

## **CHAPTER 4**

# **THE ROLE OF THE NATIONAL COUNCIL OF PROVINCES (NCOP) AND THE SOUTH AFRICAN LOCAL GOVERNMENT ASSOCIATION (SALGA) IN FACILITATING INTERGOVERNMENTAL RELATIONS AND SERVICE DELIVERY FOR THE LOCAL GOVERNMENT SPHERE**

## **1. INTRODUCTION**

This chapter looks at the role of the National Council of Provinces (NCOP) and the South African Local Government Association (SALGA) in facilitating intergovernmental relations and service delivery for the local sphere of government. As mentioned in chapter 3, these structures are critical structures that enable local government to play its intergovernmental relations role in the delivery of services. These two structures and their roles are also provided for in the Constitution of the Republic of South Africa, 1996. This chapter therefore aims to show what their roles are in facilitating intergovernmental relations and service delivery for the local sphere of government. The discussion that follows starts with the National Council of Provinces (NCOP), followed by a discussion on the South African Local Government Association (SALGA).

## **2. THE ROLE OF THE NATIONAL COUNCIL OF PROVINCES IN FACILITATING INTERGOVERNMENTAL RELATIONS AND SERVICE DELIVERY FOR THE LOCAL SPHERE OF GOVERNMENT**

### **2.1 Establishment and Composition of the National Council of Provinces**

The National Council of Provinces is part of national legislature in South Africa.

Parliament of the Republic of South Africa consists of the National Assembly and the National Council of Provinces (Section 2(1) of the Constitution, 1996). This means that the National Council of Provinces is one of the chambers of Parliament. Whereas the National Assembly is elected to represent the people and to ensure government by the people, the National Council of Provinces represents the provinces to ensure that provincial interests are taken into account in the national sphere of government and it does this mainly by participating in the national legislative process and by providing a national forum for public consideration on issues affecting the provinces (section 42(4) of the Constitution, 1996). This arrangement ensures that provinces have a say in the legislative process of Parliament, thereby promoting the intergovernmental relations at the national legislative level. As Bernstein (1999:34) states, South Africa's nine provinces are a crucial sphere of government and in terms of the cooperative governance model, their role and influence on policy making process is vital.

Section 60 of the Constitution of the Republic of South Africa, 1996 in particular establishes the National Council of Provinces as composed of a single delegation from each province consisting of ten delegates. The ten delegates are four special delegates consisting of the Premier of the province, the three other special delegates and six permanent delegates consisting of parties represented in a provincial legislature. Except where the Constitution provides otherwise each province has a vote, which is cast on behalf of the province by the head of its delegation; and all questions before the National Council of Provinces are agreed when at least five provinces vote in favour of the question (section 65 of the Constitution, 1996). As each province has one vote, irrespective of its numerical or geographical size, this arrangement ensures that provinces participate as equal partners in the National Council of Provinces which in turn ensures that powerful provinces do not dominate the legislative processes to the detriment of the smaller provinces. It could thus be concluded that the National Council of Provinces is the creature of the Constitution and as such has original powers to perform its functions.

The composition of the National Council of Provinces (NCOP) closely resembles the German federal system where the provinces (*Länder*) constitute the Federal Council (*Bundesrat*) and influence legislation and the administration of the German Federation through the Federal Council (Federal Ministry of Interior, 1999:10). The Swiss federal system also provides for provinces (cantons) to have a direct representation at a federal level through their representation on the State Council. This in turn gives provinces (cantons) direct participation in law-making at the highest level; as each province (canton) has two representatives and each half canton has one representative irrespective of their size, which ensures that smaller provinces are not unfairly disadvantaged (Co-operative Governance and Intergovernmental Relations Report, 1997:92-93). Although the South African Constitution, 1996 is essentially a unitary Constitution, the composition of the National Council of Provinces (NCOP) indicates that it has strong federal elements which were modelled on the federal systems as found in countries such as German and Switzerland. As such, the role of the National Council of Provinces (NCOP) in facilitating intergovernmental relations has to be seen against this background.

An important feature of the Constitution, 1996 is the direct participation of organised local government in the National Council of Provinces. Not more than ten part-time representatives designated by organised local government in terms of section 163 of the Constitution, 1996, to represent the different categories of municipalities, may participate when necessary in the proceedings of the National Council of Provinces, but may not vote (Section 67 of the Constitution, 1996). Section 163 of the Constitution, 1996 provides for the enactment of an Act of Parliament which must provide for the recognition of national and provincial organisations representing municipalities, and determine procedures by which municipalities may: consult with national and provincial government; designate representatives to participate in the National Council of Provinces; and participate in the process prescribed in the national legislation envisaged in terms of section 221(1)(c) of the Constitution, 1996 regarding the appointment of members to the Financial and Fiscal Commission.

An Act referred to above has been passed and is referred to as the Organised Local Government Act, 1997 (Act 52 of 1997) whose purpose will be discussed under the role of SALGA in facilitating intergovernmental relations and service delivery for the local sphere of government. It is therefore submitted that although organised local government may not vote in the National Council of Provinces, the mere participation of organised local government in the NCOP proceedings provides an ideal opportunity for organised local government to have its voice heard directly in the legislative process at a national level, which in turn facilitates service delivery in the local sphere of government. It could thus be concluded that the National Council of Provinces provides a platform for intergovernmental relations to take place in the national legislative process which in turn facilitates effective services delivery.

## **2.2 The Powers of the National Council of Provinces**

As stated above, the National Council of Provinces together with the National Assembly constitute Parliament. As one of the chambers of Parliament, the National Council of Provinces has legislative power. In exercising its legislative power, the National Council of Provinces may consider, pass, amend, propose amendments to, or reject any legislation before the Council and may initiate or prepare legislation falling within a functional area listed in Schedule 4 or other legislation referred to in section 76(3), but may not initiate or prepare money bills (Section 68 of the Constitution, 1996). In this instance, Schedule 4 refers to those functional areas of concurrent national and provincial legislative competence. This arrangement enables the provinces to, *inter alia*, initiate legislation on functional matters that are listed in schedule 4 of the Constitution, 1996 which ensures that provincial interests are taken into account in the formulation of legislation.

The NCOP or any of its committees may also summon any person to appear before it to give evidence or produce documents; may require an institution to report to it; and

may receive petitions, representations or submissions from any institution or interested party (Section 69 of the Constitution, 1996). This allows the NCOP to play a wide role of cooperative governance in the sense that it takes into account a broad spectrum of opinions before finalising legislation. The NCOP may even require a Cabinet member or a Deputy Minister or an official in the national executive to attend its meeting (Section 66 of the Constitution, 1996). Section 72 of the Constitution, 1996 further requires the NCOP to facilitate public (including the media) involvement in its legislative processes; and to conduct its business in an open manner and to hold its sittings in public. This makes the NCOP, the author submits, a key legislative structure at the national level in the sense that civil society can make direct representations to the NCOP about issues of service delivery without having to rely on provincial and organised local government to do it on their behalf. Thus it could be concluded that the National Council of Provinces (NCOP) plays a critical intergovernmental relations role as well as cooperative governance role in facilitating legislation to improve service delivery.

However despite the role played by the NCOP, the Constitution limits its powers relative to the powers of the National Assembly which in turn limits the powers of the provinces that constitute the NCOP. In the legislation making process for example, the Constitution, 1996 identifies four kinds of legislation namely: money bills, constitutional amendments, ordinary bills not affecting provinces (Section 75 bills) and ordinary bills affecting provinces (Section 76 bills). In the case of section 75 bills, the National Assembly can by simple majority pass legislation into law, despite the NCOP disapproval. In the case of section 76 bills, the National Assembly can ignore the NCOP wishes if it can get a two thirds majority in favour of the measure. In terms of section 44(2) of the Constitution, 1996, the National Assembly may even pass legislation on a provincial matter when it is necessary: to maintain national security; to maintain economic unity; to maintain essential national standards; to establish minimum standards required for rendering services; to prevent unreasonable action taken by a province which is prejudicial to the interests of another province or to the country as whole.

As the country's ruling party, the African National Congress (ANC), has the majority in all the provinces, it is the author's submission that the National Assembly would not contemplate using section 44(2) of the Constitution since the Parliamentary Caucus of the ruling party would adopt a unified party position before the sittings of the Parliament. It is also the author's submission that section 44(2) of the Constitution could be applicable if another party has a majority in the NCOP and the ruling party has a majority in the National Assembly.

### **3. THE ROLE OF THE SOUTH AFRICAN LOCAL GOVERNMENT ASSOCIATION (SALGA) IN FACILITATING INTERGOVERNMENTAL RELATIONS AND SERVICE DELIVERY FOR THE LOCAL SPHERE OF GOVERNMENT**

#### **3.1 Establishment and Composition of SALGA**

SALGA and its nine provincial associations are created by the Constitution. As stated above, Section 163 of the Constitution, 1996 provides for the enactment of an Act of Parliament to provide for the recognition of national and provincial organisations representing municipalities. Such an Act must determine procedures by which local government may consult with national or provincial government; designate representatives to participate in the National Council of Provinces; participate in the selection of members to the Financial and Fiscal Commission. The Act referred to above is the Organised Local Government Act, 1997 (Act 52 of 1997). Accordingly, the Organised Local Government Act, 1997 provides for procedures as envisaged above. In essence, SALGA and its provincial associations represent local government at the National Council of Provinces as discussed above, represent local government at the Financial and Fiscal Commission, and represent local government at the executive branch of government. The representation of organised local government at the NCOP has been discussed above, whereas representation of SALGA at the Financial and Fiscal Commission and at the executive level of government follows. This is in line with what the White Paper on Local Government

(1998:54) envisaged as the role of SALGA which is effective representation of local government in legislative processes of all the spheres of government, and in the intergovernmental executive processes.

### **3.2 The role of SALGA in facilitating Intergovernmental Relations and Service Delivery**

With regards to the representation of organised local government in the executive processes, section 4 of the Organised Local Government Act, 1997 provides for the consultation procedures as follows:

- consultation between the national organisation (SALGA) and the national and provincial government takes place at a meeting convened by the Minister of Provincial and Local Government; and the Minister of Provincial and Local Government may invite any of the provincial organisations representing local government.
- despite the above, SALGA may at any time approach any Minister to consult with national government.
- organised local government at a provincial sphere may only consult with national government after consultation with national organisation (SALGA).
- consultation between organised local government at a provincial sphere and provincial government may take place at the initiative of the Member of the Executive Council responsible for local government or at the initiative of the provincial organised local government.

The above consultation procedure means that organised local government at national and provincial level have unhindered access to members of the national executive and the provincial councils which enables organised local government to influence decision making at the executive level both nationally and provincially. The

author therefore submits that such unhindered consultation ensures effective intergovernmental relations and therefore facilitates services delivery for local government. Through this consultation, organised local government can even influence provincial delegates to the NCOP to use their votes to support local government programmes.

SALGA also nominates two persons at its Executive Committee meetings to represent organised local government at the Financial and Fiscal Commission. Such nominated persons enable SALGA to make its voice heard in the deliberations of the Financial and Fiscal Commission. Through representation on the Commission, organised local government inputs are already taken into account when the Commission annually submits its recommendations to Parliament and the provincial legislatures for tabling and also to the Minister of Finance regarding (Section 9(1) of the Intergovernmental Fiscal Relations Act, 1997): the equitable division of revenue raised nationally, among the national, provincial and local spheres of government; the determination of each province's equitable share in the provincial share of that revenue; any other allocations to provinces, local government or municipalities from the nationally government's share of that revenue, and any conditions on which those allocations should be made.

After receiving the recommendations of the Financial and Fiscal Commission, the Minister of Finance in terms of section 9(1) but before the Division of Revenue Bill is introduced in the National Assembly, the Minister of Finance must consult (Section 10(3) of the Intergovernmental Fiscal Relations Act, 1997): the provincial governments, either in the Budget Council or in another way; organised local government, either in the Budget Forum or in another way; and the Commission. The consultation of organised local government in the budget process as alluded to above, the author submits, goes a long way in ensuring that organised local government facilitates intergovernmental relations at the appropriate structures with the executive branch of government and thereby facilitating the effective delivery of



services for the local sphere of government in particular. This consultation of organised local government on financial and fiscal matters, it is submitted, is key to effective intergovernmental fiscal relations and service delivery because the availability of financial resources, which are allocated through the budget process, is key to the successful implementation of the local government programmes. Given the above, the vision, mission and the mandate of SALGA are discussed below with a view of showing the facilitation role of intergovernmental relations through SALGA on service delivery for local government.

SALGA's vision is to be an association of municipalities that is at the cutting edge of quality and sustainable services; and its mission is to be consultative, informed, mandated, credible and accountable to members and to provide value for money. The vision and mission are in line with the objectives as stated in the SALGA's constitution. SALGA's objectives are to (Section 4 of SALGA Constitution, 2004): represent, promote and protect the interests of local government; transform local government to enable it to fulfil its developmental role, enhance the role and status of its members as provincial and consultative bodies of local government; enhance the role and status of municipalities; be recognised by national and provincial governments to be the representative and consultative body in respect of all matters concerning local government and to make representations to both provincial and national governments in respect of any matter concerning local government; and ensure the full participation of women in organised local government; be the national employers' association representing its members.

These SALGA objectives are succinctly expressed in SALGA's mandate as follows (SALGA Annual Report, 2004/05):

"SALGA's mandate is derived from the Constitution of South Africa, 2006, the Organised Local Government Act, 1997, Intergovernmental Relations Framework Act, 2005, its own constitution as amended in 2004, and is further informed, inter alia,

by the Municipal Systems Act, 2000, and the Municipal Finance Management Act, 2003 and can be summarised as follows: to represent, promote and protect the interests of its members; to act as an employer body representing all municipal members and, by agreement, associate members; to affiliate with and participate in the affairs of regional, continental and international organisations, that will serve the best interests of its members; to lobby and advocate for member municipalities; to act as a resource for knowledge and information to municipalities; and to develop and support the capacity of member municipalities”.

The abovementioned objectives are critical to the role played by SALGA in facilitating intergovernmental relations and service delivery, as SALGA itself interprets the legislative framework on local government and expresses its understanding of its role as the voice of local government. Since the passing of the Constitution, 1996 and the Organised Local Government Act, 1997, SALGA has organised itself and has, on behalf of its members, made a valuable contribution in various structures dealing with issues affecting local government. The Intergovernmental Fiscal Relations Act, 1997 also creates a framework within which SALGA consults with the provincial and national government on fiscal, budgetary and financial matters; as the Act prescribes a process for the determination of an equitable sharing and allocation of revenue raised nationally. Section 3 of the Intergovernmental Fiscal Relations Act, 1997 establishes, *inter alia*, the Budget Council consisting of the Minister of Finance and members of the Executive for finance of each province.

The Budget Council is a body in which the national government and the provincial government consult on (Section 3 of the Intergovernmental Fiscal Relations Act, 1997): any fiscal, budgetary or financial matter affecting the provincial sphere of government; any proposed legislation or policy which has a financial implication for the provinces; any matter concerning the financial management, or the monitoring of the finances of provinces; or any other matter which the Minister of Finance has referred to the Budget Council. Although organised local government has no direct

representation on the Budget Council, SALGA as stated above do have direct participation in the budget process through the membership of the Financial and Fiscal Commission. Also as stated above, SALGA do participate directly in the budget process through section 10(3) of the Intergovernmental Fiscal Relations Act, 1997 which requires, inter alia, that the Minister of Finance consult organised local government through the Budget Forum or in another way, before the Division of Revenue Bill is introduced in the National Assembly. As the Budget Forum is inoperational (Cloete & Thornhill, 2004:61), the Minister of Finance consults organised local government through other ways such as circulars.

The question that has to be asked is: in addition to the role played by SALGA as discussed above, what progress has SALGA made in view of its stated vision, mission and mandate. In addressing this question, a broad overview of highlights of SALGA's progress is provided. SALGA has made some progress in facilitating intergovernmental relations since its establishment. First and foremost, SALGA has drafted and adopted a constitution in 2004 which defines SALGA as an organisation and sets out issues such as its objectives and membership. More importantly, the SALGA constitution sets out a national governance structure consisting of National Conference, National Members Assembly, and the National Executive Committee (Section 9 of SALGA constitution). At a provincial level, it sets out a governance structure consisting of Provincial Conference, Provincial Members Assembly and the Provincial Executive Committee (section 15 of SALGA constitution). SALGA has also consolidated its administrative structure to ensure alignment with its constitution.

In terms of SALGA progress in achieving its objectives as set out in its own constitution, SALGA has played a major role as an employer representative in the South African Local Government Bargaining Council (SALGBC) which is a centralised collective bargaining structure for local government. The participation of SALGA in the Bargaining Council has meant that municipalities no-longer have to individually negotiate wages and salaries and conditions of service with trade unions.

SALGA acts as a voice for all municipalities. This in turn helps eliminate discrepancies in salaries and conditions of service among the employees which in turn avoids strikes and disruption in service delivery. SALGA has also played a key in representing organised local government in dispute resolution with employee organisations under the auspices of the South African Local Government Bargaining Council (SALGBC). National disputes that have been successfully conciliated or arbitrated over the past three years include the pension fund dispute, restructuring dispute, medical aid dispute, and organisational rights dispute (SALGBC Website). It could thus be concluded that the SALGA's role as discussed above helps local government to proactively resolve disputes with employees, as represented by trade unions, which contributes to improved service delivery in local government.

As part of SALGA's mandate to affiliate and participate in continental and international organisations, SALGA together with the City of Tshwane Metropolitan Municipality hosted the first Founding Congress of the United Cities and Local Governments of Africa (UCLGA) held in Tshwane in which the Executive Mayor of the City of Tshwane was elected as first President of the United Cities and Local Governments of Africa (UCLGA). SALGA together with the Cities of Tshwane, Johannesburg, Ekurhuleni also played an important role in the drafting of the constitution which was adopted at the Founding Congress of the UCLGA (SALGA Annual Report, 2004/2005).

Despite the progress made by SALGA in facilitating intergovernmental relations and service delivery, there have been reports that suggest that its finances and internal administration require some improvement. In a performance audit report by the Auditor-General on SALGA for the 2004/2005 and 2005/2006 financial years which was tabled in Parliament, the Auditor-General highlighted financial and administrative shortcomings. It was, *inter alia*, found that SALGA had insufficient staff to meet its objectives. As at the end of June 2005, only 181 of the approved 295 positions were filled, while salary budgets had for 2004/2005 and 2005/2006 increased from R39m

to 49,4m year on year. On a sample basis, 40 employees were selected, to determine if their salaries were in line with the approved salary framework scales. Twenty five of these employees (62,5%) were found to be remunerated outside the approved salary framework.

(Business Day, 11 July 2006)

In reply, included in Auditor-General's report, SALGA said it was tackling the problems and had gone a long way towards putting the necessary systems in place. SALGA further stated that it had employed a Chartered Accountant to head its Finance Division and that an integrated performance management system was being installed; and that salary benchmarking system had been implemented and substantial progress had been made in filling vacancies (Business Day, 11 July 2006). In view of the report of the Auditor-General and the fact that one of SALGA's roles is to strengthen the capacity of local government, the author submits that it is of utmost importance for SALGA to lead by example, as the failure to do so has a demoralising effect on its members, as it affect the ability of SALGA to properly fulfil its mandate. Thus it could be concluded that although SALGA is on track in fulfilling its mandate, there is still scope for improvement in terms of strengthening its financial and administrative capacity.

#### **4. CONCLUSION**

This chapter dealt with the role of the National Council of Provinces (NCOP) and the South African Local Government Association (SALGA) as the key identified institutions facilitating intergovernmental relations and service delivery for the local sphere of government. The National Council of Provinces (NCOP) is one of the chambers of Parliament that represent provincial interests in the national sphere of government. And it does this mainly by participating in the national legislative process and by providing a national forum for public consideration on issues affecting

provinces. Organised local government also has two representatives on the NCOP who represent local government. Although organised local government has no voting power in the NCOP, it can lobby those delegates who have the voting right. It was then concluded that the NCOP provides organised local government with an important intergovernmental relations platform to partake in the national legislative process and that this participation facilitates service delivery for the local sphere of government.

With regards to the role of SALGA in facilitating intergovernmental relations and service delivery for the local sphere of government, the establishment and the role of SALGA was discussed in detail. Although SALGA has made progress in facilitating intergovernmental relations among municipalities and in acting as the voice of organised local government, it was concluded that there are still areas for improvement in respect of its financial and administrative capacity.

The chapter that follows looks at the case study of the City of Tshwane Metropolitan Municipality with regards to Integrated Development Plan called “Tshwane 2020 Plan” which in terms of the Municipal Systems Act of 2000 should be a benchmark for all the activities that take place within the City of Tshwane Metropolitan Municipality.

## CHAPTER 5

### INTEGRATED DEVELOPMENT PLAN FOR THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY (TSHWANE 2020 PLAN)

#### 1. INTRODUCTION

This chapter focuses on the case study of the Tshwane IDP called “Tshwane 2020 Plan” with a view to demonstrating the role that is played by the intergovernmental relations in the development and the implementation of the Integrated Development Plan in line with the hypothesis which suggests that:

“Intergovernmental relations in South Africa facilitate the performance of the local sphere of government with specific reference to the City of Tshwane Metropolitan Municipality”.

In looking at the case study of the Tshwane IDP, it will be suggested that intergovernmental relations facilitate the performance of the City of Tshwane Metropolitan Municipality with regards to two stages namely: the development of the IDP; and the implementation of the IDP.

With regards to the development of the IDP and the role of intergovernmental relations thereof, IDP structures as well as the five phases in the development of the IDP will be discussed. These five IDP development phases are namely: the analysis phase, the strategies phase, the projects phase, the integration phase, and the approval phase. With regards to the implementation of the IDP, the special initiatives where intergovernmental relations play a facilitation role will be discussed. In addition the national guidelines pertaining to the development of the IDP will also be discussed with regards to the extent to which the City of Tshwane IDP process

complies with the guidelines. In concluding, some remarks of the Report on the Study Tour of Municipalities dated 15 April 2003 that was undertaken by the Portfolio Committee on Provincial and Local Government will be briefly discussed with a view to determining if the conclusions of the Portfolio Committee are reflective of the situation within the City of Tshwane Metropolitan Municipality.

## **2. INTEGRATED DEVELOPMENT PLANNING STRUCTURES WITHIN THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY AND THEIR TERMS OF REFERENCE**

When the Integrated Development Plans were made a legal requirement for municipalities in the Local Government Transition Second Amendment Act, 1996 (Act 97 of 1996), their conceptualisation at a policy level was very limited. Furthermore, the requirements of integrated development planning overlapped to some extent with the planning requirements of the Land Development Objectives as established in the Development Facilitation Act, 1995. The principles of the Development Facilitation Act, 1995 provided a useful policy framework with regard to the spatial dimension of development planning, but not beyond.

(Department for Provincial and Local Government's Guidelines on the IDPs, 2001:5)

In terms of the legislative framework, municipalities should see the development of land development objectives as part of their IDPs, and not as a separate planning process. Municipalities are required to be multi-sectoral in their approach to integrated development planning and they are therefore required to prepare plans that meet the requirements of different departments such as the Department of Water Affairs and Forestry, the Department of Transport, the Department of Housing, and the Department of Environmental Affairs and Tourism.

(White Paper on Local Government, 1998:28)



Integrated development planning implies that municipalities should align their physical planning, sectoral planning, and their resource planning through a process of co-operation and consultation with all stakeholders (Roux & Van Rooyen, 2002:218). Thus the process of integrated development planning is participative and inclusive and involves all the relevant players. With regards to the City of Tshwane Metropolitan Municipality, its Council recognised that the successful establishment of the integrated system of planning and delivery requires the total involvement of those in charge of municipal management in the planning process and as such the IDP structures were established. The IDP structures consist of the municipality, the IDP Representative Forum, the IDP Steering Committee, the IDP Manager, the IDP Coordinator, the IDP Process Manager, and the IDP Functional Team. A discussion of these structures follows.

## **2.1 IDP Representative Forum**

The IDP Representative Forum is the IDP structure whereby the community and stakeholder inputs are gathered. The IDP Representative Forum is chaired by the Executive Mayor and consists of ward councillors as chairpersons of the ward committees and the proportionally elected councillors. Due to the large size of the City of Tshwane Metropolitan Municipality, the consultation and the public participation process is structured through the ward committee system. Communities and stakeholders are therefore represented through the ward committee system. (Tshwane 2020 Plan, 2002:3)

The terms of reference of the IDP Representative Forum are to: represent the interests of their constituents in the IDP process; provide an organisational mechanism for discussion, negotiation, and decision-making between the stakeholders (including the municipality); ensure communication between all stakeholder representatives; and monitor the performance of the planning and implementation process (Tshwane 2020 Plan, 2002:5).

Thus it could be concluded that the IDP representative Forum is the highest structure in the municipality that enables all internal and external stakeholders to exchange views on development and implementation of the IDP.

## **2.2 IDP Steering Committee**

The IDP Steering Committee is chaired by the IDP Manager and consists of the Executive Mayor, the Members of the Mayoral Committee, the Municipal Manager and the Heads of Departments. The IDP Steering Committee is mainly responsible for decision-making and the giving of strategic direction with regards to the integrated development planning process.

(Tshwane 2020 Plan, 2002:4)

The terms of reference of the IDP Steering Committee are to: provide terms of reference for the various planning activities; commission research studies; consider, comment, and decide on inputs from sub-committees, study teams, and consultants; and also to decide on inputs from provincial governments, sector departments, and support providers; make content recommendations to the IDP Representative Forum (Tshwane 2020 Plan, 2002:4). It could thus be concluded that the IDP Steering Committee is a key intergovernmental structure where the Mayoral Committee together with administrative heads of departments meet to ensure that all the activities and inputs from the different sectors and stakeholders are aligned and integrated to ensure integrated service delivery.

## **2.3 IDP Manager**

The IDP Manager is appointed by the Municipal Council and is responsible for the overall management of the IDP process. The terms of reference of the IDP Manager

are to: prepare the Process Plan; day to day management of the planning process and ensuring the involvement of all stakeholders, ensuring that time-frames are met, ensuring that the planning process is horizontally and vertically managed and that it complies with the provincial and national guidelines, and ensuring that all outcomes are documented; chairing the IDP Steering Committee; and the managing of consultants.

(Tshwane 2020 Plan, 2002:4)

Thus it could be concluded that the IDP Manager is the key role player responsible for the day to day management of process including the implementation of decisions of the IDP Steering Committee to ensure inter alia that the IDP process facilitates service delivery in the City of Tshwane Metropolitan Municipality.

## **2.4 IDP Coordinator**

The IDP Coordinator chairs the IDP Functional Team and is responsible for the preparation of the Process Plan in consultation with IDP Manager. The IDP Coordinator is responsible for the day-to-day operations of the IDP Project Team under consideration of time, resources, people, and ensuring that (Tshwane 2020 Plan, 2002:5): all different stakeholders are involved; the time frames are being adhered to; the planning process is vertically and horizontally aligned and complies with provincial and national requirements; that the outcomes are documented. The IDP Coordinator is also responsible for managing the IDP Project Team with regard to: the processing, summarising and documentation of outputs; integration and coordination of the Functional Team outputs; integrating and coordinating of the IDP Steering Committee inputs and decisions; integrating and coordinating of the IDP Representative Forum inputs (Tshwane 2020 Plan, 2002:5).

The IDP Coordinator is also responsible for preparing, documenting and facilitating of

meetings, as well as the management of consultants. Thus it could be concluded that the role of the IDP Coordinator is designed to support the IDP Manager in the implementation of the decisions of the IDP Steering Committee to ensure that the municipality's operations are geared towards service delivery.

## **2.5 IDP Process Manager**

In terms of the responsibilities, the IDP Process Manager is responsible for the preparation of the Process Plan in consultation with the IDP Manager and the IDP Coordinator. The IDP Process Manager is also responsible for the day-to-day operations of the IDP Process with regards to drafting, finalising and the monitoring of the IDP, and thus also ensuring: the involvement of all the different role-players; that the time frames are adhered to; that the planning process is horizontally and vertically aligned and complies with the provincial and national requirements, and that all the outcomes are being documented (Tshwane 2020 Plan, 2002:5).

The IDP Process Manager is also responsible for: processing, summarising and documentation of outputs; integration and coordination of the IDP Functional Team inputs; integration and coordination of IDP Steering Committee inputs and decisions; integration and coordination of the IDP Representative Forum inputs; repairing, documenting, and facilitating meetings, as well as assisting consultants (Tshwane 2020 Plan, 2002:5). Thus it could be concluded that the IDP Process Manager's role is supportive to the IDP Coordinator and the IDP Manager in the execution of their duties

## **2.6 IDP Functional Team**

The IDP Functional Team is comprised of the representatives from different departments of the Tshwane municipality and its role is to provide inputs per function

for sub-committees, study teams and consultants; and to provide the IDP Project Team with the necessary information per function for the drafting, finalising, and the monitoring of the Tshwane IDP Process (Tshwane 2020 Plan, 2000:5). Thus it could be concluded that IDP Functional Team is an interdepartmental structure that ensures that all departmental inputs are taken into account in IDP drafting process, and that consultants who research various aspects of the IDP process are properly briefed, and in this manner integration in service delivery is achieved.

## **2.7 Municipality**

The municipality's role in the IDP Process according to the Tshwane 2020 Plan (2002:6) is to: prepare, decide on and adopt a Process Plan; undertake the overall management and coordination of the planning process, which includes ensuring that all relevant stakeholders are appropriately involved, that appropriate mechanisms and procedures for public participation and consultation are applied, that the planning events are undertaken in accordance with the time schedules, that planning processes are related to the real issues in the municipality, and that sector requirements are satisfied; adopt and approve the IDP; adjust the IDP in accordance with the Member of the Executive Council for Local Government's proposals; ensure that the annual business plans, budget and land use management decisions are linked to and based on the IDP.

Regarding the adoption of the IDPs by the municipality, Roux & Van Rooyen (2002:218) state that: integrated development does not end once the municipalities' plans have been approved and submitted to the respective provinces, the planning phase of the integrated planning process forms only the basis for implementation. Thus the implementation of the IDPs will be discussed below.

The IDP structures discussed above are the key structures that drive the IDP process in the City of Tshwane Metropolitan Municipality. These IDP structures are also the key intergovernmental relations structures which facilitate the effectiveness of the IDP process which in turn facilitates the performance of the City of Tshwane Metropolitan Municipality in the delivery of services. In addition, the Tshwane IDP also identifies the roles and responsibilities of the other stakeholders who play a role in the IDP process. These stakeholders are the residents, communities, as well as the provincial and national government. With regards to the residents and communities, their roles and responsibilities are to represent their interests and contribute knowledge and ideas in the planning process by participating in the Ward Committee System as part of the IDP Representative Forum; and conducting of meetings and workshops with groups, communities and to follow-up on the relevant planning activities (Tshwane 2020 Plan, 2002:6).

With regards to the roles and responsibilities of the provincial and national government, their roles and responsibilities are to ensure horizontal alignment of the IDPs of the municipalities within the provinces; ensure vertical and sector alignment between the provincial sector departments plans and the IDP process; ensure efficient financial management of the provincial IDP grants; monitor progress of the IDP processes; facilitate the resolution of disputes related to the IDP; organise IDP related training where required; and coordinate and manage the Member of the Executive Council's (MEC's) assessment of the IDP (Tshwane 2020 Plan, 2002:7).

### **3. PHASES IN THE DEVELOPMENT OF THE INTEGRATED DEVELOPMENT PLAN**

Having discussed the various IDP structures above and their roles and responsibilities in the development of the IDP, the focus here is on the five phases for the development of the IDP. These phases being: the analysis phase, strategies phase, projects phase, integration phase, and the approval phase. The role of the

intergovernmental relations in each of these phases will be clarified and whether such a role is in line with the national guidelines from the Department for Provincial and Local Government on the development of the IDPs.

### **3.1 The Analysis Phase**

The expected outputs of the analysis phase are according to the Tshwane 2020 Plan (2002:19) the following:

- an assessment of the existing level of development, with special reference to service levels and service gaps.
- priority issues or problems.
- after priority issues have been agreed upon, it may turn out that the nature of the issues or their dimensions is far from being clear. It could be clear that the majority of residents have no access to clean drinking water, but we may not know if the problem is caused by lack of availability of water resources, technical deficiencies, inappropriate water management system, a tariff structure which encourages excessive consumption, or a lack of investment funds. Such information is, however, crucial for finding appropriate solutions.
- the analysis is not a comprehensive status quo. It is defined, directed or focused by the priorities established in the IDP process. The IDP analysis phase can accommodate a range of sector status quo and analysis requirements that are general in nature (such as demographics, consumer profile, financial and human resource constraints analysis).

As far as the public participation in this phase is concerned, the required intensity of public participation in this phase is high. This means that this phase requires a greater involvement of communities, stakeholders, residents, users and partners

(Department for Provincial and Local Government's Guidelines on the IDPs, 2001:40). It could thus be concluded that the analysis phase is crucial in ensuring the successful implementation of the programmes, and stakeholders' participation ensures their buy-in before programmes are implemented.

As far as the planning activities of the analysis phase within the City of Tshwane, there are thirteen planning activities and each planning activity is driven by the relevant IDP structure which ensures the delivery of certain deliverables. The activities of these structures, the author submits, are at the core of the intergovernmental relations which facilitate the development of the IDP and delivery of services by the municipality and the discussion below illustrates how this is achieved. These planning activities are as follows (Tshwane 2020 Plan, 2002:9–10):

### 3.1.1 Compilation of the Existing Information

The relevant IDP structure that drives this planning activity is the IDP Functional Team and the deliverables of this planning activity are the basic demographic figures; service levels and service gaps for all basic public services; financial resources differentiated by source of income and type of expenditure; available institutional capacities; and the compilation of crucial policy requirements.

### 3.1.2 Community and Stakeholder Level Analysis

This planning activity is driven by the IDP Representative Forum and its deliverables are the summaries of residents' and stakeholders' prioritised needs differentiated by location, social categories and gender as well as the summaries of residents' and stakeholders' own resources and initiatives to address those needs differentiated by location, social categories and gender.



### 3.1.3 Reconciling Existing Information and Community Analysis

This planning activity is driven by the IDP Functional Team and it entails the reconciling of results from the existing information as well as the participatory analysis.

### 3.1.4 Municipal Wide Analysis

The IDP structures involved in this planning activity are the IDP Steering Committee, the IDP Functional Team, and the IDP Representative Forum. This planning activity entails the identification of crucial trends, dynamics and related problems which affect the municipal area and the municipal government as a whole. It also entails the identification of available resources, competitive advantages and initiatives in the municipal area and in the municipal government to address these problems. This planning activity also involves the economic analysis, environmental analysis, and institutional analysis and each of these analyses will briefly discussed below.

#### 3.1.4.1 Economic Analysis

This planning sub-activity is mainly driven by the IDP Functional Team with some involvement of the IDP Representative Forum and it entails the identification of the basic economic data, the major economic trends, the major economic potential as well as the major constraints for economic development.

#### 3.1.4.2 Environmental Analysis

This planning sub-activity is driven by the IDP Functional Team with some involvement of the IDP Representative Forum and it entails the following main two

activities: the compilation of a list of major existing environmental problems with a short description of each of the problems in terms of the people affected, location, magnitude of problem, and the causes of the problem; and the compilation of a list of major environmental threats and risks involved.

#### 3.1.4.3 Institutional Analysis

This planning sub-activity is also driven by the IDP Functional Team with some involvement of the IDP Representative Forum and it entails the following activities: the compilation of an organisational structure of the municipal administration; the compilation of an overview of the institutional strengths and weaknesses of the municipal government in relation to the new requirements of a developmental local government; the compilation of all institutional constraints which have been identified as causal factors of other identified priority problems.

#### 3.1.5 Spatial Analysis

This planning activity is driven by IDP Functional Team and it entails the following: mapping the special dimensions of development issues as identified in the planning activities above; mapping major spatial patterns, trends, problems and opportunities; mapping of spatial restructuring issues in compliance with the relevant legislation; and the identification and mapping of land reform issues with respect to redistribution, restitution, and tenure reform.

#### 3.1.6 Socio-Economic Differentiation

This planning activity is driven by the IDP Functional Team with some involvement of the IDP Representative Forum and it entails the differentiation of the compiled data

by socio-economic category and by gender. It also entails the differentiation by social category and gender of the needs of the community stakeholders and the residents.

### 3.1.7 Identification of Municipal Priority Issues

This planning activity of the analysis phase in the development of the IDP involves the following structures namely, the IDP Functional Team, the IDP Steering Committee, as well as the IDP Representative Forum. This planning activity entails the compilation of the municipality wide priority issues and the compilation of the summary of the community and stakeholder specific priorities.

### 3.1.8 In-depth Analysis of Priority Issues: General Guidelines

This planning activity is driven by the IDP Functional Team and it entails the following: analysis of precise nature of problematic issues; analysis of causes and impact; analysis of priority issues in context; analysis of dynamics related to priority issues; analysis of problem solving initiatives and potentials; and analysis of different process requirements for different issues.

### 3.1.9 In-depth Analysis of Priority Issues: Sector Specific Guidelines

This planning activity is driven by the IDP Functional Team and it entails the compilation of specific process requirements for in-depth analysis.

### 3.1.10 Consolidation of Priority Issue Analysis Results

This planning activity entails the summation of information from the various analysis

activities per priority issue in a refined and well-structured manner. This information is then made accessible to all stakeholders that are involved in the planning process. The IDP Functional Team drives this planning activity and presents the summarised information to the IDP Steering Committee and the IDP Representative Forum for their inputs.

From the above discussion it is evident that in the analysis phase of the development of the IDP, the intergovernmental relations take place in varying degrees during the different planning activities. The different IDP structures such as the IDP Representative Forum play a major role in ensuring that intergovernmental relations take place and also to ensure a high intensity of participation of communities and other stakeholders as per the Department for Provincial and Local Government's Guidelines on the IDPs. It could thus be concluded that all the IDP structures in the analysis phase play an important role in ensuring the participation of various stakeholders which in turn facilitates the delivery of the desired outcomes in the IDP process.

### **3.2 The Strategies Phase**

In this phase the municipality has to arrive at the crucial decisions on its destination and on the most appropriate way to arrive there. The strategies phase is the phase in which basic decisions on the future direction of the municipality have to be made. The Integrated Development Planning process is meant to provide choices to the municipality and consequently the IDP as a key process of development within local government requires choices from the municipality. Strategic planning helps in making such choices in a systematic, rational and transparent manner.

(Tshwane 2020 Plan, 2002:256)

Given the above, each of the planning activities of the strategies phase is discussed

below with a view to determining the role that intergovernmental relations play in the different planning activities of the strategies phase. These planning activities of the strategies phase being the vision, working objectives, strategic guidelines, defining resource framework, creating strategic alternatives, organising strategy workshops, creating conditions for public debate, and analysing alternatives.

In the strategies phase the required intensity of public participation is low which means that this phase should be driven by small technical committees with selected representatives from the public (Department for Provincial and Local Governments' Guidelines on the IDPs, 2001:40). With the above guideline in mind, the intensity of public participation and intergovernmental relations in the City of Tshwane in the City are discussed below (Tshwane 2020 Plan, 2002:11–12):

### 3.2.1 Vision

The vision as a planning activity of the strategies phase involves the relevant IDP structures such as the IDP Representative, the IDP Steering Committee, and the IDP Functional Team. This planning activity basically entails the compilation of the desired long-term development of the municipality based on the identified priority issues and related to the specific conditions in the municipal area.

### 3.2.2 Working Objectives

This planning activity also involves the IDP and intergovernmental relations structures such as the IDP Representative Forum, the IDP Steering Committee, and the IDP Functional Team. This planning activity involves decision making with regards to one objective or a set of interrelated objectives for each priority issue.

### 3.2.3 Strategic Guidelines

This planning activity is driven by the IDP Representative Forum, the IDP Steering Committee, and the IDP Functional Team and it entails the compilation of localised strategic guidelines related to spatial dimensions, poverty and gender dimensions, environmental dimensions, local economic development dimensions, institutional dimensions, and other cross-sectoral policy guidelines. These various sub-guidelines are each discussed below.

#### 3.2.3.1 Localised Spatial Strategic Guidelines

This sub-planning activity entails the compilation of a concise document that demonstrates the application of the Development Facilitation Act principles and other spatial development guidelines, and make them specific issues and problems of the municipality. Special attention is also paid to land reform issues.

#### 3.2.3.2 Localised Strategic Guidelines for Poverty Alleviation and Gender Equity

This sub-planning activity entails the compilation of a concise document that demonstrates the application of the Constitutional principles of inclusiveness, equality and basic needs satisfaction and make them specific to the municipality.

#### 3.2.3.3 Localised Strategic Environmental Guidelines

This planning sub-activity entails the compilation of a concise document that demonstrates the application of the National Environmental Management Act principles and Local Agenda 21.

#### 3.2.3.4 Localised Strategic Guidelines for Local Economic Development

This planning sub-activity entails the compilation of a concise document that provides a framework any economic promotion measure of the municipality. These localised guidelines result from an application of general economic promotion strategies to the specific local conditions.

#### 3.2.3.5 Localised Institutional Strategic Guidelines

This planning sub-activity entails the compilation of a concise document that includes a problem statement related to the existing forms and management of service delivery in the municipality, and guidelines for managerial reform and selection of appropriate forms of service delivery, which are in line with the specific situation in the municipality.

#### 3.2.4 Defining Resource Framework and Designing Financial Strategies

This planning activity is driven by the IDP Functional Team and the IDP Steering Committee who in turn report to the IDP Representative Forum. This planning activity entails the estimation of the accessibility of the financial, professional, human, institutional, and natural resources for each objective. It also entails the compilation of a financial strategy of the municipality which defines ways and means of increasing revenues and external funding for the municipality in general, as well as for each priority objective. The said strategy must include revenue raising strategies, asset management strategies, financial management strategies, capital financing strategies, operational financing strategies, and cost-effectiveness strategies.

#### 3.2.5 Creating Strategic Alternatives

This planning activity is driven by the IDP Steering Committee and the IDP Representative Forum and it entails the compilation of a broad range of realistic alternatives for each priority issue.

### 3.2.6 Creating Conditions for Public Debate on Alternatives

This planning activity is driven by the IDP Functional Team, the IDP Steering Committee, and the IDP Representative Forum. It entails the conducting of information sessions for the members of the IDP Representative Forum, the concerned communities or stakeholder groups, and the local media on issues to be decided on as well as the decision making procedures.

### 3.2.7 Analysing Alternatives

This planning activity is driven by the IDP Functional Team and the IDP Representative Forum and it entails the compilation of information on the expected impact of the identified alternatives under consideration.

### 3.2.8 Deciding on Alternatives and Designing Strategies

This planning activity is driven by the IDP Steering Committee and the IDP Representative Forum. This planning activity entails the compilation of municipal development strategies for each priority issue which are in line with national and sectoral plans and planning requirements. It also entails the compilation of a list of identified projects.

### 3.2.9 Strategy Design: Sector Specific Guidelines



This planning activity is driven by the IDP Functional Team and the IDP Steering Committee and entails the drafting of sector specific municipal development strategies.

### 3.2.10 Linking all Municipal Strategies

This planning activity is driven by the IDP Steering Committee and the IDP Representative Forum and it entails the compilation of locally adjusted municipal development strategies.

It is evident from the above discussion that the strategies phase of the development of the IDP is characterised by the main involvement of the technical teams with some involvement of the members of the public. The level of public involvement is in line with the Department for Provincial and Local Government's Guidelines on the IDPs which suggest a low intensity involvement of the public in this strategies phase. This suggests that although intergovernmental relations still play a role, there is however a low intensity involvement of the intergovernmental relations structures in this phase. It could thus be concluded that the intergovernmental structures also facilitate the achievement of the desired strategies which in turn facilitates service delivery in the City of Tshwane Metropolitan Municipality. Having discussed the strategies above, the next focus will now be on the projects planning phase.

## 3.3 The Projects Phase

The projects phase is the nuts and bolts phase in which the municipality has to make sure that concrete project proposals that can be used for implementation are designed. It is a phase of technical and financial experts, the phase where municipal officials become involved. But, it is also the phase where communities have to get

involved as well in order to adjust project designs to their needs and local conditions. (Tshwane 2020 Plan, 2002:256)

In this phase, one needs to know how much can be achieved and to what degree the objectives can be fulfilled. The objectives have to be specified by indicators to inform about the aspects like the envisaged number and type of beneficiaries, the precise nature of beneficiaries, including the time frame and geographic location. One also needs to know the project outputs with target figures and locations have to be determined. One also has to know who the responsible agencies are as well as the cost and budget estimates with the envisaged sources of income. (Tshwane 2020 Plan, 2002:256–257)

Given the above, the various planning activities of the projects phase are discussed below with a view of demonstrating the role of the intergovernmental relations in this projects phase of the development of the IDP as per Tshwane 2020 Plan (2002:12).

### 3.3.1 Forming Project Task Teams

This planning activity is facilitated by the IDP Functional Team and it entails the formulation of Project Task Teams with clear terms of reference which include localised strategy guidelines and objectives.

### 3.3.2 Establishing Preliminary Budget Allocation for Each Project

This planning activity is facilitated by the IDP Functional Team together with the representatives from provincial and national government. It entails the compilation of a preliminary budget allocation per project as well as the preliminary budget allocation for operational budgets and the non-prioritised routine programmes.

### 3.3.3 Designing Project Proposals

This planning activity is facilitated by the IDP Functional Team and it entails the standardisation of the project proposal format which contains the following information namely the objectives, indicators of achievement of objectives, project outputs, targets, target groups, locations, major activities, responsible agencies, timing, costs, budget estimates and sources of finance.

### 3.3.4 Target Participation in Project Planning

This planning activity is facilitated by the IDP Project Team and it entails informing the affected communities and the stakeholders on the envisaged project, which also includes inviting them to meetings and giving consideration to their views and concerns.

### 3.3.5 Involvement of Project Partners

This planning activity is facilitated by the IDP Project Task Teams together with the representatives from the provincial and national government. This planning activity entails the alignment of project proposals to sectoral strategies and procedures of the provincial and national spheres government. It also entails establishing the buy-in of key government, non-government and private sector role players.

### 3.3.6 Setting Indicators for Objectives

This planning activity is facilitated by the IDP Projects Task Teams and it entails specifying the objectives for each project by providing information on the envisaged quantities, qualities, target groups, locations and timing.

### 3.3.7 Project Outputs, Targets and Locations

This planning activity is facilitated by the IDP Project Task Teams and it entails describing to the project management and the intended beneficiaries on what has to be delivered.

### 3.3.8 Major Activities, Timing and Responsible Agencies

This planning activity is facilitated by the IDP Project Task Teams and the IDP Steering Committee and it entails a description of tentative outlines, saying what has to be done, when and by whom with the full involvement of implementing agencies.

### 3.3.9 Cost, Budget Estimates, and Sources of Finance

This planning activity is facilitated by the IDP Project Task Teams and the outside financiers. It entails an estimate of investment costs per unit, a capital budget for the project inclusive of the sources of income, as well as an estimate of operational costs, also inclusive of the sources of income.

The role that is played by the intergovernmental relations in the projects phase in the development of the IDP is evident from the above. It is also evident that the role of co-operative governance is at the core of the development of the IDP. The involvement of the different stakeholders in the projects phase in the City of Tshwane is also in line with Department for Provincial and Local Government's Guidelines on the IDPs (2001:40) which suggests a high intensity involvement of communities, stakeholders, residents and other users in the projects phase where localised community projects are involved, and a low intensity of communities in projects with a

municipality wide scale. Thus it could be concluded that intergovernmental relations structures also facilitate the delivery of the desired projects and service delivery.

### **3.4 The Integration Phase**

In the integration phase, the municipality has to make sure that the project proposals are in line with the objectives and the agreed strategies, the resources timeframes, and the legal requirements. The major result of this phase is an operational strategy which should include the following: revised project proposals, one five year plan for the municipality, a five year capital investment programme, an integrated monitoring and performance management system, an integrated spatial development framework, an integrated poverty reduction and gender equity programme, an integrated environmental programme, an integrated local economic development programme, an integrated institutional programme, an integrated HIV/AIDS programme, a disaster management programme, an integrated waste management programme, and an integrated water services plan.

(Tshwane 2020 Plan, 2002:423)

Given the above, the role that is played by the intergovernmental relations and co-operative governance in the planning activities of the integration phase of the development of the IDP will be discussed below as per the Tshwane 2020 Plan (2002:13,14&15).

#### **3.4.1 Screening of Draft Project Proposals**

The relevant IDP structures that facilitate intergovernmental relations in this planning activity are the IDP Functional Team, the IDP Project Task Team, the IDP Steering Committee, and the IDP Representative Forum. This planning activity basically entails the submission of draft project proposals to the IDP Steering Committee and

the sector agencies for screening, the presentation and discussion of draft project proposals in the IDP Representative Forum, and the revision of draft project proposals to the IDP Project Task Teams.

### 3.4.2 Integrating Programmes and Projects

The relevant IDP structures that facilitate intergovernmental relations and co-operative governance in this planning activity are the IDP Functional Team, the IDP Steering Committee, and the IDP Representative Forum. This planning activity entails the compilation of integrated plans for the different dimensions in close interaction with the project revision process, the revision of sector programmes by sector agencies, the presentation and discussion of integrated plans at the IDP Representative Forum, and the incorporation of the resulting revisions into the draft IDP.

### 3.4.3 Integrated Sector Programmes

The relevant IDP structures that facilitate intergovernmental relations and co-operative governance in this planning activity are the IDP Functional Team and the IDP Steering Committee. These integrated sector programmes consist of a summary statement for each sector for which projects have been designed in the IDP process. This includes: a short reference to the sector related results of the analysis phase; a reference to sector guidelines and strategies, and the way they have been considered in the strategies phase; a compilation of consolidated outputs and targets as well as time schedules of the sector specific projects; and sector plans in the fields of water, transport and waste management. Each one of these sector plans is now discussed below.

#### 3.4.3.1 Water Services Development Plan

The relevant IDP structures that play a facilitation role in this planning sub-activity consist of representatives of the water services who serve on the IDP Functional Team. This planning sub-activity entails the drafting of the Water Services Development Plan for the area of jurisdiction including a set of data sheets containing targets, existing and future consumer profile and service levels, water sources and quality, water service infrastructure, demand and institutional management, finances and affordability. This planning sub-activity also entails the compilation of a narrative of less than 30 pages of the Water Services Development Plan as well as a short summary.

#### 3.4.3.2 Integrated Transport Plan

The relevant IDP structures that play a facilitation role in this planning sub-activity consist of representatives of the transport planning who serve on the IDP Functional Team. This planning sub-activity entails the drafting of the Integrated Transport Plan which must include the policies and strategies, projects and projects segments, costs, all modes of transport and infrastructure, budgets and funding, as well as a public transport plan.

#### 3.4.3.3 Integrated Waste Management Plan

The relevant IDP structures that play a facilitation role in this planning sub-activity consist of representatives of the waste management who serve on the IDP Functional Team. This planning activity entails the drafting of the Integrated Water Management Plan which should include background information, strategic objectives, instruments for implementation, implementation programme, as well as the communication and public participation programme.

#### 3.4.4 Five Year Financial Plan for the Municipality

The relevant IDP structures that play a facilitation role in this planning activity consist of the representatives of the Chief Financial Officer who serve on the IDP Functional Task Team. This planning activity entails the drafting of a summary statement of the financial management arrangements, a summary statement of the financial strategy, a tabular revenue and expenditure forecast for 5 years, and a tabular summary of the 3 year Medium Term Expenditure Framework.

#### 3.4.5 Five Year Capital Investment Programme

The relevant IDP structures that play a facilitation role in this planning activity also consist of the representatives of the Chief Financial Officer who serve on the IDP Functional Team. This planning activity entails drafting a tabular overview of capital investment programme which includes the total investment costs, potential sources of funding, responsible agencies for implementation, phased annual capital expenditure, annual municipal operation and maintenance costs resulting from the investments.

#### 3.4.6 Five Year Integrated Action Programme

The relevant IDP structure that plays a facilitation role in this planning activity is the IDP Functional Team and this planning activity entails the drafting of a tabular overview of all projects with major milestones and annual output targets.

#### 3.4.7 Integrated Spatial Development Framework

The relevant IDP structures that play a facilitation role in this planning activity consist



of the representatives of city planning who serve on the IDP Functional Team. This planning activity entails the compilation of a summary chapter which includes the following: spatial development trends and issues emerging from the spatial analysis; localised spatial development principles including specific strategic guidelines for spatial restructuring and spatial integration, a spatial representation of all development objectives and strategies with a spatial dimension; location of all projects; summary of land reform issues and related projects or project components; maps which indicate the spatial objectives and strategies which are sufficiently specific to inform land management and investment decisions.

#### 3.4.8 Integrated Local Economic Development Programme

The relevant IDP structures that play a facilitation role in this planning activity consist of the representatives of economic development who serve on the IDP Functional Team. This planning activity entails the compilation of a summary statement which includes a short reference to the socio-economic analysis, a reference to the strategy guidelines on local economic development, and a consolidated summary of independent projects and activities which are part of the designated project.

#### 3.4.9 Integrated Poverty Reduction Programme

The relevant IDP structure that plays a facilitation role in this planning activity is the IDP Functional Team. This planning activity entails the compilation of a summary statement which includes a short reference to the results of the socio-economic analysis, a reference to the strategy guidelines on poverty, and a consolidated summary of poverty related activities which are part of the designed projects.

#### 3.4.10 Integrated Gender Equity Programme

The relevant IDP structure that plays a facilitation role in this planning activity is the IDP Functional Team. This planning activity entails the compilation of a summary statement which includes a short reference to the results of the socio-economic analysis, a reference to the strategy guidelines on gender equity, and a consolidated summary of gender equity related activities which are part of the designed projects.

#### 3.4.11 Integrated Environmental Programme

The relevant IDP structures that play a facilitation role in this planning activity consist of the representatives of environmental management who serve on the IDP Functional Team. This planning activity basically entails the compilation of a summary statement and a diagram plan that includes: a short reference to the results of the environmental issues identified in the analysis phase; consideration of the strategic guidelines on the environment; a statement of the projects and activities that significantly affect the environment; a description of the manner in which the municipality will ensure that its projects comply with the national environmental management act principles and the national environmental norms and principles; and the identification of those projects that require environmental assessment.

#### 3.4.12 Integrated Institutional Programme for Implementation Management

The relevant IDP structures that play a facilitation role in this planning activity consist of the representatives of corporate services who serve on the IDP Functional Team. This planning activity entails the compilation of a summary statement that includes a short reference to the municipality level analysis, a short reference to institutional strategic guidelines and the resource framework, and a consolidated summary of the activities which are part of the designated projects.

### 3.4.13 Performance Management Indicators

The relevant IDP structures that play a facilitation role in this planning are the representatives of environmental management who serve on the IDP Functional Team. This planning activity entails the following: a consolidated list of the development indicators for the IDP objectives; a tabular compilation of output targets for all IDP projects; a time schedule with dates of major milestones of all projects; a list of performance indicators which are not project specific; and an action plan including resource requirements for managing the monitoring and performance management system, including the information flow, timing and responsible actors.

### 3.4.14 Disaster Management Plan

The relevant IDP structures that play a facilitation role in this planning activity consist of the representatives of disaster management who serve on the IDP Functional Team. This planning activity entails the compilation of a summary statement of the municipality's disaster management plan, including the specification of likely types of disaster and specific locations of communities at risk, prevention and mitigation strategies for each of the likely types of disaster, contingency plans and emergency procedures which ensure maximum emergency preparedness, and the roles and responsibilities.

The facilitation role of intergovernmental relations in the integration phase is evident from the above discussion. The said facilitation role manifests itself through the IDP structures such as the IDP Functional Team. Although intergovernmental relations take place in the integration phase, the major facilitation role is played by the technical committees in the form of the IDP Functional Team with minimal involvement of the communities. This arrangement is in line with the Department for

Provincial and Local Government's Guidelines on the IDPs (2001:40), which suggest a low intensity of public participation in the integration phase.

### **3.5 The Approval Phase**

This is the last phase in the development of the Integrated Development Plan. This phase entails a high intensity of public participation in terms of involvement of communities, stakeholders, residents, users and partners (Department for Provincial and Local Government's Guidelines on the IDPs, 2001:40). This approval phase entails the following planning activities which are facilitated by the IDP Functional Team: provision of opportunities for comments from the provincial and national government; conducting workshops for inter-municipal co-ordination; providing the opportunity for comments from the public; incorporating and responding to comments from the public and other stakeholders; and compilation of the executive summary of the IDP document which consists of a summary of issues and strategies, a list of projects with budget figures, a tabular compilation of all five year capital investment programme, and a tabular overview on key activities of all other integrated programmes. The last planning activity of the approval phase is the final adoption of the IDP by the Municipal Council and the relevant IDP structure in this instance is obviously the Municipal Council of the City of Tshwane Metropolitan Municipality.

It is evident from the above discussion that intergovernmental relations and co-operative governance are greatly enhanced through broad public discussion and consultation process with the community and stakeholder organisations. This high intensity is evidently in line with national guidelines for the level of public participation in this phase as mentioned above. Having discussed the final phase in the development of the Integrated Development Plan as well as the role of the intergovernmental relations in the said phase, the discussion that follows will then focus on the role of the intergovernmental relations and co-operative governance in the implementation of the Integrated Development Plan.

#### **4. THE IMPLEMENTATION PHASE OF THE INTEGRATED DEVELOPMENT PLAN AND THE FACILITATION ROLE OF INTERGOVERNMENTAL RELATIONS IN THE IMPLEMENTATION OF SPECIAL DEVELOPMENT INITIATIVES**

The previous discussion dealt with the role of the intergovernmental relations and co-operative governance in the development of the IDP, with specific reference to the five phases in the development of the IDP. The discussion that follows will focus on the facilitation role of the intergovernmental relations and co-operative governance in the implementation of special development initiatives within the City of Tshwane Metropolitan Municipality.

Being developmental means that the City of Tshwane Metropolitan Municipality is shifting its focus from a predominantly infrastructural service delivery approach to a balanced approach incorporating environmental, social and economic development. This means a shift from an emphasis on service delivery outputs to one that also includes assessing the impact of those outputs on the quality of life of, for example, the developmental outcomes in communities. Thus service delivery outputs can no longer be assessed on an individual or functional basis, but must be assessed in terms of how they collectively interact to produce particular developmental outcomes. (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:39)

Given the above, the special development initiatives that are facilitated by the intergovernmental relations and co-operative governance structures within the City of Tshwane are discussed below.

##### **4.1 Department of Trade and Industry Development and the Mandela Development Corridor**

Early in 2002 the Cabinet decided that all government departments should remain within the inner cities. The City of Tshwane Metropolitan Municipality, as a result, entered into a partnership with the Department of Trade and Industry (DTI) to make a four-hectare site in the Trevenna Precinct available for the construction of the Department of Trade and Industry's new office development. This development consists of the following components (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:20): a unified service delivery campus for the Department of Trade and Industry (DTI); a retail and office development; community facilities; a conference exhibition area; a potential office space for foreign trade missions and a hotel; an area for sports retail and related sporting activities; the promotion of a series of corporate head offices along Nelson Mandela Drive; and a linkage of development towards Oeverzicht and the related development towards the Breytenbach Theatre and existing Moth Club.

This partnership between the City of Tshwane Metropolitan Municipality and the Department of Trade and Industry has huge development potential. The different land uses and properties that can be developed in the Mandela Development Corridor are expected to generate in excess of R 1,8 billion in annual turn-over for the economy of Tshwane and Gauteng Province. It is also estimated that 9 000 direct and indirect jobs will be created through this development. The Mandela Development Corridor will be developed over a period of five to eight years and the project will extend over a total area of 20 hectares of municipality owned land, and the project is estimated to cost over R 1 billion rands.

(City of Tshwane Metropolitan Municipality's Mid-term Report, December 2000 – June 2003)

#### **4.2 Tshwane International Convention and Entertainment Centre**

The Bantsho Investment Holdings Consortium (BIHC) resolved to respond to the President's call for an African Renaissance by developing a unique convention and

entertainment centre within the context of the African Renaissance in the City of Tshwane. The BIHC has formed a partnership with the community of Tshwane, the Empowerment Women's Group and the People with Disabilities Group. The City of Tshwane Metropolitan Municipality supports this project because it realises that the project has the potential to enhance the City of Tshwane's role in the socio-economic development of Gauteng Province and South Africa as a whole. This project also gives the City of Tshwane the opportunity to compete with other cities in hosting international events.

Such a partnership between the City of Tshwane and BIHC has the following advantages for Tshwane (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:41): sustainable jobs will be created; socio-economic developments will take place in and around the City of Tshwane; major local and international conferences will be held in Tshwane; tourism will be promoted; small and big businesses in Tshwane will be promoted; and international investors and expertise will also be attracted to the City of Tshwane.

#### **4.3 Rainbow Junction Project**

The aim of the Rainbow Junction Project is to provide space and a facility where people can interact and participate in sport and culture in the City of Tshwane. The City of Tshwane entered into a public-private partnership where land will be exchanged, firstly to make a development of this nature possible and secondly to provide an inter-modal transport facility which is essential for the success of the project. The new and unique sports related development consists of the following components (City of Tshwane Metropolitan Municipality's Mid-term Report, December 2000 – June 2003:42): a soccer and rugby stadium and an indoor sports complex; retail and office developments; service retail and light industries; residential and office developments along the Apies River; and a public transport inter-modal facility. This project will benefit the City of Tshwane, especially the northern parts that

were largely neglected in the past and marginalized in terms of job opportunities.

#### **4.4 Marabastad Project**

Marabastad could be considered as a condensed city within a city because it embodies all the components of a fully-fledged city. The Marabastad Project was launched specifically to improve the living conditions of the people living in Marabastad. A municipal inter-departmental team was established to address the problems of Marabastad in a holistic manner. The project consists of the following four phases (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:43):

- Phase 1 – which is aimed at supplying alternative housing for the squatters in Marabastad.
- Phase 2 – which is aimed at regulating and managing the informal trade within the area and to simultaneously address issues relating to the taxi industry in Marabastad.
- Phase 3 – which aims to initiate a township establishment procedure on the farm portions of Marabastad on the basis of the IDP.
- Phase 4 – which aims to upgrade the infrastructure in the existing township in Marabastad.

#### **4.5 Freedom Park – The Salvokop Project**

The Freedom Park Project is an essential component of the Cabinet approved Legacy Project which is set to create visible reminders of the many aspects of South Africa's formally neglected heritage throughout the country. The development of Freedom Park on Salvokop in the heart Pretoria, will see the creation of a dedicated



precinct, celebrating South Africa's outstanding heritage. The project aims to place the country's entire history in a context whose integrity will be respected nationally and internationally. It is therefore envisaged that once completed, Freedom Park will become a place of inspiration for all South Africans and the people of the world. (City of Tshwane Metropolitan Municipality's Mid-term Report, 2000 – June 2003:44)

The Freedom Park Project is driven by the Cabinet and the Freedom Park Trust and the City of Tshwane Metropolitan Municipality has played an important role in: identifying the site; developing the urban design framework for Freedom Park; donating a piece of land; carrying out the requisite town planning procedures; and supporting the Freedom Park Trust in all other respects.

The City of Tshwane Metropolitan Municipality has entered into a partnership with the Freedom Park Trust and Transnet Limited (the land owner) to jointly develop the Salvokop area in order to ensure that: an appropriate setting for and access to the Freedom Park heritage precinct is created; the Pretoria inner city urban fabric is extended appropriately across the railway line; the interests of the existing Salvokop community are taken into account (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:44).

#### **4.6 Other Intergovernmental Relations and Co-operative Governance Structures which play a facilitation role in the implementation of Integrated Development Plans**

##### **4.6.1 Consultative Committees**

On 29 March 2001 the Executive Mayor of the City of Tshwane Metropolitan Municipality introduced an extensive consultative process with key players from a wide public spectrum, dealing with all functions of the municipality. These key players

offer their services voluntarily in pursuit of efficient service delivery in the City of Tshwane. The consultative process involves a Consultative Plenary, a Steering Committee, and six sub-committees that are grouped as follows: Job Creation, Economic Development, Finance, Human Resources, and Agricultural Development; Tourism, Marketing and Communication; Town Planning, Housing, Water and Electricity; Safety and Security; Sport, Youth, Gender and Disability Matters. (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:53)

#### 4.6.2 Religious Leaders Coordinating Committee

The Religious Leaders Coordinating Committee was established in February 2001. Its members belong to various religious groups such as Hindus, Muslims, Jews, and Christians. These religious groups act in an advisory capacity on such matters as religion, morality, and reconciliation. This committee played a role in the Tshwane Racism Conference held on 13 August 2001, the Tshwane Day of Prayer held on 19 May 2002, visits by the Executive Mayor and councillors to the various places of worship. The committee was also instrumental in the planning and running of the Moral Regeneration Workshop held in February 2003, as well as in the Tshwane Day of Prayer held in May 2003.

(City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:53-54)

#### 4.6.3 Mayoral Outreach Programme

The Mayoral Outreach Programme enables the Executive Mayor and the councillors to (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:54): interact with different communities and constituencies; familiarise themselves with the living conditions of the ordinary residents; answer questions raised by communities and stakeholders regarding government programmes; listen

to the concerns and issues raised by the communities; establish relationships with various communities and stakeholders; establish areas of mutual cooperation and partnerships in programmes of mutual interests; and report back to the communities about progress on service delivery.

Through the Mayoral Outreach Programme, meetings are held with the leaders and the management of many tertiary, research, business, health, religious, and community based institutions. The result of these meetings has been to ensure participation by the stakeholders in the implementation of the programmes in the City of Tshwane. In addition, a number of task teams have been established between the City of Tshwane Metropolitan Municipality and the institutions in order to explore area of possible cooperation and partnership.

(City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:54)

#### 4.6.4 Tshwane Imbizos

Imbizos form part of the ongoing outreach programme. Their purpose is to create a platform for people to interact with councillors and officials, and access information regarding the municipality's service delivery programmes. The Imbizos take the form of community mass gatherings, sectoral public gatherings, walkabouts and road shows. Mass meetings are held in Tshwane areas such as Ga-Rankuwa, Mabopane, Olievenhoutbouch, Mamelodi, Soshanguve, Hammanskraal, Pretoria Central, Winterveld, Stinkwater, and Montana. Certain weeks are declared focus weeks for national Imbizos. The municipality has already participated in joint programmes with other spheres of government in two Imbizo focus week programmes during April and October 2002. More Imbizos are scheduled for the years 2003 to 2005. (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:55)

#### 4.6.5 Ward Committees

Ward councillors, assisted by liaison officers, convene sectoral and community meetings to identify the needs of organisations, organised groupings, and residents in a ward. The zonal development forums convene meetings of non-ward-based stakeholders in the zones. The needs of these stakeholders are then referred to the ward committees in the respective zones for consolidation. (City of Tshwane Metropolitan Municipality's Mid-Term Report, December 2000 – June 2003:55)

### **5. REMARKS OF THE PORTFOLIO COMMITTEE ON PROVINCIAL AND LOCAL GOVERNMENT REGARDING INTEGRATED GOVERNANCE AND PLANNING**

The Portfolio Committee on Provincial and Local Government undertook a study tour of municipalities from 20 to 30 January 2003 with a view to, *inter alia*, look at the conditions of municipalities throughout the country. The decisions on which municipalities to visit were made after consultation with the Municipal Demarcation Board. A broad set of criteria were defined around the need to balance visiting relatively urban and relatively rural local municipalities, and relatively strong and relatively weak district municipalities. The list of municipalities identified by the Municipal Demarcation Board had to be adjusted to take into account travel distances. Overall, the number and range of municipalities visited represents a fairly good sample of the 284 municipalities in the country.

(Report on Study Tour of Municipalities by the Portfolio Committee on Provincial and Local Government, 15 April 2003:1)

#### **5.1 Some Remarks of the Portfolio Committee on Provincial and Local Government Regarding Integrated Governance and Planning**

The Portfolio Committee on Provincial and Local Government remarked on the issue of integrated governance and planning *inter alia* as follows (Report on Study Tour of Municipalities by the Portfolio Committee on Provincial and Local Government, 15 April 2003:17–20):

5.1.1 Almost all the municipalities visited had completed their IDPs. Many of them are aware that the IDPs are not of a good quality and intend to improve them through their annual reviews. Several municipalities said that they had sacrificed quality to meet impossible deadlines imposed by the Department for Provincial and Local Government.

5.1.2 Most municipalities had set up IDP structures to oversee the process and the finalisation of the content of the IDP. These structures usually consist of councillors and officials.

5.1.3 The level and form of consultation with communities on the IDPs varies across the municipalities, but overall it seems that a fair amount of consultation has taken place, especially as it is the first time that municipalities have had to prepare IDPs in terms of the new legislation and they have had to contend with the many challenges of amalgamating the old municipalities and dealing with the overall transformation.

5.1.4 Many municipalities used consultants to some or other degree to shape the content of the IDPs and sometimes even the process of finalising the IDPs. Interestingly, the vast majority of these municipalities are very aware of the shortcomings of using consultants and the need to draw on their services in ways that are optimally beneficial to municipalities.

5.1.5 Municipalities are aware of the need to link IDPs and budgets but most of them understandably have not been able to do so in an adequate sense and many of them recognise this. Several municipalities said that they have linked IDPs to budgets, but when we pursued this matter further, it emerged that the links are far from adequate.

5.1.6 Almost every municipality complained that provincial and national government

for the most part ignored the IDPs. This was one of the most consistent and persistent views to emerge in the study tour. Often national and particularly the provincial governments did not spell out what plans they have for the area covered by a municipality.

5.1.7 Provincial departments and sometimes national departments, go ahead with programmes and projects that are not consistent with a municipality's IDP priorities. Provincial departments have their own priorities which they tend to push ahead of municipal priorities.

5.1.8 Many municipalities said that there is a need for clear and effective provincial IDPs or provincial development plans which should shape and be shaped by municipal IDPs.

5.1.9 The provincial departments pointed out that the Department for Provincial and Local Government and other national departments directly work with and allocate money to the municipalities, thus by-passing provincial departments, so it was difficult for them to effectively play their monitoring, support and co-operative role in respect of municipalities. Provinces also pointed to the provincial intergovernmental forums that they have for the mayors and municipal managers respectively as a way of saying that they take municipalities seriously.

## **6. CONCLUSION**

This chapter dealt with the City of Tshwane Metropolitan Municipality's Integrated Development Plan called "Tshwane 2020 Plan". The facilitation role of the intergovernmental relations and cooperative governance in the development and the implementation of the IDP was also discussed. With regards to the development of the Integrated Development Plan, the IDP structures which play a key role in the development of the IDP were discussed. For example, the facilitation role of the IDP Representative Forum and the IDP Steering Committee in the development of the IDP was discussed.

The five phases in the development of the IDP were also discussed as well as the facilitation role of intergovernmental relations and cooperative governance in each of the development phases. These phases being the analysis phase, the strategies phase, the projects phase, the integration phase, and the approval phase. The national guidelines with regards to the level of public participation in each of these phases were also discussed with a view to establishing if the City of Tshwane Metropolitan Municipality is in line with national guidelines. The City of Tshwane Metropolitan Municipality's IDP processes were found to be substantially in line with the national guidelines.

With regards to the implementation phase of the IDP, the facilitation role of intergovernmental relations and cooperative governance was also discussed with specific reference to the facilitation role in the special development initiatives such as the Department of Trade and Industry and the Mandela Development Corridor, Tshwane International Convention and Entertainment Centre, Rainbow Junction Project and Marabastad Project. Other intergovernmental and co-operative governance structures such as the consultative committees, religious leaders coordinating committee, and the Mayoral outreach programme, which play a facilitation role in the implementation of the IDP were also discussed. Overall, the case study of the "Tshwane 2020 Plan" shows that intergovernmental relations and cooperative governance do play an important facilitation role in the development and the implementation of the Integrated Development Plan. And that the IDP structures that have been set up do play an important intergovernmental relations and cooperative governance role and thus lead to the facilitation of the performance of the City of Tshwane Metropolitan Municipality in the development and the implementation of the IDP. This supports the hypothesis of this study which states that:

"Intergovernmental relations in South Africa facilitate the performance of the local sphere of government with specific reference to the City of Tshwane Metropolitan Municipality."

However, despite the apparent facilitation role of the intergovernmental relations, it is evident from the observations and the remarks of the Report on Study Tour of Municipalities by the Portfolio Committee on Provincial and Local Government that there are certain areas of concern regarding the manner in which intergovernmental relations among the three spheres of government take place. Although such areas of concern were not predominant from the documentation perused within the City of Tshwane Metropolitan Municipality, it is important to take cognisance of these concerns and devise means to deal with them as they appear to be more related to the management of change that emanates from the new intergovernmental relations culture that is promoted in the delivery of services to the communities.

During the 2003/2004 revision cycle of the Tshwane 2020 IDP for the 2003/2004, the municipality took into account challenges that were identified in the previous planning cycle. Some of the problems which influenced the 2003/2004 IDP Review Process are: the transformation of the municipality; IDP structures not being fully embraced by all stakeholders; Council decisions such as the City strategy, impacting on the IDP revision process; integration of the IDP and the budget processes; and the need for the empowerment of stakeholders through training. Support that the municipality needed from the Gauteng Province was also identified as: clarity on what the requirements are for the review cycle; training for ward committees, councillors and officials; clarity on how to handle problems due to budgeting cycle of local government, provincial government and national government not coinciding; basis on which the MEC assesses the IDP; clarity on the issue of cross-boundary agreements as they existed at the time. To strengthen its service delivery focus, the municipality had embarked on the development of the City Strategy which was finalised in September 2004 in order to provide a strategic framework for the effective implementation of the IDP (Tshwane's City Strategy Final Report, 2004:27).

Given the above, it could thus be concluded that the City of Tshwane had identified its own challenges regarding the IDP process and was taking the necessary steps to



deal with those challenges. In addition to the steps taken by the City of Tshwane to deal with these challenges stated above, a proposal on the management of change and the development of human resources will be proposed and discussed in chapter 8 of this study with a view of enhancing the role of the intergovernmental relations and co-operative governance in the City of Tshwane Metropolitan Municipality and the local government in general. However, the discussion on the management of change and human resource development will be preceded by the discussion on the facilitation role of intergovernmental fiscal relations and cooperative governance on local government with specific reference to the City of Tshwane Metropolitan Municipality budget for the 2001/2002 financial year, as well as a chapter on the strategies for improved service delivery in the City of Tshwane Metropolitan Municipality.