situations. Yin defines the case study research method as an empirical inquiry that investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clearly evident; and in which multiple sources of evidence are used (Yin, 1984, p. 23). It is a qualitative research method whereby the researcher investigates the object of the case study in depth using a variety of data gathering methods to produce evidence that leads to understanding of the case and answers the research questions. Furthermore, case study allows the researcher to determine in advance what evidence to gather using a variety of tools to collect data including surveys, interviews, documentation review and observation.

This study is aimed at assessing the extent of co-operative governance in the implementation of the IDP, focusing on intergovernmental planning. The study will explore different perspectives on the subject matter. The study requires a mixture of data from different people. Therefore, the study is aimed at acquiring such data from practitioners from the Makhado LM, Vhembe DM and sector provincial sector departments.

Reference was made in chapter 2 to the study on the development of the IDP in local government and how this has changed overtime. Particular focus was on the progress of IDP implementation as a result of intergovernmental planning. Therefore, the role player groups identified for this study are officials from Makhado Local Municipality (IDP

Manager/Coordinator, Municipal Manager, Project Consolidate Unit, Corporate services Unit and Social Development Unit), Officials from Vhembe District Municipality (IDP Manager/Coordinator, Municipal Manager, Development Planning Unit) and the Sector Departments (Provincial Government).The methodology for undertaking this investigation is qualitative and took a case study of Makhado Local Municipality.

The study utilised asset of two research tools namely the document study and in-depth interviews. This study used formal interviews using semi-structured questionnaires and open-ended interviews with provincial government officials, Vhembe District Municipality and Makhado Local Municipality. The reason for using open-ended interviews approach is because the issues discussed are broad and the study wanted to allow the interviewees to give more insights about the matters in question. In that way, the researcher could be in a position to ask questions. Semi-structured questionnaires served to ensure that uniformity and consistency can be assured in the data, which could include facts and opinions.

Interviews were conducted with officials from different units in the municipality such as the IDP unit (IDP coordinator), community development unit (two community development workers), project consolidate unit (Director of Services) and corporate services unit (engineering department assistant manager). Particular focus was on the progress made in the delivery of services and IDP implementation. Interviews were also conducted with two representatives (IDP manager and Transport Planning Manager) from the District Municipality (Vhembe DM) in order to understand their relationship with both the provincial government and Makhado LM and also to understand the roles the district plays towards Makhado LM. Provincial government officials from Department of Local Government and Housing (one interviewee) and Department of Social Development (one interviewee), were interviewed in order to get more insight and understanding about the progress and impact made by using the Integrated Development Plans as the planning tool to improve the ability of municipal officials to deliver on their

constitutional mandate. The study aimed at finding out if this sphere has tools in place to assist local level.

Desktop study and secondary material will also be used, particularly to:

- Review recent legislation aimed at enforcing co-operative governance
- Review Makhado Local Municipality's Integrated Development Plans and IDP reviews to examine shifts in projects and projects prioritisation
- Investigate any changes in terms of basic service delivery brought about by the use of Integrated Development Plans in Makhado Local Municipality
- and to examine IDP shifts and revisions.

6. Limitations of the study

Methodologically, the weaknesses of the study lie in the inability to secure some of the appointments with provincial sector departments as initially envisaged. It was also difficult to get responses from some of the officials from both the Vhembe DM and Makhado LM as this could have balanced the study more. Even though these weaknesses are important, they do not undermine the findings in any way. Rather, they present an opportunity for further research.

7. The study is organised as follows:

Chapter 1 is the introductory chapter that defines the research problem and provides a brief background to the research.

Chapter 2 reviews the related research by conceptualising developmental local government, IDPs and intergovernmental relations. The concept of the IDP will be

clarified through a brief historical narration of its emergence, evolution and a description of its main characteristics.

Chapter 3 Makhado Local Municipality will be explored in this chapter by giving an outline of the IDP process and participation

Chapter 4 The first part of this chapter will present the findings gathered from field work and the second chapter will focus on analysing these findings

Chapter 5 Based on the study, this chapter makes a few concluding remarks and gives development policy recommendations and suggestions.

Chapter 2: Conceptual Framework

2.1 Introduction

This chapter focuses on the core concepts and the theories that underpin the study. The study is based on the introduction of the Integrated Development Plan (IDP) as a key planning tool and an important mechanism of intergovernmental planning system in the post-apartheid local government. The IDP and other legislations and programmes are meant to improve the system of co-operative governance. This chapter will describe how IDPs have emerged as the dominant form of development planning and service delivery at local level.

The chapter will start by exploring the main concepts shaping developmental local government, giving a brief background of local government before and after 1994. The meaning of developmental local government will be explained and its approach in establishing democratic governance after 1994. The chapter will then explore the idea of IDP in the new local government in improving the efficiency of public service delivery and as a mechanism for intergovernmental planning. The principles of co-operative governance and mechanisms of intergovernmental relations will be discussed in the context of South African local government by defining them and relating them to the current situation in local government.

The chapter will also focus on theoretical basis upon which the study is premised and will be derived from the Strategic Management, New Public Management and Collaborative Planning as the main traditions of planning. Although these theories were neglected and rejected by the previous government, they appeared in the development environment of the post-apartheid government of South Africa. They became popular in modern democracy due to their contribution to development. There will also be a critical interpretation of notions of these theories in order to link them to the aims of

developmental local government, IDP and co-operative governance. It is based on the character of the IDP and IDP Process in South Africa that makes these theories of more importance to the study.

2.2 Developmental Local Government in South Africa

2.2.1 Defining Local Government

Local government can be defined as a system of territorial units with defined boundaries, a legal identity, an institutional structure, with powers and duties that are laid down in general and special statutes and also with a degree of financial and other autonomy (Hill, 1974: 23 cited in Tsiri, 2005). It is a part of the state through which services are provided equally to local communities (Eisa, 2003). In addition, local government must allow citizens to participate in the decision making about delivering services (Hill, 1974, cited in Tsiri, 2005). Cameron and Stone (1995: 100) suggested that local government is the level of government that interacts most closely with citizens through the delivery of services and can respond more speedily and effectively to local problems than other spheres government.

2.2.2 South African Local Government (Pre-1994)

The structure of local government in South Africa before 1994 did not reflect what Hill defines in the above definition of local government. Instead local government in South Africa reflected a race-based municipal dispensation characterised by the unequal access to and provision of services and resources to local communities which existed for decades. It had segregation policies which later led to more defined apartheid policies of the National Party government which have left negative legacy on the country's municipal institutions. These policies of separation and segregation resulted in

fragmented, dysfunctional and unequal system of local government. This in turn has affected the way in which local government in South Africa operates today.

In the past many development projects failed because of the policies which led to the establishment of two separate systems of local government. These policies were unsustainable with regard to the provision of basic services to local people. This is based on the fact that many of the challenges which are facing municipalities today are direct results of the undemocratic system of the past. A top-down strategy of action in the design and formulation formed an essential part of development. Elements of sector planning and integrated development in local government were non-existent (Nel and Binns, 2002). Unnecessary financial waste was the order of the day because stakeholder participation in development projects was not a priority, instead, the ideas of certain elites or local government officials prevailed (Eisa, 2003). Generally, before 1994 the South African local government was undemocratically managed and this in turn has resulted in a situation in which municipalities are faced with huge service backlogs, poorly capacitated municipal officials and uncoordinated activities of local governments and other spheres of government.

Prior to 1994, the government did not make provisions for social upliftment of the poor and the needy. The South African Minister of Provincial and Local Government, Mr. Mufamadi argued that the previous state structures were mechanisms of domination that discounted participation by the masses of people (DPLG, 2005). As a result, the unequal system of local government resulted in protest by communities against the system in the early 1980s. For example, in 1984 civic and community-based bodies organised themselves to fight the appalling social and economic conditions and living standards of black communities (*ibid*). According to Graham (1995: 22), the relationship between council members and communities was characterised by communities that were made aware of forthcoming elections only when posters appeared on street poles and contact that was only made when conflict arose as locals launched complaints about certain

services and governance. This form of government practice resulted in a weak, illegitimate and unaccountable local government structure. It can be argued that it was the unequal system and the protests in local government which informed the overall transformation of local government, restructuring and the constitutional reforms that began in 1990.

2.2.3 South African Local Government (Post 1994)

In 1992 the South African National Civics Organisation (SANCO) began processes of restructuring and transformation of local government with the government of the day which led to multi-party negotiations. According to Cloete (1995: 2-3), three historical documents were drawn up at these negotiations one of which was the Local Government Transition Act (LGTA), Act 209 of 1993. This Act set the framework for negotiations at local level, and it provided for the establishment of local forums in solving local government problems. It was argued that LGTA improved participatory democracy because it forced the establishment of a pre-interim council which consisted of both non-statutory (ANC, Civics and other liberation movements) and statutory (racially elected council members) bodies to address matters of public concern at local government (*ibid*).

The Act was aimed at addressing and correcting the mistakes of the past, particularly in building local governments that are viable, cost effective and sustainable from a service delivery point of view. The negotiations marked the end of governance by the apartheid local government and the dawn of the first phase of a national democratic order (DBSA, 2000). However, local government today is facing protests from different municipalities in the country and the pressure is building up on local authorities to build local government that are strong and developmental to satisfy the needs of all people of South Africa. To a certain extent, protests today do not reflect the country's frustrations and anger against the system of government, but reflect frustrations on improper delivery of basic service (Khuthala, 2007:21).

After the transition to democracy in 1994, the RDP introduced the idea of integration at national level to achieve transformation. This was aimed at solving the problems that dominated government from all levels. However, the RDP was more concerned about the people at grassroots level and focusing upon servicing them and improving local economic development (ANC, 1994). In the RDP White Paper of 1994, the RDP emphasised the role of planning in shaping the South African future, through local governments. The idea of the RDP encouraged a more collaborative approach from national government to work together with provincial and local governments. The main aim of encouraging a collaborative approach was to have the government addressing different kinds of problems facing the South African government through the Forum for Effective Planning and Development (FEPD).

It was recognised that problems could not be solved at national level and a shift to local government was perceived necessary with the state being the driver of development at this level (Liebenberg and Stewart, 1997). It was during this time that the South African government was influenced by global trends towards decentralization. The German GTZ came with a German Model of government which was mainly a decentralised model. Decentralisation can be defined as "the process whereby authority is restructured between institutions of governance at the national , provincial and local levels with powers and functions transferred to the lowest institutional level that is capable (or potentially capable) of completing them" (Ts'oele and Goldman, 2006).

In the 1980s and 1990s there had been a strong emphasis on decentralization from governments, donor agencies etc. Throughout the Western World, and more recently in the Third World, global economic restructuring, local dependence and competition between localities have shifted the responsibility for economic development from the central state to the local state' (Maharaj and Ramballi, 1998:144). A decentralised model put a strong emphasis on the ideas of having government closer to people. Decentralised governments are more responsive to the needs of the poor than national and provincial governments, and are more likely to conceive and implement pro-poor policies. This

model of governance assumes that local authorities should be better informed than central government about local realities so that they can be more sensitive to local priorities and needs, and, given the necessary operational flexibility, can adapt service provision accordingly (*ibid*). Additionally, local people should be kept informed more easily about decisions, for example, councillors should be able to explain in terms ordinary people and make them understand how they might benefit from services and new development programmes.

In South Africa, decentralised efforts are meant to be supported by other spheres of government because of historical weakness of local government in implementing development programmes. Manor (cited in Ts'oele and Goldman, 2006) suggests that the potential impact of decentralized processes lies in reversing the neglect of local institutional development in apartheid government; improving development projects and making them more flexible and more sustainable; promoting greater integration and participation and enhancing government responsiveness. According to the Director-General of Provincial & Local Government Ms Msengana-Ndlela, decentralized local government in South Africa has played a valuable role in supporting the implementation of national and provincial programmes and in discharging its own assigned duties. DPLG argues that South Africa has adopted this model in order to promote its national development objectives and meet the needs of municipalities. At local government level, the way forward is conceptualised as being the pursuit of 'Developmental Local Government' (*ibid*), which is defined as, '...local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives' (White Paper on Local Government, 1998).

Therefore, developmental local government aims to address apartheid-created challenges, whilst simultaneously attempting to stimulate broader economic growth and address issues of social justice and pro-poor development (Nel and Binns, 2002). Local governments must be developmental in nature. Local government is required to take a

leadership role, involving and empowering citizens and stakeholder groups in the development process, in order to build social capital and generate a sense of common purpose in finding local solutions for sustainability. As Pieterse *et al* (2002:1) comments, '…the historical burden on the shoulders of local government is colossal and mounting'. Local municipalities therefore have a crucial role to play as policy makers and as institutions of local democracy, and are now being urged to become more strategic, visionary and ultimately influential in the way they operate. In the context of post-apartheid development, Minister Mufamadi (2001)argues that, '...The very essence of developmental local government is being able to confront the dual nature of our cities and towns, and to deal with the consequences of the location of the poor in dormitory townships furthest away from economic opportunities and urban infrastructure. The solutions to these problems are complex and prolonged' (Mufamadi, 2001:3).

Developmental local government is a form of local government that reverses the previous undemocratic systems' tendencies towards racial exclusion and a "segregationist planning mentality" (Robins, 2002). The emphasis is entirely on the developmental nature of local government as an organ which improves the lives of communities. Legislative changes to government systems after 1994 give a very different meaning to local government. Therefore, the White Paper on Local Government of 1998 identified the IDPs to be the vital tool of developmental local government because they are linked to service delivery. According to the DPLG (2000:21), the IDP is, '...conceived as a tool to assist municipalities in achieving their developmental mandates' and as a planning and implementation instrument to bring together the various functions and development objectives of municipalities. The state, however, continues to be the key driver/facilitator of development.

2.2.4 Characteristics of Developmental Local Government

There are four characteristics of developmental local government which form the basis on which developmental local structures are to be developed. These include the maximisation of social development and economic growth, integrating and co-ordinating

activities, democratising development and a process of leading and learning. The idea of developmental local government is to be achieved through Integrated Development Planning at local government level (Bekink, 2006).

Maximisation of social development and economic growth

Local governments have the responsibility to exercise the powers they have to ensure maximum advancement of economic and social development. However, it should be noted that for this goal to be achieved, local people's needs need to be provided for and financial resources must be available. In this regard, local authorities must see to it that they do not only depend on the national government economic policies to secure funds, but should have incentives of their own to secure investments and resources. Therefore, effective IDPs should be able to make strategies and sustainable choices about the development of a municipal area. This will enable municipalities to pursue realistic local economic development. Therefore, municipalities will pay attention to those strategic positions of localities based on competitive advantage and realistic growth objectives (Bekink, 2006).

Integrating and co-ordinating activities

For local area to be developed, different agencies and stakeholders play a crucial part. These important players usually includes provincial governments, national sector departments, parastatals, community based organisations, private-sector institutions etc. co-ordination between these various role players is equally important at any stage of development and it is therefore, the responsibility of a developmental local government to ensure that co-ordination and integration of efforts and activities is exercised to promote the new development effort. In this regard, municipalities are required to develop mechanisms to ensure better co-ordination and commitment through the process of integrated development planning. Although it is true that circumstances differ from one municipality to another it is submitted that the establishment of sustainable and

successful human settlements depends largely on proper co-ordination and integration between all possible players (Bekink, 2006). This can largely be achieved through the IDP because it encompasses an integrated approach to planning which requires thinking and acting holistically across the spheres of government.

Democratising development

The new local government is responsible for promoting and establishing a system of local democracy to ensure local participation and involvement. Regulations still remain fundamental in municipal functions today but they are supplemented with elements of accountability, leadership, support, public participation, equity and efficiency. Given the South African history, issue of equity and accountability is a major concern. Therefore, the objectives and strategies of the municipality must reflect to what extent the municipality is committed to ensuring these principles at all times.

A process of leading and learning

The adoption of the Constitution in 1996 and other legislation on local government afterwards forced local governments to change the way they operate and the ways in which they are organised. Despite the support that will come from the other two spheres of government, municipalities are forced to find new ways to secure sustainable development and continuous provision of services to local people. In this regard, municipalities must enable themselves to learn and adopt new strategies and be able to learn from mistakes and successes of other municipalities. In addition, strategic planning should be based on making the best use of limited resources. Therefore, the IDP should be used as an opportunity to prioritise and making choices on distribution and allocation of scarce resources.

Developmental local government is intended to have major impacts on the new system of local government and on the daily lives of the people, in a sense that it is supposed to ensure that municipal officials are capacitated and are given support by both national and

provincial governments so as to ensure that all South Africans have adequate access to basic services. Therefore, it is argued that the success of a developmental local government is to be determined by its institutional and administrative capacity, backed by the state's autonomy to implement its own socio-economic policies (Mkahandawire, 1997).

2.3 INTEGRATED DEVELOPMENT PLAN (IDP)

The Municipal Systems Act (2000) defines the integrated development plan, as a single strategic plan that guides and informs all decisions with regard to management and development of the municipality. This plan is central to the planning process, around which the full range of municipal functions is to co-ordinate and integrate with provincial and private sector initiatives. Much effort has been directed towards establishing IDPs in local government, and each municipality now owns such a plan. The rationale behind this is that municipalities have to constantly make crucial decisions and they need a guideline as to how best to arrive at these decisions.

Prior to 1994, there were few strategic plans as fragmented based project approaches gained momentum in planning (DPLG, 2000). It was during the transitional phase in the 1990s that the idea of integrated development planning gained currency internationally as a response to move towards integration on development (i*bid*). Integrated development planning indicates an approach to development planning that involves different officials and departments within and outside the municipality, but who tackle development challenges together. The IDP is the optimal tool to ensure that the above-mentioned process is achieved. It allows both different officials and communities to be involved in determining the priorities of the IDP. Local authorities will be in a position to make decisions in a systematic, rational and transparent manner. The IDP is aimed at implementing changes within South African local governments focusing more on targeted, more realistic and action oriented approach to planning.

2.3.1 Legal requirements of the IDPs

The Constitution of South Africa provides the overriding framework for local government policy. This sphere is required to use the IDP to:

- provide democratic and accessible government
- ensure the provision of services to all communities in a sustainable way
- promote social and economic development
- encourage the involvement of local communities in local government
- and encourage participation by other spheres of government (Constitution, 1996).

IDP is a constitutional and legal process of municipalities. However, despite the legal requirements, there are reasons why a municipality should undertake IDPs. First a municipality must have an IDP because it will help with the identification of local needs and the municipality will prioritize them, taking into account the available resources within local government so as to come up with ways that will provide for effective use of scarce resources. Secondly, the identification of local needs and the least serviced areas will help municipalities to speed up the delivery of services to local communities (SALGA, 2007). Thirdly, if municipalities make development plans which are clear, it will be easy for private investors and government departments to come on board. Fourthly, during the apartheid government, municipalities were required to plan on racial basis and had plans for urban and rural areas. Therefore the integrated development planning will integrate rural and urban area plans so as to address the past imbalances. Lastly, and perhaps the most significant in making the above a reality is the ability of integrated development planning to promote co-ordination between local, provincial and national government so as to improve the delivery of services in local area. The IDP can potentially help to slowly reverse the effects of apartheid planning. Therefore, it is imperative that municipalities adhere to the requirements of the IDP for the goals of the IDP to be achieved. In short, if the IDP is implemented efficiently, it can change local government systems and improve the lives of local communities.

2.3.2 Theoretical Influences of IDP

The notion of integrated development planning drew on planning theories such as Strategic Planning Management, New Public Management (NPM) and Collaborative Planning.

Strategic Planning

The IDP represents a strategic management tool for the municipalities in South Africa. The focus on strategic planning was informed by an international shift away from comprehensive planning, in which an attempt is made to understand everything and to intervene in everything (Labuschagne, 2001). In the strategic planning phase, pragmatic decisions are made about what the priorities are and which direction to take. Therefore, if municipalities are to fulfil their new developmental role, they need to adopt a strategic approach to planning and management. This is because the IDP as a strategic plan is a single process of planning that according to the DBSA (2000) incorporates the sectoral planning strategies of municipalities. The ideology lies in the integration and the holism of the plan.

Strategic planning is aimed at improving operations and policies in the public sector. The idea of strategic planning also referred to as corporate/ business planning came from the business world mainly concerned with managing a firm in a complex changing environment. This changing complex environment calls for strategic management which is according to Paul (1983) a set of top management interventions which provide the framework for all the operational decisions and actions and hence facilitates effective performance. Once a strategic plan is developed, it will guide the municipality's operations towards total development (*ibid*). According to DPLG (2000), the call for strategic planning follows the recognition that resources are limited. This means that

local governments will be in a position to use limited resources more effectively considering the given conditions and policy guidelines directed towards key strategic issues.

The guiding principles in any strategic management process, whether in the private or public sector, are about understanding what changes are needed, how to implement and manage them and how to create a road map for sustaining improvements (McInerney and Barrows, 2000). The strategic goal for achieving goals should be in an operational plan that addresses changes. A review of this plan must be ongoing. The processes of the IDP in South Africa are largely influenced by strategic management. The prerequisites of a strategic plan requires a formulation of a vision, a mission, and then the identification of key strategic objectives for which specific actions or strategies are taken to meet the desired objectives with a view to attain the desired mission (Phiri, 2003).

Strategic planning allows for greater participation in the IDP by encouraging stakeholders to participate and have thorough understanding of their various roles and responsibilities in the IDP process, hence different management styles need to be developed. The aim is to merge decision-making capacity and develop collaboration within and between communities by ensuring that participation is at the heart of development planning (Crook and Jerve, 1991). Therefore people must be involved in planning, deciding and evaluating to ensure effective community participation in the IDP. Citizens are thus seen as part of the planning process.

New Public Management

New Public Management (NPM) is a term used to describe the wave of public sector reforms throughout the world since the 1980s (Brinkerhoff, 2000). The common element of NPM practice was the attempt to bring corporate business culture in the public sector

and seeks to enhance the efficiency and outcomes (Harrison 2006). Key elements of the NPM approach included professional and flexible management at the top of the public sector bodies; the separation of policy-making from operations; the desegregation of public sector departments into corporatised units; the introduction of competition into service delivery; outsourcing and competitive tendering; and the emphasis on output-based performance evaluation (Considine and Lewis 2003). This approach indicated a shift away from process oriented strategic planning to a strategic process focused more on outcomes and efficiency. The idea was to make the public system function like the private sector.

The ideas that came with the notion of the NPM influenced public sector today in most countries, including South Africa. It argues that an efficient system/organization should aim to maximize on benefits that can be derived from inputs. In order to get better results, inputs must be of good quality. For example, an organisation with poor information systems, unskilled people etc as its inputs is likely to experience less growth compared to the one that has good information available and skilled people who are able to make strategic decisions for their organizations. Thus, a good strategic plan should work towards improving the inputs found in that organisation in order for it and various organizations to run efficiently. A strategic plan should also identify functions or activities that are more likely to operate efficiently if they are to be outsourced (*ibid*).

Unlike strategic planning management, NPM does not address the question of stakeholder involvement and it does so by not paying much focus on community needs but on efficiency. The ideas which surrounded these debates were based on the arguments that participation takes time and needs specific resources. In this case it can be argued that efficiency is the direct opposite of some principles of good governance. The idea within the NPM was that in order to achieve efficiency, plans must be done quickly and efficiently without involving the community because the notion of participation is perceived as a process that takes time and wastes resources (Fakir, 2005).

Communicative/Collaborative Planning

This notion of communicative planning is informed by Habermas' Communicative Rationality focusing on the idea of consensus building in planning involving different stakeholders including members of the communities. According to Coetzee *et al* 2005, "communicative rationality is a process by which different validity claims are brought to a satisfactory resolution". The most open definition of communicative action given is that it is action in which: "the actors seek to reach an understanding about the action situation and their plans of action in order to coordinate their actions by way of agreement" (*ibid*). According to this theory, the potential for rationality is inherent in communication itself.

Such planning is an effective process for problem solving and consensus building between stakeholders. In communicative planning, community needs/priorities and government strategies can be realised and creative ideas shared. This will create a bridge that merges stakeholders' different and separate capacities into new expanded visions (Cunningham and Meyer-Stamer, 2005).

In South African context, communicative planning has an additional advantage in that development programmes/projects during the IDP process can be implemented. Ultimately, communicative planning result in a better system of intergovernmental planning than could be achieved by stakeholders addressing development issues in isolation. Given minimal capacity and knowledge in South African local governments and intergovernmental planning, this form of planning is important as collaborative efforts provide access to a range of skills and knowledge to ensure meaningful inclusion.

Based on the above, it can be argued that municipalities have a responsibility to ensure and promote participation of stakeholders in the IDP process. According to Planact, participation should not, however, be a once off activity to fulfil legislative requirements for producing an IDP but it should rather be seen as a continuum. Legislation such as the MSA (2000), Development Facilitation Act (DFA) (Act 67 of 1995) and Municipal

Structures Act (Act 117 of 1998), creates an ideal opportunities for participation. It provides a form of accountability, and responsibility for the implementation of the IDP.

Such legislations highlight the significance of stakeholder awareness, ensure that development projects are people driven and enhance the people's ability to participate continuously in local government activities. Thus capacity building and empowerment form the basis of development for service delivery in participation point of view. Clearly, the new system of local government offers the opportunity for ordinary people to become actively involved in local government issues. However, the shift from people driven developmental approach to a more business oriented approach reflects the influence of international institutions on development planning of South Africa. This is true with the Integrated Development Planning process which represents a significant shift away from past planning approaches in South Africa that were largely technocratic, sectoral and failed to incorporate the views of local people. Put simply, the IDP has become more procedural, technocratic and managerial in orientation, rather than collaborative as a result of these shifts in policy. Thus, the IDP is caught up in a notion of being participatory as advocated by participatory governance, and being efficient as advocated by the NPM.

2.4 Co-operative Governance in South Africa

Co-operative governance is a new approach to governance in South Africa in which the Constitution establishes government as three spheres (National, Provincial and Local governments) and regulates the relations between the three (Constitution,1996). This approach is defined as a "continuous communication and coordination among different spheres of government and different government departments in order to achieve a common goal and adequate standard of service delivery (SACN, 2004: 17). The three

spheres of government are obliged to work hand in hand to bring the principles of co-operative government to practice and improve the delivery of services.

The IDP is one of those mechanisms aimed at bringing more meaning to the foundation of co-operative government and has emerged as local planning processes increasingly viewed as important tools which can bring good relations between the spheres of government and communities and improve the delivery of services. It has come to be regarded as a potential tool for raising issues to be attended by all spheres. This clearly requires joint and coordinated inputs.

The following diagram indicates a summary of how government role players are involved in drawing up IDP at local level.



Source: Geyer, 2006

The importance of the diagram above indicates the driving force of the IDP which is made up of the council and the councilors, the staff and the communities. This structure confirms the fact that an IDP is developed by a municipality and the municipality takes responsibility for the leadership and of the participation process. However, as advocated by intergovernmental planning, participation process must be driven by all role players visible from the circles surrounding the squares, who must be involved, although not necessarily altogether at the same time. Some of the outer circle will overlap with one another from time to time as well (*ibid*).

According to the principles of co-operative governance, all spheres of government must co-operate with one another in mutual trust and good faith by:

- Assisting and supporting one another,
- Informing one another of and consulting one another on matters of common interest, while
- Co-ordinating their actions and legislation with one another (RSA, 1996:21).

This means that the principles of co-operative government are of vital importance to all spheres. This is because in the past, local government used to work in isolation, thus resulted in appalling systems of local government. The relationship between and within the spheres of government will ensure that the greatest cohesion is obtained. More attention will be given to the effectiveness of service delivery, which will be enhanced by bringing government closer to the people.

It is apparent that a clear legislative and policy framework exists for inter-sphere coordination. However, the challenge to date is due to the inability of the spheres of government to convert such legislations and policy frameworks into a working model which will achieve the objective of transforming IDPs into government-wide commitments (Richards, 2006). Co-operative governance was introduced in South

African government to promote institutional integration and give meaning to integrated service delivery as part of the goal of government of bringing services closer to the people. It was the intention of co-operative governance to ensure better delivery of services to the people by both spheres of government. According to Carter, (2004), co-operative governance between the spheres of government is a relationship which entails that each sphere has a specific role to play and should promote constructive relations between and within the three spheres and also encourages engagement on service delivery.

Despite the fact that local governments now make part of the government structure, they are often dependent on the two higher spheres because local government cannot work in isolation with the other two spheres of government. Planning undertaken by local government sphere must be aligned with and complement the development plans and strategies of other spheres and organs of the state within those spheres so as to give effect to the principles of corporative governance (Richards, 2006). It can be argued that this is in contrast to earlier developments of co-operative governance in most countries where the relationship is only between the two higher spheres of government. In South Africa a tripartite system is applied, which recognises local government as an important equal partner (Levy and Tapscott (2001). The Constitution (1996) placed an obligation on local government to participate in co-operative governance and to equally deliver standard services to local communities. This means that municipalities must participate in all national and provincial development programmes.

Through co-operative governance, local authorities are required to extend and deepen democracy by responding to the needs of the people. In this way, local authorities should also be able to respond to the changing needs and demands of local communities. There should be a continuous communication and co-ordination among different spheres of government and different government departments in order to achieve a common goal. However, it is argued that capacity in national and provincial governments is not built at

all levels to enhance understanding of local government and knowledge of intergovernmental and inter-sphere planning process (Richards, 2006). These capacity problems cover the whole range of aspects associated with the IDPs, from the ways in which municipalities address their problems, the institutional structures of municipalities and the extent to which intergovernmental development planning is being achieved. From the provincial perspective, there is only a basic level of alignment between municipal IDP and provincial policy ad framework. Municipalities on the other hand do not ensure proactive approach towards engagement with provincial sector on aspects mentioned above.

In light of the above, several assumptions therefore underpin the idea of IDP in co-operative governance as a mechanism to improve the effectiveness of service delivery at local level. It is assumed that even though the national government is regarded as the highest sphere, it cannot plan and implement development plans on its own without the help and support of the other two spheres of government as well as the organs of the state and private organizations. Therefore, co-operative governance requires a system of co-operation and contractive intergovernmental relations within each sphere and across all spheres of government, at the same time demanding a system of intergovernmental planning within the spheres of government (Nelan, 2005). Intergovernmental planning refers to an approach in which the activities, plans and strategies that guide the three spheres of government are aligned with one another (*ibid*). Intergovernmental planning will ensure that plans of municipality are aligned with those of sector departments and the other spheres. This alignment can be achieved within the intergovernmental planning system in which there is mutual co-operation.

With this in mind, it can be argued that as provided by section 155 (6) of the Constitution, the provincial government is responsible for monitoring and supporting local governments in their provinces, and promoting the development capacity of local authorities in order to enable them to fulfill their functions and duties. This also means

that in a situation whereby a municipality does not or cannot fulfill its constitutional mandate, the relevant provincial executive can intervene to ensure the fulfillment of that obligation (Botha, 1996).

National government supports local government through national policies and programmes that relate and affect local government. In this regard, local governments are increasingly seen as a point of integration and coordination for the effective implementation of the programmes of the two higher spheres of government. Therefore, local government, as a sphere closest to the people has to drive implementation of development programmes and fulfill its mandate to deliver services to people. This clearly shows that governments constituent parts need coordination and integration of efforts to better improve service delivery (*ibid*).

It is also assumed that if the newly formed relationship between and within the three spheres of government is properly managed, local government structures will be viable and cost effective from a service delivery point of view (*ibid*). However, it can be argued that it is also up to municipalities to find and make use of relevant delivery options that will lead to cost effective service delivery such as the integrated development plans. Carter, (2006) argues that effective intergovernmental relations are a key requirement for effective and efficient delivery of services.

2.4.1 Legislation and programmes provided to facilitate co-operative governance

A series of legislation has been put in place to give meaning to co-operative governance and to ensure the delivery of services to local communities and also to promote local government's developmental role. Some of the frameworks necessary to strengthen the

system of local government for accelerated service delivery include the following pieces of legislation; The Municipal Systems Act (MSA), 2000, The Municipal Finance Management Act (MFMA), 2003, Intergovernmental Relations Framework Act (IRFA) 2005, Provincial Finance Management Act (PFMA).

MSA (2000) is specifically positioned to set out internal systems that enable municipalities to operate in such a way that they move progressively towards the social and economic upliftment of local communities. The Act requires that all spheres of government and organs of the state within each spheres work together in a spirit of co-operative governance in order to build better systems of intergovernmental planning and facilitate the creation of viable local governments. Of particular importance, the MSA assist in strengthening the core systems of local government and in allowing the national and provincial governments to assist in addressing and resolving the implementation challenges that exist in municipal governments. Transparent decision-making and citizen participation in the political and municipal processes to bring about integrated delivery of services is emphasised.

The Municipal Finance Management Act 2003 (MFMA) is meant to "… secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government…". Given the diversity of capacity within local governments, this Act provides for institutional strengthening, municipal capacity building, transparency and accountability. According to the MFMA all three spheres of government must be transparent about their financial affairs. It also requires close co-operation with other departments in national and provincial spheres so as to allow municipalities address financial issues in an integrated manner.

The object of IRFA is to provide a framework for the three spheres of government and all organs of the state within those spheres, to facilitate coordination in implementation of

policy and legislation including coherent government, effective provision of service, monitoring of implementation and realisation of nation priorities (DPLG, 2005). The Intergovernmental Relations Framework Act came into effect on 15 August 2005 to formalise the relations between and within the three spheres of government and also to give assistance and encourage better co-ordination and integration of services by all state organs to provide a better life for all citizens (DPLG, 2005). The IRFA went through a process of intergovernmental consultation with the hope of improving government's overall capacity to implement its policies. For both provinces and districts, the IRFA mandated the establishment of premier's intergovernmental forums (PIFs) and district intergovernmental forums (DIFs) by 31 August 2006.

When IRFA was adopted in 2005, the government was trying to encourage both spheres of government and all organs of the state to work as one government to foster the principles of co-operative governance and to support and strengthen the key elements of the system of co-operative government (DPLG, 2005). Immediately after the adoption of the Act most provinces and districts established new forums and to some extent, adjusted their existing intergovernmental structures in order to comply with the provision of the Act. Almost all provincial structures have included representatives of both provincial and local government. PIFs in many parts of the country have been used to manage division of powers between the two spheres of government.

Mello, (2007) indicated that stability in how the executive of the three spheres of government and organs of the state interact and co-operate in the formulation and execution of policy in key areas of national priority has been achieved, but to a limited extent. It was hoped that the Act will provide a platform in which opportunities will be created for national and provincial governments to efficiently support local government to prioritise the identified needs by the communities. However, the results today suggest that planning and implementation is still not informed by the needs of communities (DPLG, 2005). It can be argued that if all partners participate in the planning and implementation processes, a flexible model of co-ordination and integration will develop

and a system of intergovernmental planning will be in place across the spheres of government.

Such pieces of legislation contain a drive for municipal reform and created incentives for improved performance that would eventually increase confidence in the possibilities of positive change (Asher, 2004). The approach reflected in the legislations is that each municipality must take responsibility to manage its municipal affairs and also allowing provincial and national governments to play their role in municipal governments. These call for a need to have relations that are critical to the sustained improvement of municipal management. The adoption of the above legislation can be said to be part of the process of shaping a new system of local government to achieve its developmental role of integrated service delivery.

Government has also introduced various local government programmes that will concentrate on assisting municipalities to achieve the developmental goals. These programmes include Project Consolidate which was launched in October 2004 and the Municipal Infrastructure Grant (MIG). Municipal Infrastructure Grant replaces previous grants such as MIP and is aimed at consolidating and simplifying the process of accessing funding for infrastructure, so as to facilitate improved service delivery.

Project Consolidate is a hands-on support and engagement programme to local government which came about as a result of analytical exercise which looked at service delivery indicators and provided a clear diagnosis of the main problems in the country's municipalities (Xundu, 2005). The exercise revealed weakness about the inadequate capacity of many municipalities to fulfill their responsibilities and Project Consolidate was an immediate and targeted national intervention to support these municipalities to build their internal capacity. Out of 284 municipalities, 136 municipalities were identified as needing assistance in the delivery of basic services.

The purpose of Project Consolidate is to deepen the impact of existing policies and programmes directed at local government. It allowed national and provincial government, together with key partners in the private sector, to find new, creative, practical and impact orientated modes of engaging, supporting and working with local government (DPLG, 2005). Project Consolidate concentrates on the operation of Service Delivery Facilitators into the targeted municipalities to enhance and reinforce municipal performance and service delivery. Project Consolidate was aimed at creating a stronger platform for collective development planning across the three spheres of government in the form of Municipal Action Plans, izimbizo programmes of action and Integrated Development Plan (IDP) (*ibid*). The existence of such programmes acknowledges capacity constraints within the countries municipalities. These programmes are efforts to address these capacity constraints and require effective partnership with municipalities moving forward.

Municipal Infrastructure Grants (MIG) is a conditional grant that is aimed at strengthening local government. For example, a municipality has to comply with certain conditions in order to secure access of the grant. For example, the municipality must ensure that the use of funds is within the IDP framework and its approved budget. In addition, funding can be used for services relevant to a particular sector. For example, The Department of Water Affairs and Forestry conditions require that funding be used for Basic Water Services component of the projects such as basic water supply. Therefore, MIG projects must be identified in the IDP process whereby the municipality and key stakeholders can identify the needs and priorities of communities (Mvula, 2006). The role of the municipality is to identify the list of projects to be funded by MIG. National and provincial governments ensure that projects identified comply with MIG conditions and, if a project does not comply, these two spheres must to provide support to the municipality to assist it in meeting the conditions.

Finally, but perhaps most importantly, local level Integrated Development Plans which constitute the principal strategic planning instrument to guide and inform planning and

development at local level should be afforded priority consideration. The IDP process is key to promoting integrated planning, especially between local and provincial authorities. In light of the above legislations and programmes to help improve service delivery in local government, pressure is growing on organs of state to successfully implement the IDP and improve the effectiveness of the delivery of services to local communities.

Despite the Constitutional requirement calling for co-operative governance, the level of integration between and within the three spheres of government in the areas of planning, budgeting and implementation is as important. The DPLG has embarked on a mission to bring about integration of activities at local level for several years. For example, the department proposed that the system of intergovernmental planning be developed in every municipality to address the poorly co-ordinated planning between and within the spheres of government.

IDPs are aimed at and are closely related to the systems of intergovernmental relations. IDP processes which have significant role in facilitating co-operative governance by themselves do not and cannot constitute co-operative government. It is the forums that take place in order to increase capacity of local government that make co-operative governance work (Bond, 2003). In 2003, the Cabinet considered the question of development and decided to improve IDP and locate it as a key intergovernmental planning and coordination instrument. This meant that national and provincial governments will establish capability to support IDP and develop sector guidelines. Planning capability in all spheres had to be improved and district and local municipalities IDPs should be transformed into local expression of government-wide commitments.

IDPs are intended to give effect to the constitutionally prescribed role of local governments of promoting economic and social development (Hemson, 2004). The

concept of intergovernmental relations has emerged to give more meaning to the foundation of co-operative government that is protected in Chapter 3 of the Constitution.

Intergovernmental relations framework is an opportunity for the three spheres to work together as one unit in order to create a better system of government. They can be described as a set of multiple formal and informal processes, structures and institutional arrangements for both bilateral and multilateral interaction within and between different spheres of government (Bond, 2003). The main purpose is to ensure that efforts of all state organs are integrated and coordinated efficiently and directed towards the accomplishments of shared developmental duties (*ibid*). The movement towards intergovernmental planning is an attempt, among other things, to facilitate improved service delivery to local communities in a cost effective manner, as well as increasing the capacity of and productivity of local authorities in the public sector, particularly local government (*ibid*).

Municipal integrated development plans would offer a mutual opportunity for government officials to consistently engage in development priorities. According to the DPLG (2005), stability in how the executive of the three spheres of government interact and co-operate in the formulation and execution of policy in key areas of national priority can be achieved. This also provides for an opportunity for national and provincial spheres of government to support local government through ensuring that planning and implementation is informed by the needs of communities and by the growth potential municipalities (*ibid*). This can be ensured by integration and harmonization of planning through IDPs.

The system of intergovernmental planning must respect the principles of co-operative governance and recognize and respect the value of the IDP in representing the interests and programmes of municipal government. Organs of the state should use the IDPs to avoid unnecessary complexity by making use of existing procedures such as the

provisions in the Municipal Systems Bill of 2000 that could improve levels of intergovernmental integration and coordination (DPLG, 2000). For the IDP to perform developmental functions, planning processes must enable as much co-ordination and integration within the spheres of government.

2.6 Critical Review of the IDP

It has been argued that if different stakeholders do not take part in the IDP process, IDP implementation will not be successful and the development planning process will remain top-down. Through the involvement of these stakeholders in the IDP process, planning at municipal level could be improved. Therefore, the DPLG, (2000), MSA (2000), IGFA (2005) and co-operative governance assumes that stakeholder integration and coordination are the prerequisites for successful implementation of the IDP to achieve developmental local government. Local government in its current structure has only existed since the end of 2000, and the first 'comprehensive' IDPs were only completed in 2002 (UNDP, 2005).The quality of these plans is variable and they are not always operationally viable.

But despite repeated calls for stakeholder participation in IDP process, the term intergovernmental planning is generally interpreted in ways which yield no better results to municipal planning (Richards, 2006). Thus in pursuing involvement of different stakeholders, the development planning system at local level has continuously proved something of a disappointment. While officials recognise the need for integration and coordination during the IDP process, they place clear limits on the form and degree of alignment they are prepared to accept (*ibid*). These forms of behaviour have derailed the participation process of the IDP implementation and in so doing hamper service delivery. Officials fail to acknowledge that stakeholder participation as an important building block for municipal development could improve the implementation of the IDP. There are many impediments to the implementation of the IDP. Below are some of the

problems highlighted during the rounds of the IDP. IDPs have been implemented for a couple of years now and according to Harrison (2003), extensive reviews of the IDPs have been conducted and suggest that integrated development planning has been implemented with at least some degree of success, although many areas for improvement remain.

Institutional capacity problems affecting local governments

In retrospect, some analysts observed that too little attention is given to the low capacity of public authorities to undertake and implement the integrated plan in order to fulfil the new planning requirements under developmental local government. One of the major prerequisites for achieving developmental goals is the development of sufficient institutional capacity in local government to manage, efficiently and effectively, the process of IDP and implementation. As a result, it is argued that despite official declaration by the new government regarding its commitment to improve the relations between the spheres of government, local level development programmes and projects have been delayed or have not been implemented due to lack of capacity at both levels (Richards, 2006).

Following the demarcation process and the introduction of the IDP, many municipalities found the IDP document (GTZ document) overwhelming and impractical (Coetzee, 2005). This was due to less capacity related to knowledge and skill levels for decision-making, negotiation, implementation, monitoring, and evaluation within municipalities as "ill-qualified" and incompetent staff occupies key local government positions. This led to a decline in the capacity of local authorities as they failed to produce interim IDPs for the 2000 deadline and to provide essential services to local communities. The GTZ document was cited by many municipalities as the reason why municipalities could not produce their IDP on time. IDPs did not appear as an integral part of municipal policy. It was argued that the institutional arrangements are not adapted for integrated development in a sense that many failures in IDP process are, in fact, the results of the weakness of many municipalities and institutional capacity building as well as the lack of trained staff (*ibid*).

Various lessons have emerged from the first and second round review and analysis in a sense that local authorities acknowledged that the IDP philosophy, principles and processes are complex and require a high level of conceptual understanding and skills so that the mistakes and challenges of the previous rounds cannot be repeated (Harrison, 2006). By the end of 2000, most municipalities had almost all the building blocks of municipal planning and development. However, Harrison (2003) notes that municipalities are still undergoing a process of learning in terms of its preparation, operationalisation and implementation as was revealed in the First round of the interim IDPs and this is still continuing.

The first round of the IDPs fell far short of the ideals of integrated development planning. Understandably, the municipalities were confused during this round and they had very little resources to prepare and implement the IDP (Harrison, 2003). As a result, the IDPs have been prepared in a difficult and complicated environment which led municipalities to source out their IDPs to planning consultancies (*ibid*). The problem is that many of these consultants were themselves inexperienced in the IDP process. Therefore, many municipalities failed to accept ownership of the IDP process. According to The Ministerial Advisory Committee (2001) interim IDPs did not reflect strategic and visions for development but rather merely reflected shopping lists of the municipal area. These strategies and visions are not linked to budgets, especially of national and provincial departments. In addition, many municipalities stressed the issues of infrastructure development in their IDPs rather than social and economic development.

Most municipalities are currently independent of consultants and they own the process of the IDP. For example, about 35% of municipalities have the basic structural capacity in place but require support to produce good IDPs to enhance their planning and delivery (*ibid*). For those municipalities that are still heavily dependent on consultants, their development strategies outlined in their IDP are weak and do not often address key issues and problems adequately compared to those municipalities that have IDPs which are able

to support a practical programme of implementation. Despite the above capacity problems, there continues to be poor planning from municipalities. Many municipal planners are not trained in development planning. This has meant that there is a lack of understanding of the concepts of IDP and developmental local government. According to Xaba, 2000 municipalities with limited capacity, both human and financial have proved to be incapable of formulating an IDP that will drive municipal growth. Local government without clear set out policies can restrict their growth to specific area of their jurisdiction.

It should be noted that the national and provincial spheres of government have the responsibility to enhance capacity level of local authorities. Therefore, the success of institutional capacity at local level will depend on the strength and competence of these two spheres to support local authorities and help create greater administrative capacity of local level (Mukwena, 1998). It has been argued that the national and provincial spheres had failed to give sufficient attention to some of the important aspects of development at local level such as financial implications caused by limited capacity (*ibid*). For example, even if funding for various services is available at local level, it is very unlikely that these funds could be applied to the tasks of service provision in a cost effective manner. This is due to the fact that the role of these officials from other spheres of government is limited because of the shortage of skilled and professionally qualified manpower, the lack of planning capacity, lack of coherent policy for solving problems at local level and the failure by national government to provide officials with policy guidance and support to set strategic planning objectives and to develop an effective strategy for intergovernmental planning (*ibid*).

Lack of understanding of how alignment works

It is a key concern of government to make government as a whole work together and improve the impact of its programmes in achieving common objectives and outcomes, particularly with respect to economic growth and job creation and addressing the needs of

the poor. This requires improving the performance of the State through focused implementation and better integration and alignment across all spheres to ensure better systems of local government and to achieve integrated delivery of services.

It is important that necessary mutual alignment between and across the spheres be conducted in the spirit of co-operative governance, whereby the plans of one sphere support those of other spheres. However, it was found that each sphere adopts a rather narrow and one-sided perspective whereby each sphere implements policy in a half hearted manner because it does not feel fully committed to that policy (Harrison, 2003). Key challenges revealed during the second round range from the lack of real strategic planning and analysis to inadequate intergovernmental alignment (*ibid*). There is still little commitment in planning between departments and different spheres of government (Harrison, 2000). There is also poor link between planning at local and district level. This is a problem in local municipalities because cooperation between these two spheres of local government is important if the IDPs are to function as key planning tools (*ibid*).

Although there has been significant improvement in incorporating development plans in the second round of IDPs, limited experience in the application of an integrated approach and a lack of a deep understanding of sector planning and alignment has meant that some of the plans and projects are yet to be implemented. This is especially true of the poorer and more rural areas such as the Greater Groblersdal, Makhado Local Municipality and the Kgalagadi District Municipalities because of shortages of funds, work space and unqualified staff.

Unrealistic expectations of the IDP

Upon receiving authority to manage and operate its municipal affairs, local government was expected to move ahead with the process of the IDP. This entailed the responsibility to conduct forums with sector departments and communities and also to liaise and co-

ordinate local government projects with national and provincial governments. While everyone agreed that integrated development planning at local government was to improve effectiveness in the delivery of services, there were expectations on how to achieve this goal. The IDP clearly had the potential for greatly contributing to the improvements and municipal development planning. The government endorsed a detailed timetable for the completion and submission of the IDP.

However, successful implementation of the IDP experienced a considerable delay in the sense that over two years elapsed before the IDPs of municipalities could be implemented (DPLG, 2003). There remained the likelihood that the general lack of institutional capacity hampered the implementation of these IDPs. As a result, none of the goals of the IDP were achieved. Although ideally it was expected that the IDPs will take the lead in the current local government reforms, it was indicated that local authorities remained of the view that there was too much pressure on local authorities and the government did not give them enough room to adapt to the changes at local level (*ibid*). Some officials also argued that since the demarcation process, some senior posts had become vacant and these vacancies were not filled pending the introduction of the new local government structures. The national government failed to take into consideration that the vacuum created by vacancies made it difficult for municipalities to produce their IDPs on time. Thus, municipal officials could not be efficient in their integrated development planning responsibilities. This failure to fulfil these responsibilities affected the efforts at improving the planning function in the local authorities.

New means to improve recent IDPs and IDP implementation and reduce institutional capacity problems

IDP reviews from municipalities around the country indicate that about 28% of municipalities in the country currently require basic institutional and administrative infrastructure to be established and strengthened before they are ready to undertake,

manage and drive proper IDP (DPLG, 2004). A small number of municipalities are able to formulate and implement a good basic IDP. Even though they use consultants in parts of their planning and implementation process, they are still in control of their IDPs and are able to drive and manage the process (*ibid*).

The Decentralised Development Planning (DDP) Programme within the DPLG was responsible for providing national guidance and support for municipal planning (Harrison, 2003). After careful assessment of the first round of the IDP, DDP launched support programmes which involved the appointment of Planning, Implementation, Management and Support System (PIMSS) centre to assist municipalities in formulating IDPs and to facilitate the role of local level officials in guiding and monitoring the operations of local authorities and helping them acquire institutional capacity. Municipalities did not have their own in-house capacity to drive the IDP. Therefore, 31 PIMSS centres were established and the government sought to appoint staff with sound quality and experience to municipalities to support the new round of the IDP (DPLG, 2005). PIMSS were meant to provide methodological guidance to municipalities, as well as assistance with the alignment of IDPs. This was a five year programme which will be reviewed after the end of its initial period (five years). The PIMSS centres were going to be reinstated if they prove critical in supporting the new round of the IDP (*ibid*).

However, it has been argued that such programmes have not been able to effectively discharge their functions due to lack of funds and shortage of professionally qualified support staff (SALGA, 2006). It was reported that the DDP within the DPLG, which came up with the idea of Integrated Development Plans, were funding the PIMSS centres (*ibid*). However, after the review in 2007, DDP stopped funding the centres due to lack of relevance in terms of institutional capacity building. Clearly, the appointment of the PIMSS in many municipalities did not have any impact on the capacity building of local authorities. Accordingly, the PIMSS proved to be irrelevant and a waste of government's resources. This led to the shutdown of the centres in 2007.

2.6.1 SOME AREAS OF (FUTURE) CONCERNS

The current system of local government is still evolving and some factors have to be taken into consideration. According to DPLG (2000), the IDP should be recognized as an evolving process that should involve ongoing mutual learning and should be able to adapt to changing conditions in development. The areas of concern confronted at local level arise from uneven capacities whereby some of the municipalities are better than others. For instance, municipalities like the City of Joburg, City Of Tswane etc are better off than most rural municipalities. However, the same legislations such as the development of Spatial Development Framework, Performance Management etc prevail.

Another area of concern has to do with integration between the spheres of government. There is still weak integration between the spheres of government, especially at national and local level. While municipalities are required to co-ordinate and integrate their activities in terms of the framework provided by IDPs, many of the problems at local level arise from lack of co-ordinated planning and implementation within national and provincial spheres of government, as well as across the three spheres (DPLG, 2000).

Most municipalities do not have the capacity to deal with issues surrounding their areas. They lack strategic planning thinking in relation to economy, space etc. This situation is exacerbated by a burden of preparing strategic plans. Funds, work space and unqualified staff impede those municipalities from preparing proper IDPs. National government is forced to respond to these issues but there are competing priorities between municipalities and the support does not utilize as much as it is supposed to.

CONCLUSION

During the first round of the IDPs municipalities were confronted with a variety of problems such as new boundaries, new municipal areas and new management styles.

There was also a late start that resulted in officials having to prepare their IDPs hastily. During the second round of the IDPs, it can be argued that IDPs presented a sound base to enable delivery and development outcomes into the future. Today, there is recognition of the role of the IDPs as management process and instrument in the municipality. Generally, IDPs meet the legislative requirements to qualify as workable IDP documents. They can be used as the basis for decision-making and resource allocation by other organs of the state. The issue of alignment with provincial policies, programmes and plans did take place to some extent but it is evident that efforts to ensure greater level of alignment need to be enhanced to facilitate an integrated approach to planning and implementation within municipalities.

IDPs are however very complex documents and municipalities with little financial and human resources often see the preparation of the IDP as a waste of resources (Harrison, 2000). The difficulty of developing an IDP led some municipalities to understand the IDP only to fulfil the requirements of the law. This situation means that IDPs will not be the driving policy document for municipalities as advocated by the DPLG. Although the IDPs are given considerable importance in the engagement of different spheres, critical literature on IDPs and intergovernmental relations suggest that many municipalities do not have the capacity to facilitate intergovernmental planning. This then will be confirmed in the Makhado Local Municipality.

Chapter 3: Overview of Makhado Local Municipality and Discussion of Research Methodology

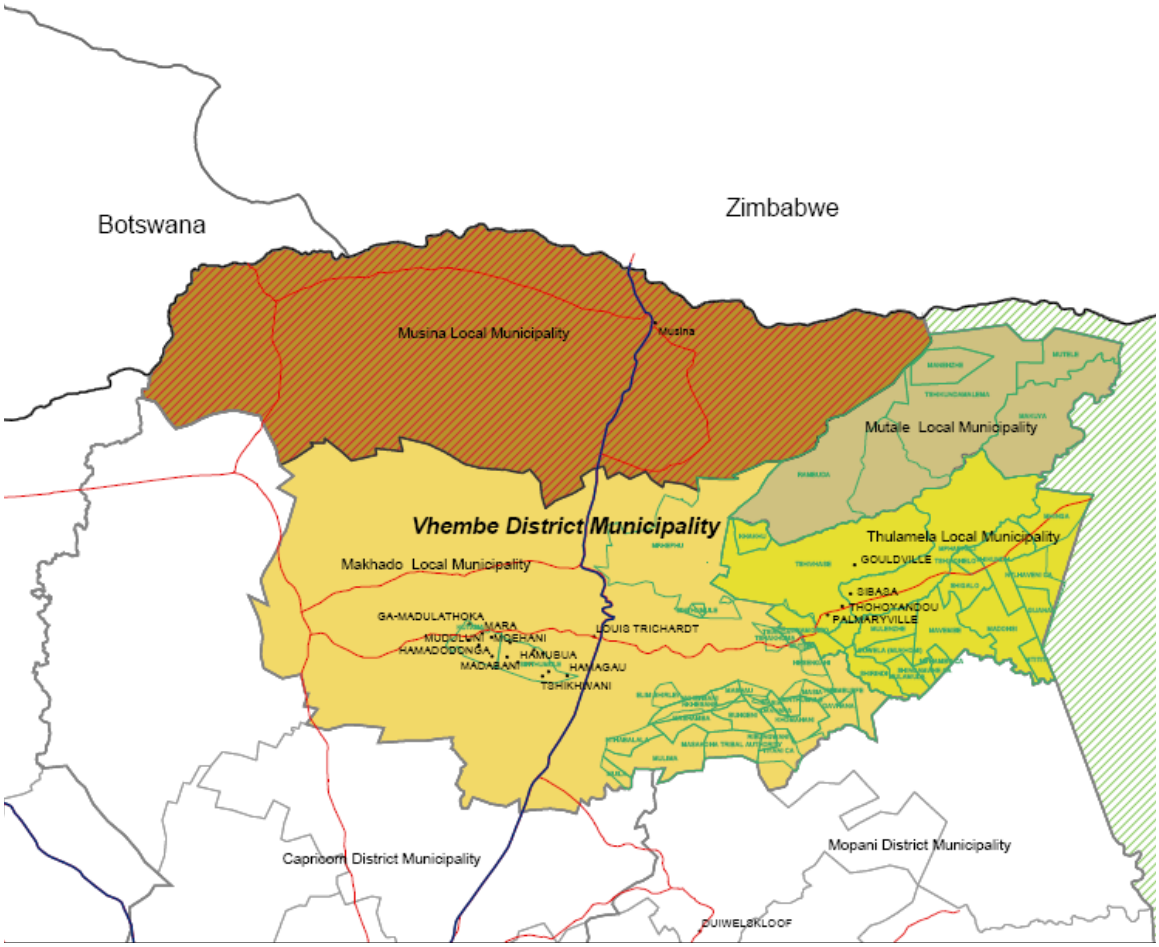
3.1 Introduction

The previous chapter discussed the main arguments surrounding the core concepts of this study, which are Developmental Local Government, IDP and co-operative governance. The purpose of this case study is to discuss particular issues surrounding Makhado Local Municipality in relation to the conceptual framework. The study begins with an introduction section to familiarize the reader with the case study, its location and economic profile. Development challenges facing the municipality will be explored and also giving an overview of the IDP process, key strategies, provision of water and sanitation services and the level of intergovernmental planning. The study looks at the servicing of water and sanitation in order to explore the level of intergovernmental planning in addressing these during the implementation of these projects within this municipality.

Makhado LM is one of the identified municipalities under Project Consolidate. The first municipal structure in the area was the Louis Trichardt Town Council which was established in 1934. In the transitional period after 1994, former local councils were established and following the finalization of the Municipal Structures Act of 1998, these local councils were merged into an NP 344 Municipality that is now known as the Makhado Municipality (Limpopo Department of Housing and Local Government, 2007). Makhado Municipality was formed after the local government elections held in December 2000. It includes areas of Makhado Town, Nzhelele, Tshipise, Elim, Tshitale, Hlanganani, Levubu, Vuwani, Alldays, Buysdorp, and Bandelierkop. It is one of Vhembe District Municipality's four local municipalities namely, Musina Local Municipality, Mutale Local Municipality and Thulamela Local Municipality. Makhado is situated at the foot of the Soutpansberg mountain range in the Limpopo Province (Makhado LM, 2006).

Figure 1 below shows the map of Makhado LM.

Map of Makhado LM



Source: http://www.musina.gov.za/pdf/idp/20052006/Map7.pdf

The economic centre of the Makhado Local Municipality is the town of Makhado, former Louis Trichardt. Makhado has a dual economy comprising two distinct elements namely; the economy of Makhado Town and surrounding farms and the more informal economies of surrounding townships and rural areas (Makhado Municipality, 2006). Agriculture, Trade and Services sectors largely drive the formal economy of Makhado Town. A portion of the Makhado economy comprises of the processing of primary products

produced in the area. The District Municipality contributes less than 30% of its total income to the economy of Limpopo (Limpopo Department of Housing and Local Government, 2007). This is because majority of rural households of the municipality are not involved in the formal economy as a large number of the population is not economically active and they rely on subsistence farming. These are mostly people who lack formal education and proper skills to take advantage of economic opportunities in urban nodes. Instead, they rely on the municipality to provide basic services.

3.2 Development Challenges

Development challenges in Makhado LM do not differ considerably from those found in other local municipalities in South Africa. Most significant are low levels of economic growth, high levels of unemployment and service backlogs in water and sanitation. Due to the demarcation process, Makhado LM incorporated a number of local authorities and the size of the municipality increased. As a result, access to basic services is generally limited. The financial situation in this municipality is a cause for concern as it is dependent on external funding (Provincial and National grant funding). About R528 million is needed to eradicate the backlog and R264 million per annum is needed to reach the national targets (Vhembe, 2007).

The size of the municipality has brought about a situation where there are areas that are fairly well developed (urban areas) in contrast with most rural areas which are developing very slowly (Makhado Municipality, 2007). For example; the urban areas are fully serviced with tarred roads, piped water, electricity, storm water systems, parks and street lighting. This is the standard that the municipality as a whole is challenged to provide to all its communities.

The municipal area covers an area of about 754 727 square meters with a population of 497 090 living in 217 641 households (Makhado, 2007). This population has been recorded as growing at about 14% per annum. It is composed of about 53.1% female and about 46% male. 54% of this population is economically active, while the 46% is not. These figures clearly show that a high percentage of the population is economically inactive and this is largely due to the fact that 50% of the population is under the age of 15, which per definition renders them economically inactive. Overall, the local population has a youthful age structure and the immediate significance of this young age structure is that the population will grow rapidly in the future. This youthful population also implies a relatively higher dependency ratio (*ibid*).

In addition to this, there are areas with lots of refugees from neighbouring countries such Zimbabwe and Mozambique and this complicates the planning by the municipality because a large number of neighbouring residents are coming in and out of South Africa and Makhado Municipality being the one closest to the border is mostly targeted. It appears that increasing population levels have placed an increasing demand on services availability and thus impose pressure on available resources.

Faced with population demands for services, Makhado LM is under pressure to develop strategies that will improve the delivery of services. In this context, service delivery “is like a giant of wave that can either capsize the municipality or carry it forward” (Makhado, 2006). Today, Makhado LM is faced with a challenge of addressing the huge backlogs in service infrastructure in almost all these underdeveloped areas. These areas have skewed settlement patterns which are functionally inefficient and costly. Large population figures with minimal access to services characterises these areas. This challenge requires Makhado LM to have expenditure that they currently do not have and a strong economic tax base to support financial limitations of the municipality.

Based on the year figures, table 1 below shows the breakdown of employment levels

	Formally Employed	Unemployed
	2001	2001
Makhado LM	51%	49%

Source: Urban Economics, cited in Makhado Local Municipality (2006)

These figures indicate an increase in the levels of unemployment which implies a decrease in monetary income. This is due to a very small local economy which is largely dependent on services when compared to the economies of Limpopo Province. This reveals that about out of 54% of economically active population, only 51% is employed. In light of the Makhado economic environment not improving substantially in recent years, it can be assumed that the number of unemployed people is higher than the one reflected in the table above.

Over the past years, significant strides have been made to address these key development challenges of the municipality. While significant progress has been made in the areas of planning, there is still some distance to go towards addressing the service backlogs in water and sanitation. After the end of apartheid South Africa's newly elected government inherited huge services backlogs with respect to access to water and sanitation. About 15 million people were without safe water supply and over 20 million without adequate sanitation services. Since then, the country has made satisfactory progress with regard to improving access to water supply (Makhado, 2007). According to Hemson, (2004), the provision of water and sanitation services to the people of South Africa is both a constitutional requirement and social necessity for post-apartheid society. This is mainly due the disparities of provision of services in the previous government whereby the former government provided very limited services on a free basis. As a result of the former council within the district which encouraged undemocratic provision of services, Makhado LM has inherited huge service backlog in water and sanitation services. There is over 50% water service backlog and a large sanitation backlog which exists because of

water shortages. In general, in the past few years, 2002 and 2003 to be exact, water supply was identified as a priority issue by all four local municipalities. This posed a serious challenge for the District Municipality to address these backlogs in all the municipalities because of the limitations in water sources. Makhado LM sources underground water. The municipality had introduced a water scheme, a pre-paid meter, which was completed in 1998. The objective of the prepaid meters was to conserve water as the source is limited. However, due to low levels of income and high unemployment, the community has vandalized the scheme, as there is opposition to the installation of prepaid meters. In the Vuwani area, the Water scheme is unable to supply water to the area. Water is supplied by truck once a week to the area (Makhado, 2005).

In light of the above context and development challenges, municipalities develop medium to long-term strategic plans to address these challenges. In Makhado LM, such a plan is captured in the IDP. Like in any other municipality in South Africa, this plan will guide the municipality with regards to the goals the municipality needs to achieve. The issue of water and sanitation backlogs in Makhado LM and Vhembe district as a whole has forced the municipality to concentrate on reducing these backlogs which require large greater linkages and coordination of activities by different stakeholders. The municipality requires demand management as it is evident from the IDP reviews that the demand exceeded the design capacity.

The vision for Makhado LM to respond to the challenges that the municipality faces has a number of components. At its most basic level, the municipality wishes to improve the situation of the communities in terms of basic services, particularly water and sanitation services. However, the IDP acknowledges that this cannot be achieved if other spheres of government and organs of the state are not involved. Therefore, to improve the situation, the municipality intends to regenerate and develop its economic base in order to attract investment and gain support from all levels of government. A range of stakeholders need to be involved in addressing these challenges.

3.3 Makhado Local Municipality IDP Process (2002-2006)

A strategic plan requires a stable system of unique identifiers to ensure that it is committed to serve efficiently, effectively and reliably. Makhado LM confines its strategic principles in its mission and vision. The strategic mission and vision support bottom-up coordination involving different stakeholders' interests and also facilitates stability and integration. Similarly, facilitation of coordination and integration is meant to attract other stakeholders to municipal planning and municipal policy development forums. The mission of the municipality is to coordinate, at the overall level, the inter-sphere planning. In particular, Makhado LM attempts to set out stakeholders' views of the priorities that face the municipality in the next five years (Makhado 2007). The vision of Makhado LM wishes to improve the situation of its population through the regeneration and development of the economy. For this to be possible, intervention and support for development will be of vital importance. Ultimately, the improvement in the economy of the area will contribute to the reduction of service (water and sanitation) backlogs. The municipality aims to reduce the backlog of water and sanitation supply by 90% by 2007.

The IDP process plan of Makhado LM was adopted in 2002 under the political control of the African National Congress and commenced in 2002.The draft IDP document of the interim IDP 2001/2002 was developed and produced by consultants. The due date was not met due to postponement of meetings and lack of support from other stakeholders within the process. IDP process is part of the delivery output and the municipality makes sure everything is incorporated into the municipal IDP. The annual IDPs of municipalities comprise complex processes that might not be visible from the document itself. Planning processes are conceptualization, formulation and execution.

The IDP is reviewed annually as required by the Municipal Systems Act (MSA), (2000) to ensure that the available resources to the municipality are directed at the delivery of projects and programmes to meet the demands of local communities (Makhado LM,

2007). The MSA, 2000 has regulated the minimum quality standards of the IDP process and a proper co-ordination between and within the spheres of government. Makhado Municipality follows the same route with regards to the production of the IDP document. In principle, Makhado LM has its main role players in their IDP process and they include the Municipal Manager, the IDP coordinator, and IDP steering Committee, IDP Representative Forum, Support Providers, Provincial Government and District Municipality. Each of the role players mentioned above have different roles and responsibilities.

Local Municipality

In Makhado LM, management within the municipality holds one meeting a month to review the planning process of the municipality and to determine the priorities for the municipality. This process is informed by a series of documentation from previous activities in order to meet strategic plans that have been decided on. Chaired by the Municipal/IDP Manager, it is important that all the strategies are aligned with and incorporated under the IDP because those will be the projects and priorities appearing in the IDP document. These are based on community participation that takes places several times a year so that they meet the conditions of the IDP stipulated in the MSA (2000). The IDP Representative Forum links the public to the municipality by organizing public consultations and participation (Makhado LM 2005).

The Makhado local municipality relies on the Representative Forum to implement a structured participation process to encourage the public to be involved in planning activities. This will ensure that planning by the municipality is directly informed by community needs. The participation process involves ward meetings and public meetings. Makhado Municipality IDP review report indicates all relevant community and stakeholder organisations attend the meetings and the Mayor addresses the gathering to discuss the municipality's IDP and key areas of service delivery. The municipality makes

sure that when they call on the public gathering, the venue is easily accessible and that appropriate forms of media are utilized in order to reach the public. In such instances, the municipality uses local newspaper and local radio stations.

District Municipality

Vhembe DM ensures that horizontal alignment of the IDPs of the four municipalities in the district happens effectively. These usually happen through Provincial Planning Forum composed of planners from all sector departments and IDP Managers from local municipality and the district municipality and IDP Progress Committee composed of IDP Managers from local municipalities and the Municipal Manager from Vhembe DM. the purpose is to check IDP progress of municipalities and ensures vertical alignment.

Provincial government departments

The principle of alignment relates to the need to ensure that the municipal's IDP is aligned with that of the district and alignment between Makhado municipality and provincial/national sector departments as well as corporate service providers such as Eskom and Telkom to ensure that the IDP is in line with national and provincial policies and strategies. In Makhado Municipality, alignment is viewed as an instrument to synthesise and integrate the top-down and bottom-up planning process between different spheres of government. This alignment helps the municipality to plan and budget for the services to be provided to its local communities without the fear of duplication. However, the Makhado Municipality has not been pleased with the relationship between them and the provincial government because the capacity and services rendered to the municipality were limited in a sense that they would either send junior staff who cannot take management decisions or who cannot perform as expected.

This suggest that the Makhado LM is focused on securing participation of these important stakeholders in order to successfully and effectively address service delivery challenges, particularly water and sanitation. The vision of the municipality is based on the fact that a better municipality is the one which is able to provide sustainable quality of life to its citizens. It is clear that the vision emphasises sustainable delivery of services to its people as the first step to becoming developmental. This means that communities will not be denied access to basic services. Thus there is a need for collaboration with communities and other stakeholders to achieve this developmental duty, as it is known that municipalities on their own cannot achieve the developmental duties.

Municipal strengths and weaknesses are identified in relation to the new requirements of developmental local government. In the quest for providing sustainable livelihoods to its people, Makhado Municipality has sufficient and well-equipped offices, technical expertise and manpower to perform its functions effectively and efficiently. However, the municipality does not have effective control on development in the rural areas as there is no official planning document such as the Land Use Management. There seems to be a need for coordination of activities between the district, provincial government and Makhado Local Municipality on this matter.

Methods of delivery have been worked out in the IDP. For example, the municipality has adopted free basic water and sanitation policy to ensure that no one is completely denied access to water and sanitation supply because they are unable to pay for the services. This is because the district as a whole experienced huge service backlogs in water supply and sanitation services since the incorporation of the former local councils into Makhado LM. In 2005/2006, water supply and sanitation were still on the top of the list of prioritised issues for the whole district. The common challenge that seem to appear in most of the IDP reviews (2002/3, 2004/5, 2006/7) is the limited sources of water within the region. The region's population is growing at a higher rate and there seems to be little or no increase in the infrastructure of the district as a whole. The inadequate water

provision implies that less water will be available for agriculture, which is one of the pillars of the local economy and livelihoods strategies. The availability of water within the district will determine the implementation of sanitation projects that are yet to take off because of limited sources of water and inadequate water infrastructure. As a result, water has been identified as the key the prioritised issues in the situational analysis of the municipality.

For more than four years now, water has been on top of the priority list in Makhado LM's IDP. A strategy called The District Wide Water Service Development Plan which is being reviewed with the assistance of DWAF and the Department of Local Government and Housing has been initiated to deal with this challenge. This draft plan has been developed and will be presented for adoption in the 2007 IDP Representative Forum (Vhembe, 2007). The district has put a target to reduce the backlog of water provision and sanitation to ensure that every household has access to clean running water by 2008 and decent sanitation by 2010 in order to meet the national targets. Water schemes that are currently under the Department of Water and Forestry will be transferred to district municipality to ensure adequate provision of water and sanitation services. It is clear that Makhado LM IDP has the intentions to reduce these service backlogs. However, it the efforts and commitment from other spheres of government and organs of the state within the spheres that will finally help to reduce the backlog. This calls for greater participation during the IDP process so as to allow different stakeholders include issues that are of major concern to Makhado LM, the district and Limpopo Province as a whole. In effect, participation by different stakeholders promises to better reflect the needs of communities and strategies of stakeholders.

For example, through participation, the Service Delivery Budget Implementation Programme (SDBIP) is in place to ensure that all basic services are incorporated under one umbrella to improve the delivery of services to local communities. Provincials and

national sector departments are the principal fields of intervention aimed at improving the delivery of services and municipal planning in Makhado Municipality. Therefore, according to Makhado LM (2006), the municipality has integrated sector programmes in place that usually head up planning and implementation process. The Mvula Trust has been working with Vhembe DM as a water service agent to develop service delivery models and relationships that can deliver affordable and reliable services (Mvula Trust, 2006). Mvula is well placed to assist municipalities to set up water supply provision arrangements that build on existing capacities and strengths in remote areas, with a mechanisms and structures to ensure a role for local people (*ibid*). At the moment, Mvula is facilitating a dialogue between the Tshiungani Water Committee and Mutale Local Municipality which is the proposed interim water service provider in Vhembe DM. this is done so that there can be better cooperation between the public and local municipalities and also to strengthen the skills and capacities of both parties. Both municipalities in Vhembe will benefit from this partnership.

Conclusion

In examining Makhado Local Municipality IDP Review documents for the previous financial years (2002/3. 2003/4, 2005/6 and 2006/7), it was found that the IDP process for the year 2006/2007 has called for integration and coordination within the municipal government. Local communities seemed to be involved in the decisions that will later affect their daily livelihoods. In principle, plans and strategies are in place to address key developmental challenges faced by the municipality; communities are consulted before making final decisions on development and economic and social upliftment, the district seems to be hands on where development and IDP process of the four local municipalities is concerned and finally the provincial government facilitates the alignment of local municipal IDPs with sector department planning, though to a lesser extent.

However, it is not indicated as to whether these strategies and intergovernmental planning is having any effect on the implementation of the IDP in Makhado Local Municipality and if this is facilitating a more integrated way of delivering service. The study will further explore this issue in the analysis of research findings. This is because it was also found that the municipality still has fragmented ways of delivering services such as water to rural and urban nodes. In addition it was also indicated that the municipality does not have control of other areas in rural parts of the municipalities. Reasons as to why this is the case are not clearly stipulated. However, what seems to be the biggest achievement in so far as the IDP process is concerned is the fact that the municipality is being able to take ownership of the IDP document by not relying on the consultants.

From the above, it is clear that Makhado LM strives to achieve the developmental role of local government. The IDPs are evidence of such as is reflected by the municipal vision and mission. This is to say that Makhado LM IDPs are designed to respond to the developmental challenges of local government. However, it can be argued that this does not guarantee the success in the provision of services.

Chapter 4: Findings: Presentation and Discussion

4.1 Introduction

Since 1994, the emergence of local government reforms meant that, duties and responsibilities of the national government will be transferred to local government authorities. Local government authorities are thought to be in a better position to identify people's needs by encouraging communities to be part of the planning system in democratic governance. The emergence of Integrated Development Plan as the dominant planning tool has led to major changes in local government planning and development in South Africa. However, previous reviews (particularly first round) indicate that most municipalities, particularly rural municipalities lack the capacity to successfully implement the IDPs and efforts to improve intergovernmental planning have had little impact on this matter.

This chapter presents and analyses research findings gathered from the interviews and IDP review documents in Makhado LM, Vhembe DM and from the sector departments. The chapter analyses the impact of intergovernmental planning on the implementation of the IDP based on the findings. The chapter is aimed at assessing the extent of intergovernmental planning in the implementation of the IDP process in Makhado Local Municipality.

4.2 FINDINGS PRESENTATION

4.2.1 Improvements in the IDP process

According to the IDP documents, Makhado municipality is preparing an IDP document that provides an overview of the process, and to a certain extent it can be argued that the IDP has been prepared in a consultative manner. With regards to the IDP process, IDP review of 2006/2007 indicates that Makhado LM opted for a comprehensive analysis in which a bottom up approach, starting at ward level is encouraged. However, this view differs from what the study uncovered during the interviews. The findings suggest that involving communities in the planning and implementation process is difficult because "communities are often unable to see the coherence in municipal programmes" (IDP Coordinator). In this regard, the municipal IDP is unable to assist in clarifying and enabling ordinary people to easily understand municipal government's strategies.

However, the IDP document (2006) reflects the issues as required by legislation in terms of the submission of the process plan. The IDP coordinator indicated that this was not the case three years ago. According to him "municipal planning templates prescribed by the national department is somewhat complex and as such IDPs are difficult to manage. Therefore it was not surprising that overwhelmingly majority of municipalities in this district had their IDPs done for them. We are one of the culprits". This statement confirms as much as possible that many municipalities experienced problems with the IDP during the early years of its introduction. However, findings suggest that municipalities are claiming ownership of their IDP by not outsourcing the IDP to consultants as has been the case before. This view is further confirmed by the IDP Coordinator who said that the situation is different after the introduction of different legislations and programmes such as Project Consolidate, MFMA, IGR and MIG introduced by national government. Makhado LM IDP now occurs in the municipality. In addition, the IDP coordinator indicated that the municipality is proud to see the consistency when it comes to the IDP production. He maintains "at first we sat and

waited for the consultants to finish the IDP but today, we are proud to say we have that sense of ownership of our IDP. The document is now prepared by various municipal components with due consideration of each other and integration at this level has been achieved". The positive thing that can be deduced from these statements is that municipalities are employing many tactics to regain the loss of IDP ownership and the control over it.

The Director of Project Consolidate puts it in this way "…basically what is happening today is that you get the overview of the IDP, which is guided by the district's IDP. This overview includes aspects like IDP comments, legislation process and this is done by our unit which is the Directorate Projects Unit. These unit falls under the Director' Special Projects. The IDP projects and programmes, which include the agenda setting, targets…, are also performed by our unit. However, we meet with other departments within the municipality such as the Corporate Service Department, Revenue and Budget Unit and the Community Development Unit to discuss issues from the IDP process and content. This is done to encourage integration at municipal level so that we do not experience problems when we integrate and link our plans with those of other stakeholders...and of course, we are also trying to enhance the delivery mechanism of this municipality. Service delivery is therefore always on the agenda item in our meetings". From the above, it can be argued that IDPs of Local Municipalities within Vhembe DM are actually linked to the district's IDP which is a good sign to encourage integration at local level.

It was indicated from the IDP documents that the process of the IDP preparation has generally involved the establishment of suitable structures such as the IDP forum and ward committees. They argue that the IDPs have been generally prepared in a consultative manner and it seems that the IDP process is contributing to democratize planning and governance. It is argued that the IDP process facilitated strategic and integrated planning because most IDPs followed the process proposed in the IDP

Guidepacks (DPLG). There are problems and challenges however, associated with IDP alignment, many of which maybe found at local-district relationship. This view confirms the lack of alignment and co-ordination between district and local municipality IDP process (discussed in chapter 2) which still need to be strengthened. The IDP Manager from the district indicated that "…the implementation at local municipalities is dubious given the human and financial capacity of the municipalities as well as the district. This situation has resulted in uncoordinated efforts between us (the district) and local municipalities".

Although steps are being taken to facilitate the relations between district municipalities and their local municipalities, lack of funds and personnel has serious implications on these relations. This is confirmed in the relationship between Makhado LM and Vhembe DM where alignment and coordination is weak and more often than not implies the erosion of intergovernmental planning values. This situation also confirms the view discussed in chapter two that lack of capacity from organs of state other than municipalities slows down the efforts to successfully implement the IDP at municipal level.

Ideally, the IDP Representative Forum sets up a platform for inputs from the community and establishes a platform for discussions, negotiation and decision-making between interested groups. The central tenet of IDP forums is that better coordination of delivery is a prerequisite for successful implementation at local level. However, in Makhado LM, the Representative Forum is not always an effective mechanism to engage with stakeholders because "…attendance has always been weak and even the sector departments find it difficult to keep up with the demand to attend forums" (Corporate Service Unit). Councillors representing constituencies at the Representative Forum level does not report back to either their constituencies nor to the Representative Forum. This evidence suggest that the municipality has a challenging task ahead in finding appropriate ways of ensuring that the forums facilitate stakeholder participation. It can be argued that

representative forums are supposed to provide a framework to allow stakeholders to effectively engage with the planning and implementation process. As was discussed in the conceptual framework chapter, most municipalities do not have forums in place and this is confirmed in Makhado LM where such forums exist in paper only. Taking the issue of councillors into account, it can be argued that lack of empowerment on this part in order to allow them to effectively interact with the IDP as a municipal wide plan is a problem.

Given the waves of local level protests that have extended across South Africa's provinces, officials showed some level of concern because they believe that some of the community members have no idea why they are encouraged to attend public meetings. As a result, they lack the knowledge of what is really going on with the development of their communities and those people are amongst the one that pose a threat to municipality. It would appear that the participation methods and communication strategies employed were not always appropriate to the local context especially with respect to the medium, choice of language and technical terms used. These always appeared to favour the urban citizens. These views indicate that Makhado LM is not investing more energy in ensuring that communities become the agents of change and better representatives during the IPD process.

Officials from the Corporate Service Unit indicated that an important starting point for improving the performance of IDPs, as well as programmes, and associated (LED) projects emanating from the IDP process, is capacity building for local authorities and institutional role players, specifically ward councillors and traditional leaders, so that they can effectively drive the IDP development and implementation process. "However, there is limited capacity from local authorities and generally a poor attendance of meeting by the public". It was also indicated that lack of capacity often leads to staff member being overwhelmed by the demands of local communities and they do not have the capacity in terms of resources, both capital and personnel to respond to the demands.

Although substantial resources have been provided to better planning at local level, the actual impacts of these resources are uncertain. Director of Project Consolidate indicated that "the municipality does not have enough capacity to take up important positions because the municipality does not have sufficient qualified staff trained to manage thing like fiscal data". In addition to that, the official from Community Development Unit indicated that the situation is likely to remain the same because "…young graduates are not interested in working in rural areas; they would rather go to urban municipalities like Gauteng where they believe they are guaranteed more opportunities than rural municipalities". A common problem however, highlighted is that municipal staff after having gained some experience in the local municipalities move to private sector where they are offered substantially higher salaries. As a result, vacancies in both rural and urban municipalities are difficult to fill. "…in situations like these, one would expect the district or even the provincial government to step in to provide the necessary support, but this is not the case. How do people expect us to work in conditions like these?" lamented the acting Municipal Manager).

The fact that very few employees within the municipality are not qualified and lack the necessary skills to drive development process shows that much work is still needed to ensure local authorities' capacity is enhanced. Though the IDPs produced in Makhado LM meets the legal requirements, respondents confirmed that local government authorities in the country still lack the knowledge on how IDPs function. The lack of knowledge makes it difficult for stakeholders to meaningfully participate in development projects. In addition, evidence bears testimony to a breakdown in governance of municipal development planning. It was revealed during the interviews that in Makhado LM, this challenge is posed by changes in management that happens more often towards the beginning of financial years. During the time of the visit to the municipality, the Municipal Manager was a seconded official who was on an acting basis. "I cannot really say he is fully involved in these meetings as most of the things happening at these meetings are foreign to him. The committee is chaired by the Director in the Project Consolidate Unit".

The institutional capacity at the district level is limited to 103 staff members for water and 23 for sanitation. These figures include local municipal staff performing the function. Even though DWAF is the important role player in the issues of water and sanitation services, it was argued that officers from DWAF do not have the right skills and knowledge. The issues range from age group of officers where most of them are over fifty to officers who are no longer in good health (Vhembe DM 2007).

4.2.2 Impact of recent co-operative governance and support

The IDP is not a new concept in this municipality, "…it has been around for quite some time now and we understand that it has to be implemented and supported in accordance with different legislation and programmes. We have also realized that full implementation of our IDP will be dependent on better alignment with provincial development strategies and national department strategic plans (IDP Coordinator). It was indicated that the implementation of Municipal Finance Management Act, (2003) has brought developmental focus and the necessary financial management discipline to the municipality's IDP process. However, he lamented that "…the difficulty we are facing right at this moment is that the municipality is unable to establish fully-fledged financial management capacity that is efficient and effective". The above view confirms that in paper, municipalities know what should be happening in order to ensure greater alignment and allow the IDP as a mechanism for intergovernmental planning to perform its job. This also indicates that such management capacity hinders proper implementation of the IDP and does not improve development planning in order to enhance understanding of local government knowledge of intergovernmental planning process. It was also indicated that the municipality's counterparts at provincial level do not really have the capacity to ensure that budgeting and expenditure is managed appropriately. This is largely due to lack of capacity by this officials. Capacity at national and provincial departments is not built to enhance understanding of local government and knowledge of intergovernmental and inter-sphere planning processes. Some officials interpret the principle of cooperative governance as meaning that national and provincial departments

govern and municipalities cooperate. This challenge has presented itself in the IDP engagements whereby sector departments tend to be more interested in the implementation of provincial government as compared to local level.

Makhado LM is one of the beneficiaries of Project Consolidate and as a result, PIMMS have been brought in to assist the municipality. PIMMS played and still play a tremendous role in terms of hands-on support throughout the planning process. As a result of this, the steering committee was legally formulated and constituted. Other structures like Task Teams are fully supportive of the whole process; "there is just not enough financial resources to prepare the IDP process". Another obstacle is lack of technology like advanced computer software which hinders most of the desktop work; there is no enough equipment to support this people who are helping the municipality as some of them do not even have their own offices and internet. This view differs with the points made in the IDP review whereby it is indicted that Makhado LM has enough working space and equipments to support the staff. This clearly shows that some of the issues raised in the Municipal's IDP review contradict what is really happening on the ground. However, the Director of Project Consolidate Unit indicated that "…through Project Consolidate we have hastened our pace in service delivery, notably on water, electricity, LED, and access roads in some of the communities". When asked if the Municipal Infrastructure Grant has helped the municipality in any way, the responds from almost all officials at local level revealed lack of knowledge on the subject matter. For example, the Director of Project Consolidated argued that the introduction of this grant has helped the municipality in many ways, but he could not point out one prioritised project funded by MIG. The IDP Coordinator said that "…the question could best be answered by the district since they are the ones responsible for such projects". One official from the district indicated that there are water projects funded by MIG, however, "…I am not in the position to discuss this matter as I have not been fully informed on what the situation looks like". Thus, it can be concluded that whilst new mechanisms of cooperative governance are welcomed, there seems to be little appreciation of these mechanisms by local authorities.

4.2.3 IDP as a basis for intergovernmental planning and decision making and budgeting

Effective, responsive and responsible local government is important not only to local communities, but also the entire nation to enhance democratic developmental local government of South Africa. But the planning and implementation should be done with the national and provincial governments, district municipalities, sector departments and parastatals. This is what is referred to as intergovernmental planning.

Perhaps the most easily overlooked fact about intergovernmental planning is that horizontal alignment has proved difficult in most municipalities around the country. A number of reviews have been done by DPLG, Harrison, Adams and Oranje (1998), UNDP etc and have tended to find that intergovernmental planning is not done the way it is supposed to be done. Put simply, the provincial department and sector departments in most cases do not participate actively in municipal planning. In the field work, however, it was found that reasons for these actions could be attributed to other factors that will be discussed below. The experiences of Makhado LM illustrate this well.

Although various fora (such as Provincial Planning Forum at Vhembe DM composed of planners from all relevant sector departments and IDP Managers/Coordinators from the district and local municipalities) were established and workshops held to engage with different stakeholders and groupings during the IDP process, the establishment of partnerships between local government, civil society and the private sector that extend beyond the development of the IDP phase, has been limited. This confirms the fact that most municipalities are facing the problem of poor participation due to dispersed focus. The IDP Coordinator further confirmed this view by indicating that the problem/difficulty with intergovernmental planning system is due to lack of interest by provincial and sector departments in local level planning. The conclusion from him appears to be that if there was no law binding the relationship across and within the spheres of government, this system would not be in place.

In addition, it was indicated that the implementation of district projects was lacking in a sense that projects were being implemented in Makhado LM without interaction. On the other hand, Makhado LM was withdrawing from district-wide projects due to lack of funds. “As you know, planning and delivery is the obligation of government acting in an integrated and coordinated manner, the challenge is that the three spheres of government and their components parts are not willing to work together on the basis of same planning framework” (IDP Coordinator). As a municipality, we always encourage the district to “do everything in their power to support and encourage the staff that is responsible for the IDP, so that they can be able to meet the legislative requirements of the IDP process” Director of Project Consolidate). It can be argued that a clear legislative and policy framework exists for inter-sphere planning and coordination, the challenge is that they are unable to convert this into a working model which will allow IDPs to transform municipal planning.

In the past, it was not clear from the IDP documents whether engagement with national and provincial officials took place in the preparation of the IDP. However, it was argued that involvement of provincial and national line departments in the IDP preparations is not secured, despite attempts by the municipality to ensure this. There appears to be only a basic level of alignment between the IDP and provincial policy programmes.

Even though the IDP has been prepared with neighbouring municipalities and the district municipality, it would seem that engagement with local municipalities in the district is limited. This was confirmed by the Transport Planning Manager (district municipality) who argued that little alignment within the district is achieved through the district steering committee as it is the only committee that is functional at this stage. Alignment has been primarily achieved at the level of recognizing certain issues as important but this is not carried through into projects and programmes. Therefore, it was argued that alignment is an important area that still needs attention. For example, there is poor alignment on policy issues with sector departments. There is still duplication of projects

within the municipality and the municipality has fragmented plans of delivering services to local communities. Therefore, it is because of the reasons mentioned above that one can question the task and effect of intergovernmental planning at local level.

It is apparent that there is fragmentation of cooperation between relevant state departments. According to the principle of co-operative governance, all spheres and organs of government must work together in mutual trust (Constitution, 1996). However, during the interviews with officials from Makhado LM it was found that there is fragmentation in intergovernmental planning among key government role players. For example provincial government tends to send officials who are junior and who add little value to planning and implementation processes as they cannot take decisions on behalf of the provincial government. Another official (Community Development Unit) lamented that such situations weakened planning and undermine the role of provincial government in municipal planning. This is just a confirmation that sector departments tend to pay attention to alignment with local level if development programmes are prioritised by province. Therefore, Makhado Local Municipality official believe that the greater the number of stakeholders participation in workshops and forums/planning meetings the more effective IDP implementation is likely to be. It can be argued that collaborative planning is at the heart of efficiency only if it could be easily recognised by organs of state across and within the spheres of government.

4.2.4 Implementation of service delivery (water and sanitation) projects

The principal objective of the IDP is to restructure local government planning so that local authorities can respond more effectively and efficiently to the identified local priorities of service delivery in a sustainable manner. Makhado Local Municipality has huge service backlogs, particularly in water and sanitation. Even though water is not the competency of this municipality, the widespread view about water supply held by officials interviewed (2007) was that improved water supply is the most urgent need.

The provision of water remains a challenge to this Municipality. There are two main aspects that directly relate to the supply of water and sanitation at Makhado LM namely water supply and quality issues. The IDP documents indicate that water is the scarcest natural resource within the Limpopo Province, and the municipality has indicated that both an adequate amount of water and adequate water quality are essential for public health and hygiene (Makhado, 2005). Water supply systems get water from a variety of locations, including groundwater and surface water. It is indicated that a majority of the population is located in rural areas and they are those rural areas which do not have access to water, with some villages that do not meet the RDP's minimum standard of water provision (*ibid*). Makhado LM has inadequate and fragmented water service provision with different standards and plans for urban and rural areas. Most households depend on borehole water which in many cases is not purified and disinfected. Many people having access to piped water receive a poor or very poor quality of service, especially in rural parts of the municipality. In rural areas, water is only provided for a few hours every day or a few days a week. It is estimated that about half of the population of rural areas receives water on irregular basis.

It was revealed that lack of funds and mushrooming of new households contributes greatly to this challenge. Backlogs for water provision and sanitation are identified and plans for the improvement of water and sanitation services in line with provincial priorities identified appear to be a priority. It was indicated that a system is in place with operational targets. However, officials at Makhado LM indicated that addressing the backlog is not as simple as identifying water supply as a prioritised basic need because there are no sufficient water sources in the area and the province as a whole, more especially rural parts of Limpopo Province. Limitations to provide water range from water source, infrastructure and finance (Makhado, 2007). Limpopo Province has very few dams and they determine the municipality's capacity to supply water to local communities. With the exception of other parts under Vhembe DM which have benefited from different donor such as the Swiss and Irish Aid Project supported water programmes, no water provision programmes are in place. This was reported true by the

interviewed officials in places such as Sinthumule and Kutama areas in Makhado Local Municipality.

Plans are in place however, to construct a dam that will supply water to these areas. The project has been prioritised in the municipality and the district municipality's IDPs but the project is yet to take off because of limited resources such as funds and infrastructure. In 2004, it was estimated that Vhembe DM needs a huge investment to maintain its aging water infrastructure, including treatment works, buried pipes and services, reservoirs and other storage facilities. Over recent years, Makhado and other local municipalities in the area have been suffering from the consequences of this aging infrastructure, and the municipality has been struggling to provide necessary funds to ensure safe upkeep and proper maintenance of the waterworks. Although different funding programmes have been provided by the donor agencies to municipalities to meet this need for infrastructure upgrades, Makhado municipality still cannot afford its share of the capital works costs due to their small tax and revenue base and/or extent and physical characteristics of the systems. The cost of the capital required to supply water to residents is often too high for any single municipality to bear. In 2002/2003, Studies where undertaken to provide a way forward for the district in terms of water supply, and it was found that the infrastructures surrounding the area were not in good condition (Makhado, 2002). These infrastructures are either too old or only had the capacity to serve a smaller population. The challenge of addressing these service backlogs was exacerbated by unskilled and unqualified staff that dominated the planning units. Less support was given from the provincial and national spheres of government largely because municipalities did not make this challenge known to the two spheres of government. Municipalities are currently working to upgrade their water systems to comply with the national requirements of water provision.

No significant progress was reported from the previous IDPs both for Makhado and Vhembe Municipalities and from both officials on improved access to water by

communities in those areas. Unfortunately, it is also likely that the local municipality (Makhado LM) is covering huge area (as can be seen in the map in chapter 3) and the pressure is exacerbated by refugees from neighbouring countries. The overwhelming number of refugees has placed a lot of pressure on the already limited capacity of local authorities and resources in the district and the province as a whole.

The provincial and municipal management teams, especially the planning officers, allocated a substantial share of their time to planning and budgeting for these refugees while the actual implementation of plans and priorities suffered. Some officials for instance indicated that there are projects that have been put on hold until they can find qualified staff and funds to implement the projects. For example there are installed but non-functioning water schemes that can be used when and after the construction of the dam has been finalized. This also applied to officials at the ward levels, who argued that village plans for many rural areas were “shopping lists”, which could not be implemented because of financial and other constraints.

The study found that in some areas bottom-up planning was in practice, with the actual planning carried out by the councilors. Councillors in such areas tend to channel the delivery of services to where they live. This poses a challenge to planning at this level because services that are being provided are not even incorporated into the IDP. Several of the projects reviewed were initiated prior to the development of the IDPs. Consequently, a number of the projects have not evolved from the IDP process, but have rather been incorporated within the IDP umbrella. In addition, some of the projects predate the demarcation process and now fall under a different authority (or authorities), have different officials and involve new stakeholders.

The IDP Coordinator indicated that it is important to acknowledge that the IDP in the District and Local municipalities is one among several determinants for eventual

improvements in service delivery performance and institutional relations between and within the organs of the state. Overall, officials interviewed from both the District Municipality and Makhado LM have indicated that there has been improvements in local government service delivery over the past three or four years, although there are differences between local municipalities in the area. However, the IDP coordinator thought it was important to stress that encouraging citizens and civil society to engage in municipal planning does not imply that their needs and demands will be addressed and delivered immediately. He argued that this did not mean that some of their needs are or will be ignored, rather they are all incorporated into the IDP in order of urgency and are/will be realized progressively by the municipality.

4.3 FINDINGS DISCUSSION

Despite a range of complications, Makhado LM is performing reasonably well. This applies not only in terms of complying with the legal requirements, but also in terms of the quality of the IDP document, which provide a sound base for further refinement over the next years. In this way, there are general issues that still require urgent attention. The issues cover the whole range of aspects associated with the IDP, from the way in which problems are being addressed, institutional structure and the extent to which intergovernmental planning is achieved. The municipality has yet to set up proper institutional arrangements and capability to effectively implement their IDP. The municipality still needs to mobilise more resources behind its IDP. Ineffective provincial and national strategies have led to lack of poor alignment between the IDPs and provincial/national strategies. Such fragmentation is leading to unsustainable development outcomes at Makhado LM.

Institutional capacity is frustrating the municipal efforts to move to a development planning regime. The major constraint revolves around the functioning and operation of municipality. Although the municipality has the basic institutional capacity, it still

requires support to effectively implement the IDP. The practical problem became evident in the unevenness of implementation of provincial and national spheres' policies and the inability of both officials to integrate these policies. This is to say that the municipality's actions are not aligned across sectors and with provincial and national strategies as required by law. At provincial level, officials lack the capacity to support the IDPs.

In general, the findings of the study show that the state of intergovernmental relations is fraught with confusion and misunderstanding in a sense that intergovernmental relations is failing to facilitate the cooperation of local government and sector departments to coordinate their constitutional mandates and achieve efficient service delivery. This is confirmed by the fact that the municipality has forums that seem to be existing in name only. For those other meetings that take place, they are either characterised by tensions between stakeholders or lack of capacity or simply lack of interest. This can be noted as the greatest challenge when it comes to cooperation at local level. It can be argued that much of what is happening is pushing them away from achieving the goal of translating unity into a reality and they must respond to this seriously.

While the present government stresses the need for a strategic approach and puts an emphasis on the interdependence between the spheres of government, the situation on the ground has proved to be disappointing. The current South African government is urging all three spheres of government to participate in development planning and to build on a tradition of public involvement in planning by involving all stakeholders to address controversial issues and build consensus rather than use majority rule. It has been argued that IDP is the primary tool to ensure the integration of local government activities with other spheres of government and organs of the state within those spheres. The areas covered in the IDP program indicate that Makhado LM has yet to be integrated as a distinct sphere into the broader system of government.

Formal institutions to promote intergovernmental relations between local and provincial government are non-existent. As a consequence, where concurrent responsibilities extend to the municipality, these are generally not integrated with national and provincial programmes. Part of this has to do with the fact that the local levels believe intergovernmental relations has to be given focus on the relations between national and provincial governments, but in Makhado LM in particular, it also has to do with its variable capacities. As observed in the findings, some officials argue that instead of the IDP being a short, enabling mechanism, it is lengthy and complex which may be difficult to administer in view of the capacity constraints at local level, which result in weaknesses in terms of institutional arrangements. The relationship between the different spheres has proved to have the potential to impede institutional and political objectives of being developmentally driven, and the developmental purposes being politically negotiated and community driven.

The government has invested a great deal of time and energy in engineering the complementarities and interdependencies through policy papers, legislation, regulations, etc. introducing “mechanisms of institutional change, partnerships, participatory budgeting, integrated development plans, etc. and utilizing ‘community’ for the spatialisation of government informed by local specificities and contingencies. Although the IDP reviews makes mention of community participation in the IDP process, the findings indicate that little attention is paid to community as the institutional building block for the spatialisation of government. It can be argued that this is influenced by the idea of New Public Management discussed in the conceptual framework chapter which indicates great focus on hand–on professional management within municipalities. Taking this into consideration, it can be safely said that the shift towards outputs and outcomes entails the definition of goals, targets and the indication of success. The argument here is that, once the state concentrate on performance management and efficiency, communities are likely to be regarded as passive recipients of basic services.

There seems to be discrepancy with the views of Makhado LM and Vhembe DM. On the one hand, IDP Coordinator in Makhado LM argued that the officials tend to overlook the fact that the IDP calls for an integrated and holistic approach to planning and development. Therefore, he concluded by saying that although the IDP process has resulted in improved co-ordination and communication across the sectors, and has required the development of integrated strategies and plans, mechanisms need to be put in place to enhance co-ordination across all sectors both horizontally and vertically. Accordingly, local authorities also face the challenge of making institutional changes needed to give effect to implementing the IDPs, especially if the goals of developmental local government are to be upheld. Consequently a key issue that needs to be addressed is the alignment of provincial and local priorities and budgets which according to Makhado Local Municipality officials is still a problem. This is critical to ensure that programmes and projects identified in the IDP can be practically implemented.

On the other hand, According to the District Municipality official, the district views the IDPs as innovative tool, which provide mechanisms for addressing these challenges. However, he is happy with the local municipalities on average because much progress has been made since the Second Round of IDPs. However, he also believes that ongoing support from national and provincial governments, and other structures established to support the development and implementation of IDPs, as well as the development and implementation of targeted capacity building programmes are necessary and sufficient conditions for the successful implementation of IDPs at local municipalities. Officials from the district are of the opinion that progress made at local municipalities is due the support and leadership role of the district.

Despite the above statements that appear to be negative, IDP in Makhado LM has contributed to the development of forums both formal and informal within the municipality and to a lesser extent, between organs of the state. Institutional arrangements at municipal level are sufficiently refined in a sense of greater proactivity. This is to say that the municipality takes the responsibility to invite national, provincial

and other relevant stakeholders to participate in the IDP process in order to secure the participation of these spheres. More often than not, participation in the IDP process has been limited from both national and provincial spheres. Taking this into account, the study established that intergovernmental planning in Makhado LM is unable to achieve some degree of participation at this level. It goes without saying that improved participation will lead to improved development planning.

Chapter 5: Conclusions and Recommendations

5.1 Summary and Conclusions

The Constitution has set a new legal paradigm for municipal government and as a result, local sphere of government has changed drastically from the way it operated prior to 1994. The founding values and specific municipal objects, with the new constitutional provisions make this sphere of paramount importance. These constitutional provisions of local government has overturned the apartheid policies of the past and produced a platform for a consistent democratic local sphere of government. The Constitution also determines various principles with which all spheres must comply and this require proper co-ordination between the spheres in order to fulfil their functions and responsibilities. This allows for greater alignment between the spheres of government and enhances integrated development planning.

The new legal dispensation for local government also addresses the important aspects of service delivery. This is because the main objective and the existence of local sphere is to provide efficient municipal services to local communities which require proper coordination and integration of activities between and across the three spheres. Without such alignment, local governments cannot be sustained. Therefore, municipalities are constitutionally obligated to ensure proper and effective municipal development planning. Integrated Development Plan, as a core component of this new legal framework allows municipalities to fulfil their developmental responsibilities. In South Africa, IDPs are medium term strategies adopted by local governments (MSA, 2000). IDPs are supposed to give clear guidelines to each and every department as to how they should produce their municipal business plan in order to meet targets of the municipality within a stated period of five years. The IDP is supposed to explain in details what the municipality hopes to achieve and the resources that are going to be utilised. It is an opportunity for coordination among different stakeholders within and across the spheres

of government in South Africa which helps guide local governments in the development of their comprehensive plans and in the implementation of these plans.

Local government committing itself to the goal of co-operative governance and equal provision of services to local people is the one moving towards a developmental local government. In order to achieve such a goal, co-operative governance does not allow the spheres to work in isolation, but ensures good relations between South Africa's three spheres of government. Bekink, (2006) argues that in South Africa, intergovernmental planning has emerged to play a significant role in the realisation of co-operative governance and successful implementation of the IDP, and hence it is protected within the Constitution (Act 108 of 1996). The principle of co-operative government therefore continues to guide intergovernmental relations. It requires mutual understanding which is derived from inclusiveness and decision-making as the basis for coordination of functions.

The study has, through the above findings, discovered a significant development planning weakness in South Africa's model of integrated planning. It appears that it is difficult to ensure that programmes achieve greater alignment by all spheres and organs of the state within these spheres. In this sense, programmes do not achieve policy and development objectives set by national sphere because there is lack of collaboration within the three spheres. Instead of embracing the relationship with other organs of the state, they feel obliged to be part of municipal planning. It can be concluded that the national and provincial governments seems to be doing what can be called "cherry-picking" in their alignment effort. This is seen where the municipality has this constitute opportunistic planning and does not lead to integration. It seems as if where municipalities require mentoring and support in strategy formulation, provincial government seems to be focused on operational detail rather than strategy alignment. However, it should be noted that in Makhado LM the study found that even though the municipality fails to secure support and collaboration from the two spheres of government, there are efforts at

improving the situation. Major problems that seem to hold the municipality back are associated with finance and institutional capacity both from local authorities and communities.

What emerged from the discussion in chapter 2 is that the IDP holds the promise of being a crucial instrument in developmental local government planning and in bringing together different stakeholders at different level who are critical for integrated development. However, this promise is yet to be fulfilled in most municipalities, particularly rural municipalities. It appears that the Makhado LM IDP as the municipality's strategy coordination tool is proving to be ineffective. This is due to little or no commitment to alignment during IDP implementation. This indicates and re-affirms the limited engagement of provincial and national officials in planning at local level. During the IDP implementation, the study has uncovered that there is selective involvement of stakeholder in programmes that are priorities of their department and not necessarily of the municipality. Therefore, in cases where programmes are not prioritised, junior members are sent to attend meetings that are not of significant importance to them.

The role of intergovernmental planning in the implementation of the IDP has been clearly defined in this study (chapter 2). This role has meant that as intergovernmental planning is crucial in the new system of local government, coordination and integration of activities is not subjected to any technical and/or political compromise. In general, the objectives of intergovernmental cooperation and planning among the three spheres include achieving coherence, coordinating of efforts, consulting each other on policy programmes and projects and supporting each other. However, the study found that intergovernmental planning, which affects and determines successful implementation of the IDP and proper coordination by the organs of the state is carried out in Makhado LM, but to a lesser extent. This conclusion is informed by the fact that intergovernmental coordination and integration able to attract all relevant stakeholders in municipal

government planning is frequently a problem of capacity, lack of interest by other organs of the state and efficiency rather than a problem of procedure, as the evidence herein confirms. This put the constitutional goal of planning for a society under threat.

In the discussion of intergovernmental planning, mention was also made of the important role that the other two spheres of government and other stakeholders are obligated to play in the new system of local government. In too many instances, overlapping jurisdictions and the lack of consistent time frames complicate planning in the district. For example, the study found that municipality has water supply plans covering planning through the year 2010 and municipal water planning agencies have their own planning framework. It can be argued that mechanisms ensuring consistency among such multiple plans are lacking. This was confirmed during the visit to Makhado LM whereby the findings demonstrated that there is fragmentation of cooperation between relevant state departments, having a crucial role in municipal planning. This appeared to be another reason for municipalities not to address key challenges in the area. This lack of cooperation between the organs of the state and other key role players impedes the ability of the municipality to voice its developmental challenges when participating in the development programmes of national and provincial governments. This lack of coordination is a waste of public effort and funds.

The most vital part in the mandate of the local government sphere has been the need to accelerate service delivery and development for the benefit of our people. This commitment is further reflected in the progressive increase in participation by both the national, provincial and local spheres of government. However, the engagement between sector departments and municipalities still needs to be deepened so that resources of the state are combined and organized for maximum sustainable development impact in municipalities. To address the huge service backlog, the findings indicated that the municipality requires municipal expenditure far in access of the revenue that is currently available. However, the study makes a conclusion that the most important thing is that

officials need to reposition themselves in order to be in a position to tackle the challenges, by improving their capacity and encouraging more training for municipal officials. This is because officials tend to establish a system of developmental local governance that looks good on paper but has no real success in terms of practical achievement. The success and positive outcomes which developmental local government are obliged to achieve are thus extremely important.

After tracing the evolution of the provincial-local relationship in Makhado LM, it has become apparent that there are increases in the functions and responsibilities on the municipality, as well as the cost of these functions and a decrease in financial injection and revenue sources. The study established the fact that this is mainly because of limited or little capacity by local authorities to integrate and coordinate programmes which originate from national government. There are weak horizontal and vertical linkages. There are no systematic ways in which local and district municipality level planning processes were designed to inform one another.

There is no doubt that the practice of integrated development planning in South Africa is strengthening and supportive legislation is slowly being put in place (Todes, 2004). Assessments of recent rounds of the IDPs suggest that a learning process is occurring, levels of integration are rising and the quality of plans is improving. This was confirmed in Makhado LM. However, it seems like less attention is being given to institutional capacity for both national and provincial officials as compared to local officials to implement the IDPs. This is based on the fact from the findings that demonstrated that it is not only the institutional capacity at local level that is hindering progress and efforts to address challenges at local level as discussed in chapter 2, difficulties lie in the intergovernmental linkages of the plans. It is true that the version of the South African integrated development planning demands time, capacity and the extent of stakeholder participation (Todes, 2004). At the same time, intergovernmental planning is being advocated by planning academics and professionals as a new paradigm for planning

practice (Healey, 1992). This practice also assumes good vertical and horizontal linkages, seeing the IDP as coordination integration at local level. All these demands have rather proved difficult in Makhado Local Municipality even though there is little commitment to strengthening institutional capacity at local level and with the other spheres of government and improving both vertical and horizontal linkages.

5.2 RECOMMENDATIONS

Based on the detailed analysis of Makhado LM in terms of the development objectives, legal requirements and the alignment with district municipality, national and provincial directives, a number of aspects have been identified that are in urgent need of attention. These aspects inter alia, require engagement between provincial department and municipalities.

Simplified policies

Despite there being many legislation and policies that recognize the need to promote co-operative governance, the reality is they are inadequate. It can be recommended that the three spheres must create existing policy with the objective of streamlining it. Various provisions need to be made consistent through integration into a singular guiding framework. The framework needs to prioritise key areas of co-operation.

Encourage the principle of context

There have been many instances whereby development planning is not guided by the extent of development occurring in a particular municipality, thus resulting in plans that do not address the challenges nor complement the level of development. Therefore, it is recommended that the vision for co-operative governance and development planning in Makhado LM be underpinned by the principle of contextuality so as to appreciation the unique features of each locality and its development opportunities. This will also allow development planning strategies across sectors to be relevant to existing problems and

they are not foreign to local stakeholders either. In this case, water and sanitation services are relevant to Makhado LM. Therefore, this calls for consistent power network analysis and engagement beyond the IDP cycle. There is a need for all stakeholders to know the level at which they can participate as well as how they can participate. In this way, it will be easy for stakeholder to fulfil their objectives. The vision and strategies must therefore continue to concentrate on reducing the backlogs in water and sanitation. It was indicated that the municipality has a very low tax base and limited assets to generate revenue in order to realise the dream of halving the backlogs by 2008.

Prioritization of areas that needs urgent attention

The findings represented that policies, programmes and plans that were given most attention in Makhado LM are those where provincial policies, programmes and plans were well focused and presented. Sector departments need to produce document specifically outlining what they expect the IDPs to cover in their area of responsibility (programmes and projects). Provincial departments should also identify critical issues from IDPs and directly approach Makhado LM to resolve some of the sectoral problems identified. Both parties should use MIG to enhance the level of prioritisation so as to give priority to those areas that needs urgent attention, from both levels. This can however be achieved through greater alignment and coordination of efforts by both spheres of government.

From a provincial perspective one of the keys objectives will be to identify key levers to guide municipality to produce strategies in their IDP-reviews that are aligned to the intended provincial development trajectory or alternatively adjust the intended provincial socio-economic development trajectory to the realities of Makhado LM. This can also be achieved through the provision of MIG. Sector departments therefore have a role to play to support district municipalities in assuming the lead role in the identification of development strategies for the whole district area and prioritisation of development needs. Financial management will follow development plans. This will eliminate the current situation whereby the national sphere determines development priorities, provincial governments follow and municipalities cooperate.

Building capacity in Makhado LM

Co-operative governance requires skilled stakeholders, more especially in the IDP process. This is because institutional capacity can serve as a catalyst for effective service delivery by both the municipality and other role players. It is therefore recommended that Makhado LM concentrate on capacitating its officials and the community involved in the process. This is because the findings revealed a number of areas in which capacity is urgently required to assist municipalities in their IDP process. Therefore, initiatives such as the Project Consolidate should be embraced and appreciated by both Makhado LM and Vhembe DM by allowing room for change. This will enable Makhado LM to share in the governance and development experiences of the new government. Among key issues, Makhado LM needs to develop policy mission to highlight the centrality of water and sanitation services so as to share in the advantages brought in by the mechanisms of co-operative governance.

Clarity on the powers and functions across organs of the state

Lack of certainty about powers and functions between DMs and LMs has had a negative effect of municipal planning which in some cases created tensions that are not conducive to the processes of intergovernmental development planning. This cooperation is still not taking place the way it could and should. A concerted effort must be made towards improving the quality of Vhembe DM frameworks so that the process of the preparation and their contents result in frameworks that have a strong integrating effect. It is thus recommended that stakeholders with relatively similar resources and capacity make their plans together. This will ensure consistency in planning and resource allocation at the same level.

Improved co-ordination and communication between Makhado LM and Limpopo Province

There is a broad agreement that provincial government has contributed a lot to the development of the country over the past 14 years (DPLG, 2006). However, it can be argued that some uncertainty appear to exist with respect to its communication methods with the local government. There is lack of regular interactions between provincial and

local level. This is affecting the quality of co-ordinating activities of the state. Improved aids of communication need to be introduced to strengthen relations between the two spheres. The findings of this study identified lack of communication between Makhado LM and the provincial level as one of the challenges impeding intergovernmental co-ordination and planning. It was pointed out that there are cases were municipal and provincial plans clash, and that planning and implementation are running separately with little or no communication between the two. Therefore, greater attention needs to be given to implementing practical models of communication that will increase awareness of the governmental issues of concern. This can include face to face communication with relevant stakeholders. This will mean providing a solid foundation for institutional arrangements for communication at both municipal and provincial level to stimulate key communication stakeholders across the three spheres in an effort to ensure that communication contributes to local delivery of services and implementation of programmes. This is to try and minimise the randomness of the flow of information across the spheres, so that planning at provincial level can link with that of Makhado LM.

Improved capacity at provincial level

Lack of capacity to implement programmes and poor programme management skills at provincial level has been highlighted as one of the challenges impeding progress at local level (DPLG, 2005). In some instances, where capacity existed at national level, such capacity would be lacking at provincial level, where most of the programmes had to be implemented. This means that programmes at local level are not being implemented because of lack of capacity at provincial level to intervene when local governments cannot perform the duties and functions. In most instances, personnel have been appointed to their respective posts, but with the change of government, they are not familiar with the new policies of the new system of government. In Limpopo Province, it is important that all personnel in managerial posts undergo training to familiarize themselves with the policies of the new system of government. This will enable them to engage in the development of policies and legislation in order for them to deal with new challenges. This will enable the provincial level to perform functions assigned to it, particularly in improving the performance of local government.

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22 June 2007 Mr. Masengane, Director of Project Consolidate Unit, Makhado LM

22 June 2007 Mr. Mampholi, Corporate Service Unit,

22 June 2007Mr. Mamuremi, Technical Services, Makhado LM

25 June 2007 Mr. Mamphiswana, IDP Manager, Vhembe DM

25 June 2007 Mr. Mudau, Transport Planning Manager, Vhembe DM

26 June 2007 Mr. Sidimela, IDP Coordinator, Makhado LM

27 June 2007 Department of Local Government and Housing official

27 June 2007 Department of Social Development official

28 June 2007 Acting Municipal Manager, Makhado LM

28 June 2007 2 Community Development Officials