



cooperative governance

Department:  
Cooperative Governance  
REPUBLIC OF SOUTH AFRICA

# **PERSPECTIVES ON INTEGRATED PLANNING FOR TOURISM DEVELOPMENT**

***DEPARTMENT OF COOPERATIVE GOVERNANCE  
(DCOG)***

**THE LOCAL GOVERNMENT TOURISM CONFERENCE  
26-27 FEBRUARY 2013**

# Overview of Presentation

- Summary of the Brief and focus of the presentation
- The Mandate of Department of Cooperative Governance (DCoG) in relation to:
  - Tourism development
  - Integrated development planning
- Benefits of integrated planning for the Tourism Sector
- Challenges impacting on planning
- Elevating the profile of the tourism sector in Local government
- Collaboration between DCoG and NDT

# Summary of the Brief

## Identified Challenges

- Tourism is lagging behind in local government (LG)
- Tourism Plans fall outside IDPs, and therefore not funded
- Lack of technical expertise for tourism at LG level
- Misalignment of tourism plans across the spheres of government (manifested at the LG level)

## Impact/Manifestation

- Deterioration in quality of facilities and services
- Lack of awareness
- Opportunities not
- Regulatory environment unresponsive
- Lack of support

## DCoG Input

- The benefits of planning: strategic and integrative
- Improving tourism planning and implementation in municipalities (IDPs; resources; capacity)
- Improving the regulatory environment (by laws)
- Promoting an enabling environment for tourism investment
- Collaboration between DCoG and NDT

## Key focus of the presentation:

Advancing the role of the tourism sector in within an intergovernmental context to improve **planning** and implementation outcomes

# Overview of DCoG's Mandate

- To **promote and strengthen cooperative government** across the three spheres of government through implementation of an effective system of intergovernmental relations;
- To **develop, facilitate and monitor the implementation of relevant national policy and legislation** seeking to transform and strengthen key institutions and mechanisms of local government to fulfil their developmental role;
- To develop, promote and monitor mechanisms, **systems and structures to enable integrated service delivery planning** and implementation within government; and
- Support and exercise **oversight** over provinces and municipalities to promote developmental local government.

# Cooperative Governance

The South African state is constituted as national, provincial and local spheres of government which are deemed to be distinctive, interrelated and interdependent.

Constitution of South Africa (1996) outlines key principles of cooperative governance (IGR), which include the following - Section 41:

*“All spheres of government and all organs of state within each sphere must (emphasis) :*

- a) secure the well-being of the people of the Republic;*
- e) respect the constitutional status, institutions, powers and functions of government in the other spheres;*
  - f) not assume any power or function except those conferred on them in terms of the Constitution;*
  - g) exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere; and*
  - h) co-operate with one another in mutual trust and good faith by :*
    - i. assisting and supporting one another;*
    - ii. informing one another of, and consulting one another on, matters of common interest;*
    - iii. co-ordinating their actions and legislation with one another;*

# The Mandate in Relation to the Tourism Sector

- As Tourism is an economic sector, the direct linkage with DCoG's work (and the work of municipalities) is through the Local Economic Development (LED) function of the Department. Therefore, in the area of LED, the mandate of DCoG relates to:
  - Development and implementation of policy, legislation and strategies: specifically the National Framework for Local Economic Development
    - *Within the LED Framework, the Department must provide guidance to all the three spheres of government on integrated planning, implementation and monitoring for key economic sectors*
  - Monitoring of compliance with legislation and policies
  - Provision of support to provinces and municipalities and monitoring of performance of local government; and
  - Coordination and facilitation of economic development programmes that have an impact in the local sphere of government
- Indirectly, the sector is linked to the work of local government in respect of the provincial of an enabling environment for tourism to thrive [eg: soft and hard infrastructure; regulations and by-laws; land use planning]
- Currently, DCoG does not have collaborative programmes with NDT

## Mandate of DCoG in Relation to the Planning Function of Local Government (IDPs)

- Chapter 5 of the Municipal Systems Act (Act 32 of 2000) provides an overarching framework for integrated development planning in municipalities
- The Systems Act also requires the Minister to develop regulations and guidelines on the:
  - Prescribed process for planning, drafting, adoption and review of IDPs;
  - Development of IDPs that are in line of the legislation; and
  - Alignment of IDPs with national and provincial priorities and programmes as well as other municipalities.
- The IDP represents a single, inclusive and strategic plan of a municipality that integrates planning and aligns the resources and capacity of a municipality
- In the main the IDP integrates all sectoral plans in order to facilitate the achievement of integrated development in communities

## Challenges impacting on Integrated Planning

- The main challenge currently faced by municipalities is sectoral planning in the development planning processes as many municipalities struggle to develop sector plans (such as Tourism Plans)
- Responding to this challenge DCoG has established a National IDP Support Team whose function is to support development planning processes in municipalities. This include assisting municipalities to develop sectors plans
- DCoG has developed a Revised IDP Framework for municipalities outside metros and secondary cities which amongst other things provide guidelines on how to integrate sector plans in the IDP.
- This framework is currently rolled out in the form of provincial and district workshops

# Challenges impacting on Planning for Tourism

- The lack of focus on credible planning for the tourism sector, and thus resource allocation is a symptom of a number of challenges inside and outside the municipality:
  - Ineffective platforms dedicated to integrated planning at national and provincial level, resulting in ‘ the parachuting initiatives to municipalities ’ and lack of buy-in and support
  - The Tourism Sector Support function is discharged through the LED function: this in itself is a challenge [see attached two slides for the challenges in LED]
  - Development of Local Tourism Plans and Strategies is usually an outsourced function with limited quality assurance, leading to limited ownership and understanding
  - Limited availability of local data, credible economic analysis of the local environment and evidence based strategic planning for the tourism sector
  - The responsibilities of a typical municipal official responsible for tourism cut across many sectors of government: SMMEs; Cooperatives; LED projects; Sector related work (e.g. tourism; agriculture; local industry). This wide span of focus results in de-prioritisation of some areas
- Potential misalignment between Provincial Departments (of economic development) and municipalities:
  - At the provincial level: the Tourism function is typically separated from the LED function, therefore a misalignment of LED planning and Tourism planning
  - At the local level, there is a direct line between the two LED functions (province and municipality), at the exclusion of the Tourism function

# The LED Environment

*Challenges identified through the Review Process of the LED Framework*

## Conceptual Challenges

### ***Understanding LED***

Welfare focus of competitive systematic focus

Contextualising LED for different spaces and places  
{rural/urban/sector-based/small-towns/etc}

## Planning

Planning Horizon

Quality of data & analysis

Appropriate spatial/geographical scaling

Quality of LED Strategies and Plans; and quality of IDPs

Scoping of interventions

## Implementation

No dedicated LED Support function

Fragmentation and lack of coordination

Inconsistent across localities; and unpredictable

# The LED Environment

## *Challenges identified through the Review Process of the LED Framework*

### Building a knowledge LED Sector

Dissemination of good practice and replications: how do we know what the dti, NDT, EDD, academia, provinces, municipalities; donors; NGOs & CBOs are doing well for replication?

Building networks: LED is about strong networks because of its multi-sectoral nature

Supporting platforms of information and knowledge sharing/exchange

### Evaluation of LED Practice

No customised M&E Framework and therefore no M&E

No guiding indicators: how do we measure impact in LED?

No feedback loop and continuous review: what systems are in place to cross-check progress?

### Institutional/ Structural

Weak IGR function/institutional arrangements vertically and horizontally

Overlapping mandates ill-defined roles at a local level: metros; districts; locals

Exclusion of key stakeholders [private sector; communities; civil society; academia; SALGA]

Leadership and governance challenges

Limited advocacy role

## Benefits of integrated planning for the Tourism Sector in Local Government

- Ownership and buy-in by local stakeholders (municipality; private sector; communities; etc)
- Allocation of dedicated resources
- Investment in capacity building; building of networks;
- Provincial and national government gain confidence in allocating own resources
- Better understanding of Departmental programmes

## Advancing the Role of Tourism in Local government to improve planning and implementation outcomes

- The advocacy role for the tourism sector is critical – this increases the chances of dedicated resource allocation
  - National, provincial and local: who is the tourism champion/ who speaks for tourism?
  - At the local level, the Portfolio Head responsible to LED (or for Tourism) is a very important stakeholder
- Municipalities need support and cannot be left to their own devices to develop strategies and further implement them! They are under-capacitated, and under-funded.
- As Tourism is a priority and growth sector of government: national LED strategy should elevate the sector; and based on credible analysis, local LED plans follow suit
- There are no tourism sector experts in municipalities: national and provincial government should dedicate support programmes towards capacity building for municipal officials
- There are glaring resource limitations for the LED function in its entirety in municipalities: national and provincial government need to understand this! However, there are many other funding sources in government: the two challenges: knowing what funding is available and the skill to structure funding proposals

# Collaboration between DCoG and NDT

- Involvement in the development of strategies and frameworks:
  - e.g. DCoG is currently reviewing the National Framework for Local Economic Development, and tourism is a key sector in Local Government. NDT and outcomes of the conference must guide the LED Framework in respect of priorities for LG in the tourism sector
- NDT (not just Provincial chapters) must get involved in some of the IDP review sessions to understand the process, and better position itself to influence the process
  - E.g. Previous financial year, DCoG and the dti worked in partnership during the IDP review processes. Similar approach can be adopted.
- NDT should join the National IDP Support Team
- Beyond the strategies: municipalities need to be guided in terms of minimum requirements to properly discharge the tourism support function
  - What are the guidelines? What opportunities for funding exist?
- Capacity building is essential, and the two Departments can work together in this area
  - To maximize the impact of the NDT's current capacity building initiatives, and avoid duplication
- DCoG can rally the support of provincial DCoGs – who have provincial structures targeting LED officials: NDT can use such platforms to communicate its own plans
- The role of traditional leadership in rural tourism: DCoG can facilitate linkages with the Department of Traditional Affairs



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**THANK YOU!**