premier

Department:
Office Of The Premier
PROVINCE OF KWAZULU-NATAL

INAUGURAL IGR LEARNING NETWORK

DRAFT REPORT

31 May – 01 June 2016

"IGR – THE KEY TO EFFECTIVE INTEGRATION AND COORDINATION"

Contents   *page*

Acronyms

AU	African Union
DORA	Division of Revenue Act
IDP	Integrated Development Plan
IGR	Intergovernmental Relations
IGRFA	Intergovernmental Relations Framework Act, Act 13 of 2005
KM	Knowledge Management
KZN	KwaZulu-Natal
MILE	Municipal Institute of Learning
NDP	National Development Plan
NGP	National Growth Plan
OTP	Office of the Premiers Office
PAMA	Public Administration Management Act
PGDP	Provincial Growth and Development Plan
SALGA	South African Local Government Association
SPS	Single Public Service

1. Background

The IGR Learning Network was established as a result of ineffective integration and coordination of IGR across all spheres of government. The main aim is an attempt to strengthen IGR in the province of KZN through collaboration. The IGR Learning Network establishment coincides with the upcoming local government election and also marks 16 years of local government existence since the dawn of the South African democratic government. South Africa is also celebrating 20 years of the existence of the Constitution which promulgates that the three spheres of government should collaborate and support one another. This ensures that government works like a well-oiled machine with joined up services, communication, integrated planning and budgeting to ensure service delivery orientated government. IGR must serve as a key to ensuring effective integration and coordination thus ensuring that government works collaboratively whilst enhancing the functionality of the three spheres of government. IGR is the key to effective integration, interaction and coordination. It is the heart and blood of collaboration between all three spheres of government as well as private sector and academia.

2. Introduction

IGR experts, practitioners and officials representing various spheres of government from across South Africa descended on the shores of Durban to participate in the Inaugural IGR Learning Network hosted by the KZN Premier's Office. The launch of the IGR Learning Network was confirmed by the support of the Acting Director General, Mr Frikkie Brookes and the approval of the Premier Mr Willies Mchunu. The launch was well represented by the presence of Speakers, Director Generals, Heads of Departments, and members of the Academia, SALGA, government officials and IGR professionals, and other distinguished guests from various sectors. The methodology that was adopted included panel presentations and discussions; engagements with the audience; the documentation of salient points and lessons learned as well as the inauguration of the Learning Network.

3. Overall Objectives of the Learning Exchange

In setting the scene, it was noted that the idea was to bring IGR practitioners, officials from all spheres of government to action and deal with issues pertaining to IGR. The aim was to reach out to the "cream" of IGR experts (as speakers and participants) and bring them together in order to have a fresh look at the collaborative mandate and work as IGR practitioners. It was a platform that allowed participants to interrogate best practices, benchmarking avenues and critical IGR imperatives whilst a Learning Network for high level of information sharing and networking is created. The network will further allow members of the network to deliberate on how government can work better. In essence, the deliberations were not limited to only be reflection on IGR forums, structures and tools, but also on IGR in action. Ultimately, it hoped that an IGR Knowledge Hub will be established and the KZN IGR Strategy will also be reviewed. The objectives of the Inaugural Learning Network were as follows:

(a) To provide a platform for the sharing of information and the developments in the IGR sphere.
(b) To set a foundation that will lead to the development of the concept of IGR as a discipline.
(c) To share best practice on IGR coordination, systems and tools (including latest innovations) that will enhance the functioning of IGR across the three spheres of government.

(d)   To facilitate networking and strengthen linkages between the three spheres of government and other relevant stakeholders.

(e)   To briefly reflect on International Relations as key part of IGR (i.e. 'co-exist' with Cooperative Governance).

The key focus areas of the IGR Learning Network were as follows:

i.   An in-depth analysis of the guiding frameworks for IGR integration and coordination towards integrated and coordinated planning
ii.   Coordinated and efficient planning and budgeting
iii.   In pursuit of seamless and coherent governance
iv.   Stakeholders and communication
v.   IGR structures as an instrument for effective integration and coordination
vi.   Intergovernmental relations at a global scale

4. Programme Schedule

DAY ONE- Tuesday, 31 May 2016	
08:00- 09:00	Registration and Tea
09:00- 09:25	Welcome and Introductions Singing of the African Union Anthem and the National Anthem
09:15 – 09:25	Opening Address
09:25- 11:05	Session One: Presentations and Plenary
11:05- 11:20	Tea Break
11:20- 12:25	Session Two: Presentations and Plenary
12:25- 13:10	Lunch and Exhibition
13:10- 14:45	Session Three: Presentations and Plenary
14:45- 16:15	Session Four: Presentations and Plenary
DAY TWO- Wednesday, 1 June 2016	
08:00- 09:00	Registration and Tea
09:00- 11:35	Opening and Welcome Session Five and Six: Presentations and Plenary
11:35- 11:50	Tea Break
11:50- 13:15	Session Seven: Presentations and Plenary Challenges Summary of Lessons Learned Way Forward
13:15- 14:15	Lunch

5. Thematic Areas and Sessions

Session 1:

Sub - Theme: An in-depth Analysis of the Guiding Framework for IGR Integration and Coordination

1. Mandates and Legislative Frameworks that guide IGR Coordination and Integration and a Case Law analysis: Mr P Ntliziywana, Department of Public Law, UCT
2. A perspective (SWOT Analysis): Accountable and Integrated Government: Adv. RK Sizani Chairperson: PSC
3. A Global Comparative Study of IGR Practices: Prof C Isike HOD, Department of Politics and International Studies, UniZul
4. Inter-Governmental Fiscal Relations: Mr LS Magagula HOD, KZN Provincial Treasury

Facilitator: Dr F Ndlovu - Discussion, Summary and Closure

Session 2:

Sub - Theme: Towards Integrated and Coordinated Planning

1. The National Development Plan (NDP) as a tool for solidifying IGR: Mr J Kruger, Sector Expert, DPME
2. The Provincial Growth and Development Plan and Integrated Development Plans as tools for solidifying IGR: Ms M Milne, Acting DDG, Provincial Strategic Management, Office of the Premier

Facilitator: Ms N Madonda - Discussion, Summary and Closure

Session 3:

Sub - Theme: Coordinated and Efficient Planning and Budgeting

1. How Planning and Budgeting requires seamless integration of the three spheres of government: Mr J Hattingh, Chief Director, Local Government Budget Analysis, National Treasury
2. Challenges to proper planning and budgeting from a local government perspective: Mr P Akkiah, Senior Manager, Programmes, eThekwini Metro
3. Coordinated Planning and Budgeting from the Auditor-General's point of view: Mr I Perumaul Deputy Business Executive: Auditor-General's Office

Facilitator: Ms L Mqedlana - Discussion, Summary and Closure

Session 4:

Sub - Theme: In Pursuit of Seamless and Coherent Governance

1. SALGA as an active participant in Intergovernmental Relations: Ms M Mahlobo, Programme Manager: IGR, SALGA
2. The importance of proper and effective Provincial to Local Government Relations: Mr S Duma, Director: Municipal Governance, COGTA

Facilitator: Mr E Apelgren – Discussion, Summary and Closure

5. Thematic Areas and Sessions (Continued…)

Day Two- Wednesday, 1 June 2016

Session Five
Sub - Theme: Stakeholders and Communication
1. Towards effective government communication: Mr M Currin, Chief Director, Provincial and Local Liaison, GCIS
2. Challenges based on experience and proposed interventions: Mr N Sukazi, Provincial Communicators Forum
3. The importance of Seamless Government for effective service delivery: Ms L Sing, Chief Director: Integrated Public Sector Reform, DPSA

Facilitator: Mr Z Sibisi - Discussion, Summary and Closure

Session Six
Sub - Theme: IGR Structures as an Instrument for Effective Integration and Coordination
1. IGR Structures and their role in fostering an integrated government: Mr M Cindi, Head, FOSAD, Secretariat, The Presidency
2. IGR Structures across the three spheres of government and how they should coordinate and interlink: Ms S Hughes, Chief Director, Intergovernmental Policy and Practice, DCOG
3. IGR structures as mechanisms to enhance service delivery: Ms R Naidoo, HOD, Department of Sport and Recreation
4. The functionality of Provincial and District Intergovernmental Relations with Specific References to the Premiers and District Intergovernmental Relations Forum: Prof T van Niekerk, Head, Government Management, Central University of Technology

Facilitator: Mr K Harie - Discussion, Summary and Closure

Session Seven:
Sub - Theme: Intergovernmental Relations as a Global Scale
1. South Africa's Foreign Policy Objectives: Mr F Nacerodien, Chief Director Mediation Support, Policy Research and Analysis Unit, DIRCO
2. Intergovernmental relations at a Global Scale : Mr Desmond Golding, HOD, EDTEA
3. South Africa's trade and investment potential and opportunities: Ambassador S Jaffer, Investment Promotion, DTI

Facilitator: Mr Sbu Ngubane - Discussion, Summary and Closure Summary of Lessons Learned and Way Forward

5. Summary of Key Learning's

6.1 Lessons Learned

i. The core of IGR is to **ADDRESS THE TRIPLE CHALLENGES** – poverty, inequality and unemployment – in order to be relevant in government mandates.

ii. Government must **ADHERE TO THE CONSTITUTION (AND RELATED LEGISLATION)** of the RSA that states that the national, provincial and local spheres of government are distinctive, interdependent and interrelated. It alludes to co-operation, mutual trust and good faith between and amongst these three spheres. Other pieces of legislation that govern IGR include (i) Intergovernmental Fiscal Relations; (ii) White Paper on Local Government; and (iii) Inter-governmental Relations Framework.

iii. The **STRUCTURES FORMED FOR IGR PEFORM DIFFERENT BUT SIMILAR FUNCTIONS** that are mainly for consultation and discussion; coordination; membership; dispute resolution; enforcement of duty; and other remedies that foster collaboration between national, provincial and local government.

iv. IGR must **DEVELOP SOUTH AFRICA TO BECOME A DEVELOPMENTAL AND CAPABLE STATE** as enshrined in the National Development Plan (NDP). There is a strong need for alignment and coordination and this is the core function of IGR. National, Provincial and Local Government plans and strategies must be harmonised in line with the aspiration of the NDP.

v. Globally, effective IGR practices have the capacity to **PROPEL THE STATE INTO IMPROVED PERFORMANCE AND ACHIEVEMENT OF GOOD GOVERNANCE.** A global comparative reflection on coordinating structures, management and the operationalization of international perspectives to IGR practices suggests that considerable attempts can be made to propose best practices that South Africa can adopt. They can forge stronger cohesion among the different levels of government and the pitfalls that might be faced if reform of IGR arrangements is not achieved.

vi. Strengthening of IGR requires **MUTAL RESPECT** within and between each sphere; an **APPRECIATION** of the Constitution; an **UNDERSTANDING** of the relevant legislation; proper **COMMUNICATION AND ENGAGEMENT**; as well as the adoption of best practice by **ALL SPHERES OF GOVERNMENT.**

vii. IGR Practitioners **SHOULD KNOW** the **CONSTITUTION; NDP and PGDPs**; government **BUDGETS** across all spheres; DORA; systems and structures ACTS; equitable share formula, its variables, how it gets updated and why; **POLICIES AND LEGISLATION** in general; as well as key **SOCIO-ECONOMIC INDICATORS AND SERVICE DELIVERY IMPERATIVES.**

viii. IGR needs to be a **CULTURE** that is **ESTABLISHED IN ALL ASPECTS OF SOCIETY i**n respective of position or institution. Houses of Traditional Leadership

must be fully recognised and included in the IGR function and system. SA needs to embrace its own culture and values. The matter pertaining to Traditional Leaders is extremely important because it is a matter of restoring what was destroyed by Apartheid.

ix.   The implementation of IDPs depends largely on strong IGR practices and activities because the needs of the communities must be addressed irrespective of the role, responsibility of mandate of that sphere of government. This is very important because some of the mandates and funding do not sit with municipalities. Therefore, there needs to be **GOVERNMENT WIDE INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTING IDPs** in municipalities. Furthermore, the NDP must be legislated so that it is a requirement to develop IDPs for municipalities based on that.

x.   There is no scientific basis to justify the reluctance to acknowledge the capacity of Provincial and Local Government. The **CONCEPT OF DIFFERENTIATION SHOULD BE USED TO ASCERTAIN THE FUNCTION TO BE RENDERED FOR IGR**. In order to take a proactive approach to improving relations between national, provincial and local government, the state needs to recognise the wide variation in capacity, particularly at municipal level, and devolve greater responsibilities where capacity exists, while building capacity in other areas. Where capacity is more limited, particularly in many rural areas, municipalities should be allowed to focus on their core functions and not be burdened with too many extra responsibilities. A more pragmatic fit between roles and capacity will only partly resolve challenges in the intergovernmental system. It is inevitable that there will be disagreements about how responsibilities are divided, and National Government should intervene when necessary to mediate disputes. There is a need for a more constructive form of interdependence through a more proactive approach to managing the inter-governmental system. While a coherent yet flexible approach to differentiation should help to mitigate some of the effects of uneven capacity, a range of other factors will have to be simultaneously attended to for our local government system to become more effective and efficient. These include shortage of skills, undue political influence in the recruitment of senior managers, absence of a positive and focused role for provinces in building municipal capacity, intergovernmental collaboration problems, and lack of capacity to sustain service delivery through own revenue in the context of high levels of poverty and unemployment. Intergovernmental and democratic governance arrangements for a functional system of cooperative governance must be strengthened.

xi.   Where national and provincial or local government have **CONCURRENT RESPONSIBILITIES, POLICY COORDINATION, MONITORING AND SUPPORT FOR SERVICE DELIVERY MUST BE STRENGTHENED AND RELATIONS BETWEEN SPHERES IMPROVED**. The interdepartmental coordination and institutionalisation of long term planning requires high level coordination mechanisms that will remain in place but will need to be used more strategically, efficiently and effectively. Policy coherence must also be promoted through steps to institutionalise long term planning with less hierarchy. A greater focus on resolving specific coordination problems with the Presidency and Offices of the Premiers helping to mediate resolutions to specific coordination problems where necessary support to clusters.

xii. Responding to the issues above will require a **PROACTIVE APPROACH TO MANAGING IGR SYSTEM**, in order to address specific weaknesses in collaboration and capacity support. National and provincial departments and entities impacting on local government will have to cooperate better and act with greater synergy in providing oversight and support to the local sphere. Moreover, provincial departments of local government will need to improve the way they monitor and support local government.

xiii. **ALL CITIZENS AND STAKEHOLDERS MUST CONTRIBUTE TO THE NDP** to become a reality and it will be important for debate to continue on how the plan can be implemented and what role each and every citizen needs to play to eliminate poverty and reduce inequality by 2030.

xiv. Government needs to move into a **PREDERTERMINED AREA AS ONE GOVERNMENT**, plan and deliver with full involvement of the local stakeholders, capacitate them to take over and continue the process when government has delivered and has to move on.

xv. **CENTRALISATION OF IGR** is important because the focus can be on national priorities and interest as opposed to limiting IGR to different spheres of government. In the South Africa, the focus is on decentralization on certain aspects and hence it can be considered as a dual system that includes centralization of certain aspects of development. IGR needs to be strengthened throughout the system.

xvi. Intergovernmental planning has to take into account that **GOVERNMENT WORKS IN DIFFERENT BUDGET CYCLES**. There is a disjuncture between plans and budgets, officials are unable to commit their departments to a joint task because their departmental budgets do not reflect commitment made in join teams.

xvii. Metropolitan municipalities are growing faster than the rest of the country every year. IGR must provide an **IMPLEMENTATION SUPPORT TO ADDRESS AND ASSIST METROPOLITAN MUNICIPALITIES**. IGR must recognise that that rate and quality of urban economic growth prevents us realising an "urbanisation dividend". In order to deal with issues of urbanization, government needs functional and planning alignment as well as budgeting and expenditure alignment. IGR must contribute to the sustainability of the cities and assist them to meet their priorities and objectives.

xviii. A strong **IGR IMPLEMENTATION FRAMEWORK** is needed to avoid duplication of functions. **RESOURCES AND CAPACITIES MUST BE DEVELOPED** to make sure that there is a local competence to perform the municipal mandates ad carry out strategic plans. Strategic planning needs to be tied to the budget and the performance of senior municipal managers.

xix. IGR must exist to **STRENGTHEN DEMOCRACY, ENABLE OVERSIGHT, and ACCOUNTABILITY AND GOVERNANCE** in the public sector and **BUILD PUBLIC CONFIDENCE. IGR** must move from compliance to value add service delivery. However, there is a need to move away from the compliance of law to the

"spirit" of the law but we need to move through the cycle of compliance. Anyway, there is certainly a correlation between compliance and values add service delivery.

xx. **SALGA HAS AN IMPORTANT ROLE TO PLAY IN IGR THROUGH ADVOCATING FOR AND PROMOTING LOCAL GOVERNMENT INTERESTS IN THE VARIOUS IGR STRUCTURES WHERE IT IS REPRESENTED.** It is mandated to build close cooperation between areas of mutual interest, for organizational benefit, that therefore requires enhancing of working more collaboratively on any or areas and/or aspect that is jointly determined through consultation when supporting member municipalities.

xxi. The joining together of national, provincial and local government to form a single public service and achieving coherent governance cannot be achieved without hard work to overcome the many problems and challenges that the task is bound to entail. From legal frameworks to harmonization of conditions of service for personnel there is a myriad of issues that still need attention. But **COHERENT AND SEAMLESS GOVERNANCE REMAINS A CRITICAL OBJECTIVE OF GOVERNMENT** because it speaks to how the various spheres and structures can be integrated to form one efficient system that helps to achieve the developmental goals. In efforts to achieve coherent and seamless governance the South African government must **ENSURE VERTICAL AND HORIZONTAL COORDINATION OF GOVERNMENT** activity in order to improve policy coherence, better use of resources, promotion of and capitalization on synergies and innovation that arise from multi-stakeholder perspective and provide seamless service delivery to our citizens. Moreover, the three spheres of **GOVERNMENT MUST WORK ACROSS PORTFOLIO BOUNDARIES** to achieve shared goals and to provide integrated government responses to policy issues.

xxii. National COG's Model of IGR is a very important one because it ensures that **IGR STRUCTURES DO NOT MERELY EXIST AS A LEGISLATIVE – COMPLIANCE EXERCISE**, but add value to municipalities and further serve as a platform for consultation and feedback between the Province and Local Government. In addition, the model seeks to accelerate COG's distribution of municipal support; position COG as a single window of co-ordination for municipal support in the Province; unlock sources of potential, and encourage municipalities to share best practices and resources with one another; and enhance the spirit of co-operative governance among municipalities, and between different spheres of government.

xxiii. The debate on the **SINGLE PUBLIC SERVICE (SPS) IS HIGHLY CONTROVERSIAL, AND THERE IS A LACK OF AGREEMENT** in many areas. A much vested stakeholder interest in SPS has ultimately culminated with the **PROMULGATION OF THE PAM ACT**. It seeks to provide a legal framework across the three spheres of government for bringing a modicum of uniformity of purpose in key pillars making up the public administration, namely - PEOPLE, PROCESSES, SYSTEMS and INSTITUTIONS. The Provisions of the Act however have not yet been brought into effect. An incremental approach will be adopted in the development of the regulations. PAMA seeks to serve as major transformation machinery in the evolution of the Public Service in South Africa shifting from policy design to implementation and service delivery improvement to a culture of M&E. This

has been highly influenced by globalization and the role of SA in international initiatives. Government has responded by strengthening the democratic state by strategically positioning SA to be a global player and a strong participant in the macro-economic framework. PAMA clarifies the role and purpose of various elements of government and a better understanding of the interplay between the various spheres, systems, laws, role players, stakeholders to modernise state institutions.

xxiv. There is a need for strategic alignment and harmonization of institutions within the Public Administration through the **INTRODUCTION OF UNIFORM NORMS AND STANDARDS**. This will create a strong centre of government that is in a position to hold the service delivery vehicles together and to provide support, guidance and advice where needed. This will also create a seamless and integrated service delivery through a single window approach convenience to the citizens. Government will be able to manage the vertical governance accountability between the national and provincial sphere of government with regard to public administration, as well as, convergence with the horizontal sphere at local government level, given the differing polity.

xxv. The **ESTABLISHMENT OF KNOWLEDGE MANAGEMENT PROGRAMMES** in Government is important in order to create a shared vision and common culture of service delivery across all spheres. Systematically sharing knowledge, expertise, resources and best practices will preclude weak links and create stability and improved intergovernmental relations. This will also guarantee optimal utilization of limited resources that is underpinned by creating government institutions that are accessible, efficient, representative, accountable, sustainable and responsive to service delivery needs. Government must promote dialogue, skills development, knowledge sharing between various networks and municipalities

xxvi. **COMMUNICATION SHOULD BE SIMPLE AND ACCESIBLE TO ALL CITIZENS**. The **ROLE OF MEDIA IN SHAPING DEMOCRACY** means that government must be honest and transparent. The media is very independent in South Africa and they will report whatever they want to report. Media focuses on sensational matters and individual personalities than policy and strategy.

xxvii. **IGR STRUCTURES MUST HAVE A RESEARCH FUNCTION** and should be made effective in order not to be reactionary to crisis situations. **GOVERNMENT NEEDS TO BE PROACTIVE IN COMMUNICATING WITH STAKEHOLDERS**. Politicians give political and strategic direction on messages that need to be communicated.

xxviii. **GCIS IS THE CLEARING MACHINERY AND PROCESS** that is needed for the IGR system to promote coherence; strengthen message; enhance consistency and even help with resource sharing; points to ongoing communication elements; and above all, ensure communicators adequately equip principals. There is a need for strong intergovernmental communication support.

xxix. Government **COMMUNICATION EXISTS TO INFORM, EDUCATE AND EMPOWER STAKEHOLDERS AND DEEPEN DEMOCRACY** by effectively sharing correct and targeted information consistently. It must inform, educate and

empower all stakeholders including its own employees and the general public citizens across all sectors of society. Governments across the globe correctly consider **COMMUNICATION IS A CRITICAL AND STRATEGIC FUNCTION**. Sufficient funds and resources should be invested in communications programmes. More investments are made during socio political and economic distress to build citizen hope. Communications operates across environments – globally, continentally and domestically.

xxx. To communicate effectively, **GOVERNMENT MUST UNDERSTAND THE "MARKET" – CONTEXT, AUDIENCE, and LANDSCAPE AND DIFFERENTIATION**. It needs to shift the media narrative on government from chronically negative, oppositionist and pathetically biased to one that is fair, balanced and progressively positive. In order to achieve this, government must do groundwork honestly, thoroughly and comprehensively. The audience must be known very well in terms of who are they; their priorities; the gaps; what they know; and who influences them. By appreciating that, essential communication work should be driven by a deeper analysis of the character, behavior and thinking of citizens to be effective and achieve a level of consistency. It must strive to attain positive publicity in an environment where government is prone to "scoring own goals." Communications must be institutionally central to the conceptualization of programmes and decision making on implementation. Government needs to differentiate communicators through the IGR platform. It should use research, case studies, and "Thought Leader" content to support messages. This can be done by first mastering communication effectively within and amongst government and IGR becomes important. Government must release real, credible and researched content that demonstrates authentic appreciation of the citizens' reality – an antithesis of "spin doctoring", which frankly is a fallacy.

xxxi. **SOCIAL MEDIA FACILITATES DIRECT CONNECTIONS BETWEEN OUR POLITICAL PRINCIPALS AND OFFICIALS** – with the citizens. It provides opportunities to listen to, learn from and engage with key stakeholders and citizens. It also serves as a powerful amplifier for existing government programmes. Government should feed communications and marketing channels – especially direct citizen outreach programmes and social media. The increasingly youthful population has a short attention span. Nowadays we consume a lot of content from a wide variety of media and sources. There is no time for old rhetoric; hence, government must change its game and strategy. It should be disruptive and aggressive in approach as it strives for greater consistency, efficiency and synergy in government, and be seen as a united force.

xxxii. **GOVERNMENT SHOULD BE STEADFAST AND TACTFUL IN DEALING WITH MEDIA LEAKS** and should seek to understand the citizenry, particularly the changing demographics and technology trends that excite and engage our youth. This implies moving from information dissemination to creatively and innovatively engaging citizens in simple, concise, informative, respectful, caring, conscientious, educative, empowering and consistent way.

xxxiii. **GOVERNMENT NARRATIVES, STATEMENTS AND SPEECHES SHOULD STRIVE TO CREATE LEARNING AND EMPOWERING EXPERIENCES** for journalists, commentators, analysts, opinion-makers –and citizens. These should be

anchored on such themes as "transformation", "living citizen's reality", and "authentic leadership", which are aptly captured in *"Batho Pele"* principles.

xxxiv. National Cabinet made a decision to develop clusters and implementation forums to deal with cross cutting issues that relate to the development of South Africa. Recently, an evaluation of government coordination systems was undertaken to assess the performance of coordination systems in government and to see how to strengthen their effectiveness. The enquiry made was to establish the extent that the systems were improving coordination in government at large; what was needed to improve the coordination mechanisms; and whether the regulatory framework should be changed with respect to authority and accountability for overseeing implementation. **AT HIGHER LEVELS, BUDGETARY ISSUES, QUESTIONS OF POLITICAL POWER, AND INFLUENCE OVER POLICY WITHIN THE OVERALL SYSTEM OF GOVERNMENT DOMINATE.** At lower levels, services to clients often a more dominant concern, and there may be greater willingness to engage in discussions with 'competitors' about ways to provide services better.

xxxv. **ENABLING CONDITIONS NEED TO BE CREATED FOR FUNCTIONAL IGR STRUCTURES**. District IGR forums must meet their stated objectives because they were established as the key interface between a family of local municipalities – the district – as well as with provincial and national government. Their role is to facilitate integrated planning and promote effective delivery of services amongst all spheres of government. The hierarchy of structures is critical in achieving developmental outcomes set out by government. **DISTRICT MUNICIPALITIES MUST TAKE A SUFFICIENT REGIONAL LEADERSHIP AND COORDINATING ROLE AS PER LEGISLATION**. They should ~~must~~ elevate and provide issues from local government in pursuit of reporting on the implementation of the framework. District Municipalities have not fulfilled their intended strategic role despite being a mechanism for coordination between spheres of government.

xxxvi. **GOVERNMENT NEEDS TO MOVE AWAY FROM TRANSACTIONAL TO ACTION IGR** that leads to effective provision of services and developmental outcomes. There are however challenges of intergovernmental service delivery coordination; spatial landscape of SA, environmental context, and socioeconomic outlook.

xxxvii. **SA MUST SHAPE DOMESTIC AND FOREIGN POLICIES TO RESPOND TO GLOBAL DRIVERS AND TRENDS** that are influencing the international system, shifts in global political, economic, social and cultural dynamics. South Africa's foreign policy is informed by South Africa's domestic priorities, for example, to address unemployment, inequality and poverty. South Africa will continue to engage internationally on aid effectiveness, increased global development assistance, and strengthening development partnerships despite the global shift in political, economic and social outlook that is now characterized by the fourth industrial revolution and the knowledge economy. The world needs to prepare for the massive configuration of the world economy. It means that given these global developments, SA is experiencing this rapid development and therefore it means we need to enhance IGR and reconfigure the current institutional system and arrangements.

xxxviii.	**IGR FORUMS ARE A USEFUL AVENUE TO AVERT PUBLIC CONFRONTATION AND JUDICIAL ACTION** when there are tensions between spheres of government. There are a plethora of informal activities and meetings that would constitute an IGR Forum. There are however quite a number of IGR Forums that have been formalised, either by law or by consistent practice.

6.2 Challenges and Gaps

i.	**Government has not yet agreed on a single public service and as a result therefore, public administrations are failing to cooperate effectively and efficiently. The system of government is not coherent, properly coordinated, integrated, nor structured.** Organisational structures are bloated and characterised by a poor quality of officials, as well as the lack of alignment between national, provincial and municipal plans. The system of the South African government is very complicated and the principles of federalism have not been fully accepted.

ii.	**Government is still holding to traditional mandates yet it must be deployed to developmental local government**. The functions of government can only be relevant at a level where they occur. Provinces are merely implementing agents that have the purse of budgets yet they do not have the capacity to implement. Decisions are influenced by governing party politics and this has an impact on innovation and the sharing of best practice as well as IGR in general. Functions must be allocated according to the capacity to deliver public goods and services.

iii.	A number of intergovernmental forums have been set up under statutory arrangements to deal with specific issues. These structures have been established in terms of the Constitution or other legislation and structures established by a decision of an executive or institution. They may be found within a particular sphere or may be located to function in across government spheres. With regard to the institutional and structural arrangements to support IGR, it would appear that in South Africa, there is a clear attempt to direct all energies towards non-competitive, cooperative governance through the intergovernmental relations forums and structures that have been created. It must be stated however that **district forums are dysfunctional.**

iv.	**There have been instances of litigation of disputes between the spheres of government rather than political settlements**. Municipalities are having a "life of their own" but have been seen as an appendage of provincial government. IGR has, therefore, been viewed as characterised by rivalry, competition and conflict and less on cooperation and perhaps the emphasis on service delivery, inclusive and cooperative governance.

v.	There are challenges relating to **IGR fiscal matters such as the national fiscal pressures that get "off-loaded" sub-national spheres; unfunded mandates; and function shifts**. The IGR Learning Network must ponder on issues pertaining to the perception that provinces and municipalities don't have sufficient capacity to deliver *vis à vis* national government.

vi. **SA has struggled to achieve constructive relations between local, provincial and national government. A lack of clarity about the division of responsibilities together with reluctance to manage the system has created tension and instability across the three spheres of government. There is no consensus on how this going to be resolved and there is a lack of leadership in finding appropriate solutions.** However, these coordination problems are not unique to SA; a plea is that SA needs to be innovative and creative in IGR.

vii. In a developmental state, government must be an active participant in the growth and development process. The three spheres of government, organs of state, entities and agents are inherently bureaucratic, protective of their domains and as a result are not easily coordinated, aligned or integrated. Although agreement, alignment and coordination must be reached on higher level policies and programmes**, integration of implementation remains a serious challenge**. Policy alignment happens at higher and capacitated levels yet implementation coordination happens at the coalface where capacity levels are low.

viii. Government departments need to acknowledge that they **work in silos within (and across) departments** and hence IGR needs to start at the level of sector departments. Each department cannot engage with other spheres of government if they cannot put a united front in their respective sectors. A continued 'silo' approach in the delivery of services is resulting in poor integration of delivery efforts across government. There is clear evidence of the lack of integration and poor coordination between departments and between spheres. Historical service delivery backlogs are also met with capacity constraints especially at service delivery institutions and local government.

ix. Both the National and Provincial Planning Commissions should be coordinating all structures in government and not just IGR. There however seems to be a **proliferation of structures to address problems in government both formally and informally.** In fact some of these structures are not established in terms of legislation. They however need to be assessed to check if they address the triple challenges.

x. There is a **myriad of plans and strategies that exist in all and across spheres of government but budget allocations and available resources are not related to the plans.** Budgets are often minimal in relation to what plans contain. Funding however depends on income and expenditure; hence it cannot always have a direct correlation with plans. Plans should align to budgets and not the other way round.

xi. The current fiscal situation suggests that grants are returned by all spheres and sector departments to National Treasury. This can be attributed **to insufficient funding and the poor management of IGR and overlapping mandates** and not purely on lack of capacity (or due to dynamics) to deliver. There is however a need to plan appropriately, institute discipline and reward performance. IGR has been slack in ensuring that this recurrence does not happen and become a culture of under-spending in government.

xii. **There is a subtle rivalry between spheres of government, yet there is an expectation that consensus between spheres of government as well as other state apparatus should characterize government**. Relations in government, both horizontally and vertically, need to be improved and joined up services promoted. National, Provincial and Local Government should collectively budget, plan and implement the delivery of public goods and services.

xiii. There are key structures that are facilitating IGR in the national, provincial and at district level. **The functionality of IGR at District Levels is relatively dysfunctional**. There are other key structures and coordination processes outside of the "normal" structures. Municipalities in cooperative governances and the provincial intervention are derived from the Constitution. There is an importance of proper and effective IGR from provincial to local government. **There areas of conflict: demarcation processes (split and merged municipalities) are affected by major redeterminations, service delivery protests, corruption related matters, and other common challenges**. The objective is to transform the public service into effective service delivery machinery. The challenge is to provide effective governance and management of the public administration to support the State in achieving its developmental goals.

xiv. There are still defficiencies in the functioning of the administration. **Structurally, government does not present itself as a single face, but as a myriad of national, provincial and municipal entities each with a separate identity, each operating in its own silo, planning on its own and delivering services mostly in a singularly fashion**. Government outcomes that require whole of government acting in concert remain difficult to achieve. Standardization is not institutionalized and there are no uniform, mandatory Public Administration Standards that are applied seamlessly across and within the three spheres of government. There are also systemic ethics and integrity issues which manifest themselves in inefficiencies and ineffectiveness of the state.

xv. **The knowledge of IGR resides in individuals and networks. Government cannot account as to where does the knowledge reside. There is no consistent way or methodology to manage knowledge and preserve institutional memory**. When individuals retire they take away knowledge and years of experience with them and Government is forced to hire consultants and service providers for exorbitant amounts. Government is a knowledge intensive "business" yet it has been slow to adopt, invest and embrace the practice of Knowledge Management (KM). KM drivers include the recognition of knowledge as a strategic resource; an understanding of the importance of sharing good practice; the need to minimise the impact of knowledge loss; and more importantly a drive to deliver high quality public goods and services. There is a growing expectation relating to government performance and productivity and hence a number of factors require the uptake of KM. These include modernising municipalities to improve service delivery; managing knowledge and allowing access to all stakeholders; eGovernment and providing online services and aggregating knowledge; flexibility and responsiveness to community demands and expectations; effective and efficient responses to knowledge; and cohesive KM programmes that address requirements ensure effective use of resources.

xvi. **Government communications is however grossly underfunded in South Africa and there is no law that ensures different spheres of government or departments communicate**. The golden rule of strategic government communication is that communication can only be as effective and impactful as the technical or programmatic deliverable it is supporting. Government cannot communicate effectively if sector departments and municipalities are not operating efficiently.

xvii. **The IGR system is not living up to the expectations for a multi-level cooperative government. SA does not have a sufficient framework to achieve coherence despite the fact that the Constitution sets out basic principles and values of cooperative government and IGR**. There is a sufficient framework to achieve coherence yet it remains a challenge (e.g. intergovernmental service delivery coordination).

xviii. In South Africa, **there is a continued level of confusion about how responsibilities are divided, shared and monitored across local, provincial and national government**. There are profound regional (and sub-regional) disparities needing targeted and managed intergovernmental responses, especially where inequalities are most severe. Forums are disorganised and cannot promote strong intergovernmental inter-linkages.

xix. **Some intergovernmental structures are not capable of fulfilling the expectations placed upon them**. Legislative definition and purpose is too idealistic, given the consultative nature of a forum, rather than a function of practical coordination. The IGRFA should be reviewed, to provide for a national level intergovernmental oversight body that can better direct coordinated action across government. The current intergovernmental planning framework is not sufficient to drive the objectives of the NDP and regional development.

xx. **The IGR system in South Africa does not fully consider Houses of Traditional Leadership yet they play a crucial role in the democratic government.** Their recognition in IGR structures can enhance Government's efforts in the delivery of public goods and services. Currently, traditional leadership is not recognized by IGR legislation and this gap needs to be closed. Since "Houses of Traditional Leadership" are not considered in IGR functions of government, they are often not allocated powers and functions to render service delivery.

xxi. While the Acts sought to give effect to the Constitution, **there are various anomalies arise and have been overtaken by the governance and the IGR framework of the Republic. Legislation emphasizes horizontal and vertical relations in IGR but 21st organizations operate in networked environments**. Furthermore, some relations do not always occur in formal situations but happen informally. The 21st organization is flexible, dynamic and can adapt to circumstances that prevail in this fast paced world. The use of ICT as tool for fostering IGR is often overlooked yet it is disruptive in maintaining horizontal and vertical relations. The global economy dictates that we must relook at the current model of IGR as presented in various pieces of legislation.

xxii. **Many senior functionaries – politicians and bureaucrats – in South Africa have a limited understanding of the notions of IGR and co-operative government; what purpose this serves; and why IGR is so essential for the proper functioning of a multi-tiered government. IGR is currently not a professionalised field academically**.

6. Way Forward and Recommendations

i. Comprehensive reviews to evaluate IGR functionality are essential and should be conducted regularly in order to grow the spirit of co-operative governance.

ii. Municipal support plans need to be implemented, including conducting regular IGR workshops for both spheres of government: province and municipalities.

iii. The district-wide IDP forums that include various stakeholders and sector departments should be revived and strengthened to ensure the alignment of plans and policies across the board.

iv. An International IGR Conference must be hosted in KZN in the near future.

v. The Office of the Premier (OTP) should consider establishing and developing a Knowledge Management programme that will also house the proposed IGR knowledge sharing hub and platform. KM must be a key element of the proposed KZN IGR Strategy. A comprehensive KM programme (like MILE) can drive the uptake of KM and offer insight and guidance into how to adopt, develop and implement successful KM in IGR programmes. All these learnings will be considered towards the establishment of an IGR Knowledge Hub and incorporation into the KZN IGR strategy. In creating the IGR Portal and e-learning knowledge Hub, it must also establish links with GCIS, Provincial Government websites, etc. IGR is about relation management – you cannot need to skill different forums on this – it is about issue of building relationships – enhancing the human element. PO must consider the MILE model on KM to ensure that we improve communication and documentation of best practices within the IGR context

vi. The IGR Learning Network must adopt and take the agenda of effective integration and coordination forward related to the various session themes and provides a roadmap for the learning network. The Learning Network has identified new key focus areas beyond the seven sessions of the 1st Inaugural Learning Network and therefore the OTP look for partnerships to drive this new agenda.

vii. The OTP must continue with the exploration and identification of Best Practices and Innovation across the province and country where all departments and municipalities can learn from. Immediate action should be derived and some quick wins for improving the operation of IGR systems must be rolled out as pilots. Through benchmarking from other institutions and other relevant structures in the province, facilitate having functional, effective and efficient structures

viii. eThekwini Municipality MILE and the OTP will compile and share the report and more actions will formulated to guide IGR programmes in the new financial year and beyond. Furthermore, MILE is to be tasked to compile a publication on the IGR Learning Network event.

ix. The Network event is a start of a vigorous process – not just an event – and, therefore, a series of outcomes and impact based dialogues with key stakeholders and role players across the spectrum must occur.

x.   Delineation of issues emerging should be channeled to the relevant structures (e.g. COHOD, Clusters, MUNIMEC, PCC, PCF, FOSAD, etc.). The OTP must facilitate a process whereby IGR structures and departments participate in the IDP development process.

7.   Conclusion

There is a growing need for a realisation and importance that IGR is the oil in the government machinery. IGR however is a complex, dynamic and evolving practice and system of fostering relations. It needs systemic implementation and proactive management. The effective practice of cooperative governance needs a high level of focus and consensus on the organisation of the state, its powers, and on the mechanisms to be systemically applied for institutional coordination, support and oversight. There is also a complex array of intra-, ultra- and intergovernmental relations that is involved. IGR is critical in the implementation of plans across all spheres of government and their institutional structures. The challenge is to contribute to the developmental state and the synergy of the three spheres of government. The integration however of implementation remains a serious challenge because implementation coordination and capacity levels are low. Without proper IGR, government will not be able to solidify policies, strategies, frameworks and plans.

The spheres of government are distinctive (each sphere existing in its own right – relative equality); inter-dependent (a relationship of regulation and supervision); and inter-related (acting collectively and in cooperation with one another). The implementation of policies and government programmes requires close cooperation between the spheres of government, especially at a higher level. Thus, the spheres of government have a duty to empower one another. Cooperative governance does not ignore differences of approach and viewpoints among partners, but it encourages healthy debates that result in collaborative efforts (partnership government). Cooperative governance is given statutory and institutional expression through IGR. Thus, IGR are a Constitutional requirement for achieving cooperative governance. Intergovernmental relations mean relationships that arise between different governments or between organs of state from different governments in the conduct of their affairs. The Act establishes a framework for the national government, provincial governments and local governments to promote and facilitate intergovernmental relations.

Through IGR, KZN must be able to facilitate, coordinate and integrate the activities of respective levels of government in order to maximise their available resources and optimise service delivery. IGR must take into account the circumstances, interests and budgets of each sphere and/or tier (i.e. district and local municipalities) when powers are exercised; ensure consultation with other organs of state; promote co-ordinating actions when implementing policy and/or/plans; and avoid duplication or jurisdictional contests. IGR presents an opportunity for all spheres or tiers to cooperate as EQUAL partners in accordance with the letter and spirit of cooperative government

An emerging theme was that if the quality and effectiveness of KM is to be advanced in government, there is a need to enhance IGR (i.e. organisational and inter-organisational) capabilities and efforts. These capabilities are depicted in a model framework that has four layers, namely, (i) people and organisational culture; (ii) operational processes, methods and techniques; (iii) information technological systems (applications and infrastructure); and (iv) Governance. KM has the potential to help local government and other public sector

organisations achieve the levels of performance that communities and citizens in general expect. IGR is the glue that ensures on-going coordinated, integrated, cohesive, aligned functioning of government institutions.