



Analysis of the effectiveness of International Partnership Agreements in Local  
Municipalities in South Africa: Case of eThekweni Municipality

By

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## **DECLARATION**

I Luvuyo Aggrey Camagu , declare that this mini-dissertation titled: for the degree of Analyzing the effectiveness of International Partnership Agreements in Local Municipalities in South Africa: Case of eThekweni Municipality at the University of KwaZulu-Natal, hereby submitted, has never been submitted by me for a degree at this or any other Institution of higher learning. It is the work of my own design and implementation. All materials contained herein have been fully acknowledged.

Signature.....

LA. Camagu

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## ACRONYMS

ACBF – African Capacity Building Foundation

AIDS – Acquired Immune Deficiency Syndrome

ANC – African National Congress

AU – African Union

BRIC – Brazil, Russia, India and China

BRICS – Brazil, Russia, India, China and South Africa

CIFAL – International Training Centre for Authorities and Leaders

CLGF – Commonwealth Local Government Forum

COGTA – Cooperative Governance and Traditional Affairs

DIRCO – Department of International Relations and Co-Operation

DUT – Durban University of Technology

EDGE – Economic Development and Growth in EThekweni

EMA – EThekweni Municipal Area

ETA – EThekweni Transport Authority

EU – European Union

GDP – Growth Domestic Product

GEAR – Growth, Employment and Redistribution

GR – Governance Relations

IBSA – India, Brazil and South Africa

IDP – Integrated Development Plan

IGR – Inter-Governmental Relations

IPA – International Partnership Agreement

KCAP – KwaMashu Community Arts Project

KZN – Kwa-Zulu Natal

LPG – Limpopo Provincial Government

MANCOSA – Management College of Southern Africa

MI – Municipal International

MILE – Municipal Institute of Learning

MIR – Municipal International Relations

MIRCG – Municipal International Relations Coordinating Group

MOA – Memorandum of Agreement

MOU – Memorandum of Understanding

MSP – Municipal Service Partnerships

NCOP – National Council of Provinces

NEPAD – New Partnerships for African Development

NGOs – Non-Governmental Organizations

PCC – President’s Coordinating Council

PCC – Premier’s Coordinating Council

PIR – Provincial International Relations

RDP - Reconstruction Development Programme

SA – South Africa

SACP – South African Communist Party

SADC – South African Development Community

SALGA – South African Local Government Association

SCI – Sustainable Cities International

SDI – Shack Dwellers International

SMME – Small, Medium and Micro Enterprises

SNGs – Sub-National Governments

TIKZN – Trade and Investment KwaZulu Natal

UCLGA – United Cities and Local Governments Africa

UN – United Nations

UNITAR – United Nations Institute for Training and Research

## **ABSTRACT**

Local Government is a sphere of government that is closest to the communities in terms of structures and the services it provides to its constituencies. The study focuses on the analysis of Municipal International Relations (MIR) as a way of enhancing service delivery and creating developmental socio-economic opportunities for local communities.

This research identified EThekweni Metropolitan Municipality for the case study as an institution that takes part in International Partnership Agreements and is one of the major metropolitan cities in South Africa that has identified itself as a global city. The research studied International Partnership Agreements of the EThekweni Metro through its section of Governance and International Relations (GIR). GIR of the EThekweni Metro is responsible for creating and building strategic intergovernmental and international partnerships for the municipality.

The aim of the research was to determine the constitutional and legal framework for the municipalities in terms of taking part in international affairs, the role played by the national department responsible for international relations, understanding the importance of international partnerships for municipalities, and how do the municipalities decide which municipalities to partner with and if these partnerships help to deliver better services. The research is a qualitative study which involved an interview with the Head of the Governance and International Relations in EThekweni Metropolitan Municipality.

The study found that the constitution does not clearly specify whether or not municipalities should engage in international affairs but it promotes pillars relating to international affairs at the level of local government. In South Africa there is an enabling legislation for local government to conduct intergovernmental and international relations. National Government is the custodian of International Relations in the country and plays facilitative and guiding role for municipalities, international partnerships are important in terms of cooperation, knowledge sharing and investment and these are what helps the municipality to be global competitive city.

The research recommends that EThekweni Metro increases its role in the African continent and NEPAD Programme in order to be in line with the positioning 2063 Africa

Development goal. It is also recommended that it takes on more tangible partnerships within the BRICS countries. These will enable the city to be exposed to the best municipal international practices.

## 1.1 Introduction

This chapter outlines the purpose, motivation and the setting of the study. The background of the research topic, the importance of the study in the field of local government with a particular focus on Municipal International Relations (MIR) in eThekweni Metropolitan Municipality will also be unpacked in the chapter.

South Africa's institutional setting is made up of three spheres of government which are independent but complementary of each other. In South Africa, there are general elections that are held for National and Provincial Government, there is an election for Local Government, both National and provincial take place the same time but with two different ballot papers. The local government election takes place separately from the national and provincial elections. Such a system shows differentiation or the autonomy of such structures.

The chapter sets precedence for the chapters that follow by introducing the major key players such as the Department of International Relations and Cooperation (DIRCO), Cooperative Governance and Traditional Affairs (COGTA) and a pertinent term used for the study: Sub-national government that is commonly known as Paradiplomacy.

## 1.2 Background

Since the adoption of the Reconstruction Development Programme in 1994, a policy document that stipulates that local government including municipalities should be capacitated to take part in international relations so as to assist in addressing the challenges of service delivery as well as address the issue of lack of or limited resources. This indicates that the primal purpose of these relations should be the promotion of development through investments, education and skills developments amongst others things. As a consequence, the problem to be investigated in this study is to examine if the adoption of the Municipal International Relations National Policy Framework of 1998 which capacitates a municipality like the Ethekewini Municipality has aided in promoting efficient and effective delivery of services and concomitantly promoted development that focuses on the development of the socio-economic issues in the metro.

Since the dawn of democracy, provinces and local authorities (now referred to as municipalities) have been collaborating and twinning with their counterparts outside the country. It is tenable to suggest that the formalization of the three government spheres in National, Provincial and Local has placed different powers and duties on each sphere. Accordingly, amongst these spheres the closest to the local communities is the local government because it is at the disposal of the people. There is thus a need to track the effectiveness of municipal relations and assess if they have served their local municipalities as stipulated in the framework.

This study will discuss the powers of the Local Government when it comes to International Affairs and the role played by the Department responsible for International Relations and Cooperation (DIRCO) in facilitating these partnerships. By examining issues like travel arrangements to policy guidance, this study avers that such an issue is one aspect of such international cooperation that a municipality has the capacity to engage in independent of the national government. It is therefore essential to understand all forms of partnerships and why the municipalities decide to partner with other municipalities in

some regions and what drives the partnerships. Also, these partnerships will be examined in terms of results, periods and the length of the partnership between the municipalities. Put in another way, the study will focus on why local municipalities choose to collaborate with other municipalities outside the country and if such partnerships deliver tangible results and enhance better service delivery to local communities.

### 1.3 Research Problem

The statist bias in the analysis of international relations continues to dominate social dialogue, policy thinking and academic discourses. However, it is known that subnational governments have, for a long time, been negotiating and signing international agreements, conducting diplomatic and trade missions, seeking foreign investment, and cooperating with counterparts on a broad range of issues and areas. These include capacity building, education and health. More so, Subnational governments have even formed International Organizations of their own to influence international decision-making (Zondi 2012: 43). Such a trend indicates that the practice of international relations is no longer dominated by national governments. Provincial governments and local governments also interact with their counterparts in other parts of the world.

According to Geldenhuys (1998:1), non-central (or subnational) governments have taking up more responsibilities in terms of their international relations activities. A practice that further emphasizes that national or central government are no longer the sole actors in world politics. Increasingly, subnational governments worldwide participate and take part in foreign relations. Twinning agreements that are between cities from different countries are one of the most known examples of such a relationship.

South Africa's Subnational-Governments (SNGs) have taken part in many different forms of international interactions since the democratic dispensation began in 1994. In most instances, these relations or interactions are characterized by the absence of coordination between the Subnational-Governments and the Department responsible for International Relations (Matshili 2004:3). A case in point is the fact that while South Africa has missions and embassies abroad, it is often said that these South African missions

and embassies are often caught off guard by the visits of South African municipal leaders who come create and form partnerships with cities outside South Africa. According to Matshili (2004:30), diplomacy happens in many different forms and these include visits and agreements that are not binding which can be separated into memorandums of understanding (MoU) and the twinning agreements, also referred to as (sister agreements).

While South African municipalities enter into partnerships with other municipalities outside the country; in most instances however, these agreements may not be binding. This however does not mean that the parties involved have no obligation to see such agreements through and make sure that they fulfill them. A Memorandum of Understanding can be construed as a less formal document that is used by these agreeing parties to express and show their mutual intentions and goodwill; it also an indication of commitment on working together. A twinning agreement on the other hand is an agreement that happens among two provinces, municipalities and cities that are like-minded provinces, on co-operation in matters of mutual municipal interest and importance (Limpopo Provincial Government (LPG), 2007: 15-16 cited in Matshili 2004: 30).

The national governing party in the Republic of South Africa which is the African National Congress (ANC), in its 2007 National Conference in Polokwane, took a resolution that there is an urgent need to develop a policy that focuses on twinning agreements when it comes to provinces and municipalities. Such a policy will have clear objectives and guidelines and develop capacity to monitor the implementation, and review some of the MOUs that have already been signed by municipalities and provinces. In its International Relations Discussion document (2012:27) the ANC highlights the need for a tougher and firm national and provincial coordination of para-diplomacy in order to strengthen consistent and coherent international diplomacy. Reiterating its support for subnational government to engage in paradiplomacy, the ANC said it welcomes the efforts to develop platforms of consultation and engagement between the different spheres of government on international affairs.

The governing party further acknowledges that there is a need and importance for the three spheres of government to continuously engage in international issues to close any uncoordinated efforts that may compromise the foreign policy of the country which is led by national government. This study is thus motivated by a need to understand the effects of paradiplomacy on municipalities in terms of its ability to promote socio-economic development by examining the Ethekewini metro's paradiplomatic activities. Additionally, the study will also examine the effects of the absence of coordination amongst the different spheres of government on the practice of paradiplomacy in the country. The rationale here is to examine if a lack of clear line with regards to how subnational governments are supposed to engage in paradiplomacy has any effect on the effectiveness of the activity.

#### 1.4. Research objectives

The following will serve as research objectives of this study:

- To determine the Constitutional legislation under which local governments can engage in International Affairs. Are the partnerships done within the confines of the law?
- To establish the importance of twinning partnerships and agreements with municipalities outside the country. What are the municipalities getting from these partnerships?
- To assess the role of the Department of International Relations and Cooperation (DIRCO) in guiding and facilitating international partnerships of municipalities. It is vitally important to comprehend the role and involvement of the national department in these processes.
- To determine factors that drive municipalities to focus on building partnerships outside Africa.
- 
- To assess whether gains from the partnerships has helped in better and sustainable service delivery.

## 1.5. Research questions

The study will have the following questions:

- What is the constitutional and legal framework under which local municipalities conduct their international affairs?
- What is important about twinning partnerships and agreements?
- ~~What is the Role of the Department of International Relations and Cooperation (DIRCO) in such agreements?~~
- 
- How do countries decide which municipalities to collaborate with outside the African continent?
- Do these partnerships help to deliver better and effective services to local communities?

## 1.6. Significance of the Study

The (1998) White Paper on Local Government mentions four developmental characteristics that are interrelated for local government. These objectives intend to maximize socio-economic growth and development, to integrate and coordinate, to democratize development, and lastly it is to lead and learn. In effect, the preceding shows that International Partnership Agreements are important not only for local government as a government entity alone but it also incorporates civil society and business interests of those residing in the municipalities to help enhance service delivery and business opportunities elsewhere. In a globalized world, competition and challenges among countries are rife as this is seen as a *conditio sine qua non* for development. For instance, there is competition in the global market, fostering of human skills, investment, tourism and technology. They look to continuously grow and develop the quality of lives of their citizens (Viotor 2006:1). As Viotor (2006:3) maintains that countries compete for a growth in terms of the direct foreign investment, for the best managers with appropriate skills, development of science and technology, and including the distribution networks that go with it. The drive of such kinds of competition hinges on the supposition that growth and

development should help reduce poverty, accommodating urbanization, increasing standards of living, and not only create jobs but increase opportunities as well. This also applies to cities.

Of equal importance is the view by Matshili (2004: 74) who argues that once an MoU is signed, the critical time and consideration should be given to the most important feature which is the implementation. Preferably, agreements and MoU's signed are implemented and monitored on a regular basis to ensure and make it a point that the goals are fulfilled and the parties involved are benefiting from the agreement.

Against the backdrop of the reviewed literature, this study will contribute immensely filling in and adding valuable knowledge to the field of paradiplomacy in South Africa. This study will fill in the gap by showing the effectiveness of the international partnerships in assisting municipalities to deliver better services through incorporation of different role players.

### **1.7. Research Methodology**

The study is primarily a qualitative study. There was an interview that took place with the official in charge of the Municipal International and Government Relations Unit in the eThekweni Municipality. The official also provided presentations done for council which have status of all the International Agreements the municipality is involved in. The researcher recorded and transcribed the interview, where the results were broken down and analysed.

Patton (1985:1) defines qualitative research as “an effort to understand situations in their uniqueness as part of a particular context and the interactions there”. The understanding is itself an end, so that it does not attempt to predict what may necessarily take place in the future, but it is to understand the nature of that setting. It takes into account what it means for the people taking part to be in that kind of setting, the way their life is, what is happening for them, the beliefs they are into, including what their meanings and values are, the view and the appearance of the world in that specific kind of setting and in the analysis to be able to communicate that authentically and truthfully to others who have an interest in that environmental type of setting. This analysis attempts for a deeper

understanding of the practice of paradiplomacy in South Africa. Through an extensive survey of literature, policy documents, newspaper articles inter alia, the study will qualitatively assess the effectiveness of paradiplomacy in promoting socio-economic development by focusing on the practice of paradiplomacy in the EThekweni municipality.

### Research Design

Cresswell takes from (Stake, 1995; Yin 2009, 2012) who describe a case study as a design of inquiry that is found in many different fields, particularly evaluation, where the researcher develops an in depth study and analysis of a circumstance, usually a program, an event, an activity, a process, and one or more groups or individuals. The cases are determined by time and activity; the researcher collects detailed information using a variety of data collection processes over a continued period of time (Cresswell, 2014: 14). The study will mainly be focusing on the EThekweni Metro and its International Partnerships.

### Population

According to Goodwin and Goodwin (1996:25) a population is defined as a group of cases or items, people, events, and objects. The population is pertinent and of interest in a research context, as it is the group to which the investigator hopes to generalize the results of the study. A defined population most often is too large to study in its entirety, so the investigator must decide how to select a portion of the population to actually study. A minimum of five officials from eThekweni Municipality are considered as the population of this study.

### Sampling Method and sampling size

Purposive sampling will be used. According to Ritchie *et al* (2014:113) members taking part in a sample are selected with a purpose to represent a position or type in relation to a key criterion. This has two primary aims. The first aim is to make sure that all the key constituencies that are relevant to the subject matter are included. The second aim is to

make it a point that, within each of the important criteria, some diversity is included so that the influence of the characteristic concerned can be explored.

The sampling technique to be used is snowball sampling which (Rubin and Babie 2010:358) describe as a “procedure implemented by collecting data on the few members of the target population whom one is able to locate”. People in the municipality would refer to other sectors such as the private sector. Pitney and Parker (2009: 44) state that “the general principle that guides sample size is saturation of data or redundancy of data, the number of people usually between seven and thirty-six”. The sample size will be determined by the quality of data received but the study will be looking at interviewing a minimum of five people but may not be limited because the study will be using a snowball technique.

### Methods of Data Collection

According to Sarantakos (2005: 46) a qualitative research places researchers close to certainty and reality, studies reality from the inside, practices open methods of collecting data, employs a flexible research design, captures the world in action, uses naturalistic methods, analyses the data during and after collection, selects methods before and also during the study, and produces the most valuable and useful qualitative data. Similarly, De Vos *et al* (2005: 287) are of the view that interviews are the most predominant mode of data or information collection in qualitative research. As part of data collection, the research will also include interviews of the municipal officials and other relevant sectors.

Data Collection will be done in a manner of collecting all relevant information in the institutions through books and interviews. The collection of documents pertinent to the research subject will also be used which (Maree 2007: 82) refers to as ‘data sources that are written can also include documents that are both unpublished and published, municipal reports, memorandums, agendas, the office documents, the letters, the reports, email exchange messages, faxes, articles of newspapers, including any document that is relevant to the study or topic’. All these documents will be taken from the municipality

officials and other related sources such as books, minutes and agreements. To analyse the data, the study will use a summative assessment whereby the progress of the different partnership will be measured by checking their effect on the social and the economic development of the municipality. Also, important points from the sources that will answer the questions of the study and give greater insight and knowledge into the study will be derived from the data gathered. Sample units are chosen based on acknowledged features such as social, economic, demographic, culture or can relate to elements such as experience, knowledge, behaviour, roles amongst others that are relevant to the topic (Ritchie, Lewis, & Nicholls 2014:144). Sampling will be derived from the municipality's record of partnerships and agreements. This will take into consideration its stated success and failures while engaging in international partnerships. As Ritchie *et al* (2014: 144) see it, the units are selected to characterize and symbolise agreed groups or features (symbolic representation) and to show the diversity of the population being studied as entirely as possible. The population would be the municipality together with local communities such as business and civil society. In effect, the methods used to collect data and its analyses will be sufficient to make the study achieve its objectives and also give necessary indications of the International Partnerships of the EThekweni Metro.

Data will be analysed using Content analysis. According to (Neuendorf 2002:6) Content analysis applications can include careful examination of face-to-face human interaction, news media and political speeches. Additionally, the study will employ the use of codes include inductive codes (generated by the researcher during examination of the data), co-occurring codes (overlapping codes), and face sheet codes (codes applying to a complete document or case). Sometimes enumeration of codes is conducted, in which the frequency of occurrence of codes is counted (Sullivan 2009: 427) in its analysis of data.

### 1.8. Limitations

One of the major challenges the researcher encountered has to do with the legal parameters that guide the engagement of subnational government in paradiplomacy. With regards to South Africa, there seem to be a dearth of clear legal or constitutional indications that guides how or the extent and the limits of what sort of and how municipalities engage in international relations. In some instances the researcher draws

from other countries of the world, while also comparing the duties, the functions, purposes, duties and powers of the local government sphere as the government closest to communities. The other limitation has to do with proving the tangible results of the partnerships as they mostly happen in form of events or projects.

## 1.9 Chapter Outline

### Chapter 1

The chapter lays the foundation of the research study and indicates what the researcher aims to achieve with the research. The chapter provides a background of the study, problem statement, the questions, and objectives of the study, study methodology and the limitations of the study.

### Chapter 2

The chapter focuses on reviewing the corpus of literature that address the issue of municipal international relations and gives a broad context on terms associated with MIR such as paradiplomacy, sub-national governments, and local government giving. The aim here is to provide meaning to the terms in the context of the study. The chapter goes further to look at the theoretical framework and pays particular attention to two theories, namely; Historical Institutionalism and Neo-Liberalism which is informed by cooperation and intergovernmental relations for stronger coordination and collaboration.

### Chapter 3

This Chapter will outline the legislative and constitutional functions of Municipal International Relations. The chapter will also look at the cooperation element of intergovernmental structures within government.

### Chapter 4

The focus is on the background of eThekweni Municipality International Relations and the partnerships that the municipality is currently involved in and what it means for the municipality.

## Chapter 5

The research results will be formulated by the data collected. The discussion that ensues in this chapter will be informed by the data collected, research objectives and the research questions of the study. The chapter also gives summary of the major points of the study, makes recommendations and draws its conclusion which the study intends to guide future research and also to promote effective policy planning and implementation with regards to the practice of paradiplomacy for the municipality under focus.

## Chapter 2

### 2.1. Introduction

Several scholars such as Lecours (2008, 2014), Duchacek (1988, 1973), Paquin (2005, 2015) and Chaloux (2015) who have engaged on the topic of municipal international relations or as it has come to be used in common parlance – paradiplomacy. In spite of the extensive attention paid to the topic of paradiplomacy by international scholars, a limited number have however provided a deep understanding of the engagement of relationships or International Partnership Agreements (IPA) at the level of the local government sphere in South Africa. Importance and meaning of such partnerships is that it should enable local government to fulfil its mandated functions, amongst its myriad of functions, local government is also described as being allowed to engage in international relations.

As Section two of the Municipal International Relations Framework mentions that Local government and municipalities in different parts of the world are confronted by the same challenges and opportunities due to major socio-political transformations, the growth and spread of globalization, technological and economic advancements. Some of these changes include:

- The increasing internationalization of different aspects of society such as culture, politics and economies;
- An influential global economy which has direct impact on local economies;
- Change in the structure and body of politics where public participation is created and facilitated to create a more inclusive local governance; and the increasingly developing information system and a complex network society which is changing the normal channels of communication and interaction between the different spheres of a society.

Drawing on from the proceeding, it has come to the fore that through globalization, countries compete at the global markets, for technology, for the best skills, knowledge and investments. This competition is in a bid to grow and raise their living standards (Viator, 2006:1). As Viator (2006:3) maintains that countries compete for foreign direct investments, managerial and executive skills, technology and science, and distribution networks that accompany it. The reason of competition is growth and development to decrease poverty, inequality, accommodate urbanization, increase the living standards of citizens, and create employment opportunities and employment. Such a competition however, does not only apply to national governments or central governments of countries but it also applies to cities, towns and local government and municipalities who continue to try and attract the best possible climate in the city to be able to attract investors, best skills, job creation, and socio-economic development opportunities.

In the context of the democratic Republic of South Africa, this reality is supported by the White Paper on Local Government (1998) which acknowledges that local government sphere is much broader and more about bridging the gap in communities and society in general not only by giving basic municipal services but also developing the socio-economic circumstances of the municipal citizens. Such a view thus gives local government a developmental foresight and approach. According to Geldenhuys (1998: 15) the growing engagement in international relations by non-central governments, observable in federal Western countries and even in the highly centralized states like France goes by different names. Among those are 'many voices' phenomenon in foreign policy, separation, globalization, localism and trans-governmentalism. Duchacek posit, that the federal system in democratic countries in particular, speak in many different

voices abroad. Such is the case that provincial and local governments are increasingly getting involved in international relations without the clear legislative functions and mandates, this has not only happened in South Africa but in the Western countries as well.

The central argument is that powerful political and economic forces, both domestically and internationally, have moved sub-national governments across the world towards ever greater participation in international relations issues (Geldenhuys 1998: 15). There are also other factors like a federal system, a growing need for international investment, creation of jobs and infrastructural development that have given a thrust to sub national governments to engage and take part in international relations. While South Africa is not a federal state, it is a central system that has three spheres of government which are interrelated but have their own legislated mandate and functions. Local government is one of such spheres and it is usually considered the sphere of government that is closest to communities and whose activities is supposed to impact directly on the life of the communities more than other spheres in government like provincially and nationally. Thus there is the emphasis that local sphere should be at the forefront in the promotion of development.

In the international relations arena, inter alia, the fact that the conduction of international relations has been left to the central government and the resultant insensitivity and lack of effectiveness is further assumed to have driven local and provincial governments to increasingly assert themselves as their local communities 'economic and political agents in the global market space', negotiating trade and investment with foreign governmental counterparts and non-governmental actors (Geldenhuys 1998: 17). Most subnational governments are of the view that central governments mainly engage in national and international issues and the interests of subnational governments are not represented properly. This prompts subnational governments to engage in international affairs by creating necessary platforms for them to engage in international relations.

Cavanagh and Mander (2004: 151) state that localization is about taking into consideration the interests of the locals in global policies that would not usually cater for local issues. Depending on the context, local is defined as a subgroup within a nation-

state; it can also be the nation-state itself, or sometimes, a grouping of nation-states in a region. In all cases, the idea is for power to be decentralized to the lowest appropriate structure for a particular goal and objective (Cavanagh and Mander, 2004: 151). Localized policies is said to also increase participation of local government and communities in economy, claiming and owning it from global institutions that have made it and making it more relevant locally. Cavanagh and Mander (2004: 151) state that the policies help to enable nations, provinces, local government and communities to be active in their economies in a way that helps to rebuild, diversify economy and ensure sustainable local development.

### 2.2.1. International Relations

Devetak, Burke and Jim (2012: 2-3) maintain that International Relations is about external relations between states, nations and peoples. The adjective 'international' was invented by Jeremy Bentham who was an English political philosopher in 1780. The main aim was to have a single word which talked or referred to the relations among nations (Suganami 1978). In a similar way, Puchala (2013: 52) agrees by arguing that efforts to understand the recent times and predict the future takes from the understanding that the only method to fully comprehend the human experience is to look at it as an interaction across different political, social, geographical and government lines which can be summed up as "international relations". Hence, international Relations is mostly defined as interactions among different states and its peoples Puchala (2013: 52).

Another argument raised by Wiener and Schrire (2009: 5) is the view that that International Relations pays attention to the fact that independent states survive as the leading system of human social organization. No man is an island; people belong to families, communities, cities, regions and the world at large. The state is the only institution or system that is recognized as a being the main role player when it comes to social groupings, this is because it can claim independence. The most important feature of old meaning in modern international relations can be not be directed to international relations that is commonly known as relations between states and more from international

relations that is explained as relations between persons. The greatest events, both those that are brave and terrible, coming from relations between different peoples communities, might not derive from collaboration and relations between states and government but between people.

International Relations being regarded as interactions between states is helpful for a basic understanding. However a broader and more comprehensive explanation of the topic would be “as a division of social sciences International Relations is concerned with relations between nations, non-state actors, international political economy, international security, globalization, foreign policies of major powers, international environment” (Chatterjee 2010: 5). According to Chatterjee (2010) and many other interpreters, states repeatedly play through their political convictions, making and breaking alliances, fighting wars, gaining and losing power, prestige and wealth, and wreaking havoc on people’s lives, but all this with only short-lived effect. Meanwhile, the lasting impact of international relations is those that emerge from the coming together of cultures. Kenneth Thompson instructs that analyses of the history of international relations ought to explore intercultural relations.

The above viewed definitions are similar because they all concur that the state is the main player of international relations, though others are more detailed in explaining what constitutes international relations. An inference that can thus be derived is that the relations between nations is complex and full of interests guided by the people’s interests and groups such as non-state actors who influence the sovereign state to always act out of their best interest. In conducting International Relations thus, the state must consider other dominating factors that have influence in the governance of the world system such as globalization and the economy.

### 2.2.2 Foreign Policy

According to Christopher Hill foreign policy is a “sum of external relations conducted by an independent actor (usually a state) (Hill 2003: 3). However, defining policy as the sum of external actions results in analysis that only explains broad trends in foreign policies and not individual actions and decisions. That is why White (1981:1) describes foreign policy as ‘government activity conducted with relationships between state and other

actors, particularly other states, in international system'. This definition does not include other forms of collective actors like the EU that also engage in foreign policy activities. Rosenau (1971: 95) simplifies it by defining it as external behavior of states. The EU, despite not being a legal state, does undertake common foreign policy actions towards its neighbors. In federal systems such as the United States of America, individual states like California also have foreign relations with neighboring countries.

Foreign Policy is both the broad trends of behavior and the particular actions taken by a state or other collective actors as directed towards other collective actors within the international system. Foreign policy actions can be undertaken using a variety of different instruments, ranging from adopting declarations, making speeches, negotiating treatise, giving other state economic aid, engaging in diplomatic activities such as summits, and the use of military force.

### 2.2.3 Conceptualization of Paradiplomacy

The concept of paradiplomacy (or sometimes referred to as city diplomacy, sub-state diplomacy, or multilayered diplomacy) appeared in the 1980s when scholars of comparative politics and international relations in North America took an interest in these puzzling international activities of federal and local constituencies (Duchacek 1984). Paradiplomacy as a model generally and usually involves the international relations and diplomatic activities practiced by regions and tiers and spheres of government that are lower to the central state, with the determination of fulfilling the interests of the locals. Today, paradiplomacy and the international activities of subnational governments is the object of study among a small number of scholars of comparative politics, foreign policy analysis and international relations (see, for example, Aldecoa and Keating 1999; Lecours 2002; Van der Pluijin 2007; Criekemans 2010).

The term "paradiplomacy" that is normally used to define relations by subnational governments (Duchacek 1990, Soldatos 1990), and "trans-governmental relations" also defines the relations between the administrations of various countries (Holsti and Levy 1976, Slaughter 2004) and the engagement of governance at sub-state level (Paquin and LaChappelle 2005), made to accommodate the new increasing engagement volume of subnational actors (Johns and Adams 2015: 3).

Scholars of paradiplomacy have generally argued that the primary impetus for local transnational interactions has been the pursuit of economic interests through, collaborations with foreign business enterprises, export promotion, and attraction of foreign investments (Kline 1996: 332). Since the late 1990s, however, these scholars have also argued that there is an increasing involvement of local and regional governments in the international arena on broader political issues (Aldecoa and Keating 1991:14). Paradiplomacy is the involvement of local and provincial governments in international relations with their fellow counterparts in other parts of the world.

#### 2.2.4 Evolution of Paradiplomacy

Majority of the world's population reside in cities and urban regions and this will increase to over two-thirds of the citizens of the world by the year 2050. Urban regions and cities are important spaces in terms of championing the economy of the globe, the movement of people, goods and services, and also sharing global information flows. While cities have for a long time focused on city-to-city cooperation only (in particular in the last century), the practice of city diplomacy and city networking generally are now expanding beyond the 'sister city' approach, demonstrating greater "catalytic diplomacy" initiatives aimed at pooling a variety of actors, government and non-government, towards an urban agenda for international affairs (Hocking 2004) .

Local governments have always been minor actors in the international arena. However, the international activities of this type of actors have evolved substantially from the mid-20<sup>th</sup> century to the 21<sup>st</sup> century. The internationalization of local governments would not have been possible without a series of political, economic, cultural and technological developments. These changes have created opportunities for local governments to act outside the boundaries of their own countries. Effectually, paradiplomacy can be construed as a "natural outcome" of the globalization process and coincides with the global trend of subnational and non-state actors' growing international activities. Paradiplomacy is supported by the commonality in the process of diplomatic territory that has not been given voice, space and opportunity to take advantage of global times that are complex in independent areas to find new prospects and methods of linking with other different areas of the global village.

The increasing engagement of subnational government in paradiplomacy happened during the time of a reform in governance, especially in developing countries. This gave importance to the idea of decentralization together with a belief of being subsidiary or junior. The belief that the processes of governance would be more inclusive by being transparent, participatory, open, responsive and accountable if political authority and responsibility were to be decentralized to the lower spheres of government further gave a thrust to paradiplomacy. Encouraging the promotion and adoption of decentralizing policies and legal frameworks to lower levels of government during the 1990s in many different countries in Latin America, Africa, and Asia have also been cited as factors affecting the evolution of paradiplomacy (Nganje 2014: 90).

#### 2.2.5 Local Government Defined

Koma (2010) states that local government is properly defined and explained as a level of government that is located within communities, it is appropriately designed and created to respond to needs, interests, services and expectations of local societies and communities. According to Van der Waldt (2006) public service delivery depends on the local government level as it deals directly with communities. Thornhill (2008: 492) agree with the sentiment by stating that usually the first point of communication or contact between a community and a government institution is the local government. This is usually done through contacting the local community representative in a form of a councilor as every ward has a representative in the whole municipality. This reassures the saying that local government is the most government sphere that is directly within and close to communities.

Again, local government is also explained as a public institution authorized to govern, manage and facilitate the affairs of a demarcated territory, border or area of jurisdiction. This means local government is a level or sphere that is in government, and not exactly a single particular municipality. The individual or single municipalities in South Africa complete the collective sphere, known as local government (Roux, 2005:65).

#### 2.2.6 Local Governance and International Relations

Local government was usually seen as providing basic services such as tarring of road and refuse removal. Since it was termed 'developmental local government' however by

the Local Government White Paper of March 1998; it has taken over a much broader approach in terms of development such as increasing investment, technology and tourism. The Local Government White Paper of 1998, describes local government that is Developmental as 'government that is dedicated to engaging and collaborating with different and diverse peoples and interest groups that are in society to find justifiable, maintaining and lasting ways to improve the quality of lives of the citizens in communities when it comes to socio-economic conditions'.

The preceding view can be said to place a sort of mandate of local government to seek, interact and create partnership with other governments or subnational entities who share the same interests and aspirations as them. For instance, the Province of Western Cape because of a similar cultural and racial similarity with the city of Rio de Janeiro in Brazil have entered into multiple bilateral trade and cultural agreements. There is thus little doubt that local government is part of the state apparatus, even though they frequently exhibit behavior abroad very similar to that of social movements, NGOs, interest groups and other non-state actors.

Like them, subnational governments, acting internationally at times achieve their goals through very sophisticated policies of coalition-building (with other subnational governments, with central governments, as well as NGOs, and other non-state actors). The lack of constitutional legitimacy possessed by their international activities is often compensated by another kind of legitimacy based on their technical competence. They also share with the central and other subnational governments responsibility for the population of a defined territory and they benefit from governmental resources and prerogatives, ranging from administrative structures that can be used for foreign policy purposes to public financial resources, access to other governmental bodies (including those responsible for national foreign policy) and sometimes to national diplomatic structures (Paquin, 2004a).

In addition, as democratic representatives of the populations they govern, local and other subnational governments also enjoy a political legitimacy which enables them to act internationally on behalf of the population and beyond their constitutionally defined roles. International Relations scholars such as Hocking (1999) and Paquin (2004a, 2005) have

emphasized the “mixed actors” nature of subnational governmental actors in international relations, half “sovereignty-bound” by their state responsibilities, and half “sovereignty-free” (Rosenau 1990:30). This half-half condition allows them to choose more freely among the topics of the international agenda than central governments can and yet still, they have at their disposal similar policy tools, power and legitimacy of action.

The contribution of (Solomon and Nules 2007) in the debate is the idea that, in general terms, municipal governments and intermediate-level (regional, provincial, etc.) governments are two different kinds of mixed actors. Both combine characters of independently-free and independently-bound actors, but different in terms of scope and size. This gives an indication that Municipal governments are mostly independently-free than independently-bound while the reverse is true for state governments. If the different foreign policy actors are thought of as arranged along a continuum, with central governments at one end (fully independent-bound), and non-state (fully independent-free) actors at the other, then subnational governments would be based in the intermediate ground, with provincial governments more closer to national governments and municipal governments more closer to non-state actors.

The more similar movements of the world of local governments with other international social movements are the greater ease (when compared to intermediate governments) they can have to create global political, socio-economic and technical cooperation channels amongst each-other and with other various stakeholders. This and the greater level of politicization of the international actions of municipal administrators actions abroad are debatably a phenomena related to local governments’ higher level of freedom from the responsibilities associated with sovereignty.

Subnational actors have showed an increasing interest in becoming involved in larger sectors of public policy. This comes from national governments not being able to consistently take into consideration community and local government interests from a single center of power. It is common that the master-plans devised at the center does not necessarily take due account of local needs. This problem is worsened by the existence of an ‘institutional-gap’, where federal states are not represented in central institutions and are unable to influence federal policies (Geldenhuis 1998: 17).

The national governments can touch on key issues affecting local government when engaging involved in bilateral but may not necessarily pay particular attention and specifics that benefit each municipality in South Africa. This opens up the space for municipalities to represent and market themselves to the way beneficial to them internationally.

### 2.2.7 The Practice of Paradiplomacy by Local Governments

The section gives an indication of the conditions that local governments take part and participate in international relations and paradiplomacy, also looking at international partnerships and why they are fundamental in local government. Since the dawn of democracy in 1994, South African provinces and its municipalities began to increasingly engage with counterparts outside the boundaries of the country. According to De Villiers (1995:3) seven out of the country's nine provinces are nearby to independent countries. The other two, which is the Western Cape and Gauteng, equally have links such as cultural, economic and others with neighboring and other states. This illustrates that from the geographical or boundary setting of the country it enables provinces and municipalities to have interaction with other regions outside the country, whether directly or indirectly and formal or informal; because of the shared boundaries there is also interaction.

Additionally, Johns and Thorn 2015: 1 cite (Van Vijnotten 2006, Hale 2012) argue that subnational governments such as local government and provinces have hugely invested in areas that are usually engaged by national governments as custodians of foreign policy. The reason is globalization and the change of public policy internationally. Such a position further emphasizes the fact that municipalities in South Africa through the forces of globalization have been forced to take part in international affairs. Consequently, it comes to the fore that the execution of international relations it is no longer reserved for national government because the scope of local government and its character has broadened in its mandate to deliver services to local communities.

Johns and Adams (2015:3) mention that the interest and growth in subnational government's participation in foreign policy, the issues of global governance and international relations increased in the 1990s. Despite agreeing that economic factors

matter and are important, Lecours (2002, 2008) argues that a complex analysis of sub-state involvement shows that a more multifaceted set of causes is happening. The first one relating to economic matters; in this perspective, local governments want to develop an international existence for purposes of drawing and inviting foreign investment, tourism and foreign companies, and looking at new markets for exports (Johns and Adams 2015: 3).

The second and third most important factors that drive sub-state governments to want to take part in international partnership agreements involves cooperation on a broader context than economics and these may include cultural, educational, technical, technological to name a few; and attempts by sub-national governments to enhance the image of the city and identity more than the one projected by national government. The factors are growing and increasing in that most para-diplomatic activities in the first world countries features an economic component, involved with a cooperation element and in some instances an agenda driven by politics (Johns and Adams 2015: 4). These layers are important in guiding and determining the kind of partnerships the municipality gets into because it gives an indication of what the municipalities would want to achieve with the partnership agreements. The partnerships can come as economic interests while pursuing a political agenda.

#### 2.2.8 International Partnership Agreements

The increase importance of globalization has seriously touched and moved the focus on global cities. The countervailing development equally highlights the importance of “the local”. Analysis and understanding of the interaction and relationship between the global-local is provided in the international sister cities programmes and partnerships. Initially started as a way of creating and developing cultural ties and friendships, sister cities were founded on similarities such as economy, social and shared language/culture. A broad focus has been on the economic benefits of the sister city connections. This allows for an inclusive approach to the analysis of the sister-cities focusing on culture, economy and commercial activities.

Partnership relations of the above stated kind are only permitted within the limits set by the respective states. For instance, the constitution of the Socialist Federal Republic of

Yugoslavia explicitly mentions municipalities and other autonomous governmental entities as units which may engage in international co-operation with corresponding foreign organs and entities, but also confines this cooperation to the scope of the foreign policy determined by the federation (Art 271-3). Therefore it would be against the constitution and also go against International Laws –this is in reference to the International Law to municipal law –, if a member state tries to evade the constitutional allocation of competencies by making an agreement with a foreign state on the level of gentleman’s agreement or by exchanging agents on a quasi-diplomatic level.

### 2.3 The Theoretical Framework

The theoretical framework section will focus on historical institutionalism and neoliberalism. This section explains the theories and also demonstrates the relevance of the theories to the study.

#### 2.3.1 Historical Institutionalism

According to Steinmo, Thelen, and Longstreth (1992: 10) ‘the historical institutional literature is diverse’. This approach has been applied in a wide range of empirical settings, but in each case the approach has been made relevant by the theoretical influence it has given for grasping policy changes and continuities over time within policy differences across different countries. This theory avers to the reality that foreign policy has developed and changed over time with the changing of political institutions and the societal environment. Historical Institutionalism is a research tradition that examines how temporal processes and events influence and impact the origin and transformation of institutions that govern political and economic relations (Fioretos, Falleti and Sheingate 2016: 3). Local municipalities no longer just provide basic services but also look to attract investments and promote tourism.

Empirically, Historical Institutionalists have focused on enhancing political scientists’ understanding of the origins, evolution, and consequences of humanly created institutions across time and place (Fioretos *et al*/2016: 3). Governments evolve and its structures and processes have to adapt to different developments happening in communities to be able to reach and be relevant in meeting the needs of the constituencies it serves. Historical institutionalism has been particularly influential and shapes research agendas in a

widening array of substantive areas, from researches on the modern state, capitalism, law, and economic development to the study of political regimes, political parties, organized societal actors, and public policy (Fioretos *et al* 2016: 4)

In international relations historical institutionalism has influenced contributions on state sovereignty and foreign economic policy, as well as research in international security, international political economy, international law, and global governance (Fioretos *et al* 2016: 4). Historical institutionalism in the context of South Africa explains the significance of intergovernmental activities between the different spheres of government when municipalities are conducting international relations and emphasize the importance of regular interaction amongst the different spheres. Accordingly, international relations cease to be the sole responsibility of the central government; other state-actors such as provincial governments and municipalities have become increasingly involved in international relations. International partnerships are most important in municipalities as this is a sphere of government that is directly linked to local municipalities and where the delivery of services is most crucial.

Institutionalist have filled important gaps between analyses that is society centred and the state centred one by viewing the settings and structural relations between the two, and between notable theories that highlight extensive cross-national consistencies and narrow accounts of certain national cases, by focusing on lower level variables that show sources of 'variation on a common theme' (Steinmo, *et al* 1992: 10). It is important for any institution to have relations with society especially the political institutions that serve for the benefit of communities. Continuous engagement with society ensures that the institution is always informed of new developments and challenges happening in the society, making the institutions better placed to adapt to the development.

Institutional analysis furthermore allows the examination of the relations between the political actors as objects and as well as actors of history. The institutions that are the main role players in the analyses of historical institutional from party structures and systems to the structure of economic interests such as the chambers of businesses, can shape, influence and pressure political strategies in significant ways (Steinmo, *et al*

1992:11-12). Sectors such as business, sport, arts and culture have an influence on how institutions are ran. In particular, the business sector is an important partner in political institutions because it has investors and capacity to employ and create development and growth.

The strength of historical institutionalism is that it has carved out an imperative theoretical role at the intermediate level that can assist to integrate an understanding of general patterns of history politically with an enlightenment of the reliant nature of development both politically and economically, and in particular the role of political agency, conflict, and choice, in steering that development (Steinmo, *et al* 1992:12). In so doing, historical institutionalism links political institutions to growth in economic ways and also to develop socio-economically because economic development is made feasible and possible by the stability and steadiness of the political institutions and climate. The emphasis of historical institutionalism on political agency and political choice within institutional constraints is also a characteristic of the other new institutionalism (Steinmo, *et al* 1992:12).

Historical Institutionalism “has long observed way beyond political development as a dichotomous variable (statis vs essential change) and checks the conditions under which variations in incremental patterns of change create complex configurations that reproduce the basic structure of political authority while at the same time entailing a novel institutional reality” (Fiorettes 2011: 389) quoted in (Rixen, Viola and Zuru 2016: 4). At this juncture, it is important to give a contextual explanation on how this study construes institution. The following section will provide an explanation.

### 2.3.2 Definition of Institution

Grafstein (1988) is of the view that the presence of institutions must not be overlooked and ignored by scholars. Arguing that humans are the ones who form institutions, institutions indicate norms, beliefs, value base, and the purposes of the people who invented them. Hence, institutions influence and shape humans in terms what they do and how when faced with a particular problem in society and assist with acceptable actions that can be done by human. In the process of policy making institutions are

important (Riker 1982). Institutions cannot be separated from humans. It is important to note that “institutions matter” in a manner that is different in terms of analysis of policy, this is guided by the scope of the institution that is functional and how it is defined and understood (Ostrom et al 1994). The definition, description and scope of institution differs for the purposes and reasons of the research conducted.

Institutions according to Riker (1982: 4) are “rules about behavior, especially about making decision”. On the other hand North (1990: 3) sees institutions as “the guide of the game in a society or, more formally, are the humanly created controls that influence human interaction. As a result they structure incentives in human exchange, whether political, cultural, social, or economic”. In the context of this study, institutions refer to the different South African spheres of government in terms of local, provincial and national government and how they relate not only each other but with other sections of society dealing with socio-economic issues, in particular in the local government sphere.

As discussed in the definition, the choices and behaviors of humans and individuals are guided, defined and fenced by institutions (North 1990:4). Institutions enable and motivate individuals to do something and also at the same time disallow them from taking part something. Institutions therefore outline the frameworks “within which the human interaction happen and take effect” (North 1990: 4; Ostrom 1999). These institutions are guided by rules and legislative frameworks that ensure cooperation between the different three spheres of government and further promote interaction amongst local government and the key sectors of a society. Ostrom (1986: 5) further explains institutions as the rules “that refer to prescriptions generally known and used by a set of participants to order repetitive, interdependent relations”. Institutions as ‘the set of rules and guides actually used (working rules or rules in use) by a set of individuals or groups to organize repetitive activities that create outcomes affecting those individuals and potentially impacting others’. (Ostrom, 1999: 51).

There are formal and also informal institutions. North (1999) believes that even though formal institutions focus on policies of development, it is important to equally take into consideration informal institutions. Wooldridge (2002) supports the view by stating that the use of only formal institutions in analyzing policy may result to an absent variable

statistically. Institutions that are formal are usually guided and defined by law in terms of constitutions, regulations, laws and organizations (North 1990; Ostrom 1986, 1990). Factors that determine individual behavior such as norms, religion, values, culture, traditions and beliefs will guide the direction of the informal institutions. Institutions are important and have an influence on human behaviors. Riker (1982: 20) states that people should not only study tastes, ideals and values, but must take into consideration institutions as well.

The focus of the study is on the formal institutions as governed by the legislation and policies that guide its conducts. The legislative and constitutional responsibilities of institutions will be discussed in detail in a chapter dealing with legislative and constitutional powers of local government as an institution in matters of international relations. Institutions are not rigid; they are influenced by factors such as interest groups, times and development that happens in society. This places institution at a position where it will be able to adapt and adjust itself to changes and development that is taking place in society in general.

Again, it is important for institutions to be relevant all the time, as this will help it deal with the challenges and opportunities that are available. It is important to have rules and structures but at the same time, such rules must not prevent institutions from changing for the better because it will lead to them being irrelevant. Johns and Adams (2015: 3) argue that common in the different environments is a solid foundation of institutional theory in the political science environment. There is increasing acceptance that governing and governance is not only limited to government institutions, the usage of the theory and empirical research in this field “remains mostly fully preoccupied with the role of the state within the broader institutional arrangements. As local government and regional governments “enjoy privileged access to diplomatic channels” (Chaloux and Paquin 2013: 310). In maintaining this, the theoretical foundations come from the notion that the international, transboundary and local political institutions are important (Johns& Adams, 2015: 3).

### 2.3.3 Institutional Context in Local Governance

Institutions are different from organizations. Institutions are known to provide rules and guidelines for the proverbial game. Huntington (1968) is of the opinion that institutions are stable, respected, valued and repetitive forms of behavior. In the South African setting, it is easy to recognize the rules and policies that are created and specified for local government, like the constitution, municipal systems, municipal structures, integrated development plans, performance plans, municipal financial management and agreements.

The stakeholders and role players that exist in local government are large, diverse and include organizations which consist of different elected bodies in local authority which include political parties, businesses, non-governmental organization, sport, arts and culture organizations. There are also different individuals who come from different backgrounds such as politicians, community leaders, service professionals, and normal citizens or voters. It is important that at all times that these players or stakeholders feel like a part of the municipality; this happens when the municipality interacts with the different players and have programmes and policies that not only accommodates the different players in terms of policy but also by responding to their areas of interests.

Lowndes (2001) states that with the changes in local authorities and the new roles and responsibilities for stakeholders and partners, the environment and climate that local governance operates in is more complex and difficult. Elected authorities and office bearers were the only ones responsible and in full authority for the delivery of services and the policy making procedure and processes in the governance of local government. Overtime however, the local government sphere has evolved in terms of environment, policies and players that are involved in policy making of the municipality. Stakeholders and partnerships outside the municipality need to also be taken into consideration. In so doing, the developmental nature of local governance can be effectuated. In order to metaphorically explain the diverse number of actors that play pertinent roles in local governance, Tony Blair (1998, 10) uses a football analogy to explain the situation as he likens the different players on the local field all wanting to be involved whereas before the council was the only player on the town field.

It is imperative to make a political separation between local governance and local government. Institutions linked with elected council in local government are significant but the practice and conduct of local governance that is developmental incorporates more than the elected council. Hence, it is important for local government to evolve, adapt and institutionalize itself in such ways that promotes development. Community leadership advancements encompass the creation of rules and resolutions that influence and direct the way in which different organizations behave more than the normal local elected authority. The new developing combination of organizations, processes and rule define the institutional environment that completes local governance.

By understanding these dimensions of local governance, it becomes easy to identify and see the change in the sets of rules in the broader running of institutional environment and matrix of local governance. The different rules, processes, structures and procedures in terms of political and constitutional mandates may not necessarily be the same as before but one can see that the work in local governance is done by actors more other than the institutions. The actors of local government are not only within the structures of the institution in terms of politicians, managers and professionals but also include other actors in business, sport, religion and partnership with other institutions in different countries. Therefore the rules are influenced by all these different players, and it is important for local government to make the environment conducive and healthy for all the actors to thrive.

The major supposition here is that these different role players are the ones who manage the development, analysis and the development of the rules in a way that fits locally. Role players such as citizens, officials, councilors, business community and the leaders of communities are the ones who are responsible in terms of developing the plan of action that confront both opportunities and challenges provided by the rules. Institutions on the other hand are products that are influenced not only by humans but also by the outside forces of society (Grafstein 1998: 57-8). Institutions influence organizations and organizations also influence institutions, they have a dependent relationship (North 1990: 95). Consequently, institutions, organizations and interest groups in local government

influence and shape each other in terms of bringing about the best policies and programmes where all the views and opinions of key actors are taken into consideration.

Similarly, governance can be understood as the relations that take place between government, labour and civil society in shaping the action and policies of government. Civil society is made up of different community interests and organizations that are outside government these include non-governmental organizations, churches and faith based organizations, civil associations, community organizations, socio-economic activists, to name but a few. The action of government broadly consists of implementing programmes that are developmental socially and economically, especially investments in the public sector and communities.

Despite its growing importance, the concept of governance still lacks a precise definition. As a normative concept good governance relies on an effective democratic form of government with broad public engagement, respective participation, and accountability, which means control of power and transparency (Kersting et al 2009: 15). Governance concepts should therefore provide increased opportunities for the civil society to engage in affairs of their own (Delwit et al 2007: 2).

#### 2.3.4 Relevance of Historical Institutionalism

International relations in local government need to turn to historical institutionalism because it offers a set of analytical resources and substantive insights for studying the dynamics of institutional development. Rixen *et al* (2016: 4) are of the view that historical institutionalism is specifically focused on the dynamics of institutional development and has theorized the role of history, or more precisely, temporality in that development. It pays attention to when and how historical processes shape institutional outcomes; it gives us tools to assess the legacies of founding moments, the consequences of new ideas and big events, the prevalence of incremental reform over one-off design, and the unintentional aspects of institutional formation and change. The implication here is that it is pertinent that whenever there is new change or development taking place, it should be taken with the old, institutional development shows growth but when such growth is taking place the historical elements should not be done away with.

In terms of theorizing sunk costs, creation of constituent interests and positive feedback mechanisms allows for a better conceptualization of endogenous change (and its interaction with exogenous change). Historical Institutionalism promises to further our understanding of piecemeal or patchwork institutional development and the accretion of institutional complexes (Rixen *et al* 2016: 4).

Historical institutionalism thus reflects not only the change that is happening internally in the institution but also accepts that there is an outside influence that can determine the direction the institution takes. Therefore, this makes the theory to be well placed at explaining the study because it also takes into consideration both the internal and external factors that influence an institution. Again, the fact that historical institutionalism finds its origin in domestic policies makes it well placed to provide a fresh perspective on the interaction of the politics that happen both locally and abroad. Growing interest based on the interaction between domestic and international level has recently provided an important point of entry for historical institutionalism into international relations (Farrell and Newman 2010, 2014) quoted (Rixen *et al* 2016: 4).

### 2.3.5 Neoliberalism

Another theory which this study finds fitting for its analysis is Neoliberalism. According to Harvey (2005:2) 'neoliberalism is in the first instance a theory that is based on political economic practices that proposes that human well-being be best advanced and development by liberating individual entrepreneurial freedoms and skills within an institutional framework considered by free markets, strong private property rights, and free trade. The function and duty of the state is to craft and preserve an institutional framework fitting to such practices'. The world is globalized and no country can afford not to be part of the international society, it is therefore important for municipalities to also share experiences and knowledge on different sectors and platforms to increase their competitiveness. Neoliberalism has commonly been known in related ways that cannot be differentiated very easily. It is often described as a set of political and economic ideas; as a set of institutions, policies and practices; as a class offensive against the workers

and the poor; and as a material structure of social, economic and political reproduction underpinned by financialization, which makes neoliberalism to be at a stage of capitalism.

For the purpose of the study, the focus will be on neoliberalism in terms of policies, institutions and practices because the study is about the functioning of institutions and the implementation and practice of its policies in society. Harvey (2005:2) explains neoliberalism by stating that the state should make and preserve an organized framework appropriate for the environment to be accommodative of the freedom of individual entrepreneur's and skills that happen in an organized structure that is defined as free market and trade, including property rights. The supposition is that Neoliberalism should facilitate such political and economic practices. A more developed kind of neoliberalism has come to play where government, possibly in an effort to get to connect with communities, have changed its strategy or approach on addressing social and economic development particularly at the local sphere of government.

The overall effect of this change is usually referred to as the change from the traditional local government to a more inclusive kind of government known as local governance (Jones, 1998; Macleod and Goodwin; 1999). The change to governance is identified as a fundamental feature of the more recent international policy reform discourse, and thus signals more active role of the state at the local level (Shone and Memon, 2008). This is to say that Local government scope has expanded way beyond the usual services that it provides such as painting and tarring of roads, refuse collection and the collection of rates for services. It now finds itself looking at other aspects concerning local governance such as socio-economic development, environment, recreational and sporting issues, and community well-being to name a few (Bush, 1995; Dredge and Jenkins, 2007).

Local government role has increased in not only providing basic services but to also make sure that there is economic and social development in the area as well that will be able to attract investment, technology, tourism, job creation and decrease unemployment. Neoliberalism fits into this study as it a theory that describes the free set of ideas that define the kind of relationship that the state should have with the outside environment, in particular the organized business community. Therefore, in political terms it is not an

ideology or philosophy (Blomgre 1997; Malnes 1998); making it different from the communism or socialism ideologies.

Neoliberalism is the idea that the state does not function on its own, it functions in an environment where there are other role players outside government whom also have a significant part to perform in the development of society. Therefore, the state needs to make the environment conducive for those role players to be able to fulfil or perform their part and participate in developing the society.

### 2.3.6 Relevance of Neoliberalism

The relatively regulatory Keynesian local state of the mid-twentieth century has been supplanted by a neoliberal version that seems to be regulated by local capital. As Robert Lake remarks “in the turbulent politics of the 1990s, the major parties agree on perhaps only one thing, that the era of ‘big government’ is over” (1997: 3). Local authorities, cities, states, provinces, special districts, now have more responsibilities and, some would argue, more ability to act independently of the larger bodies of government above them. To this end, Mayer’s (2007:90) supposes that the global environment of local government is facing a very challenging and competitive environment and cities have to make themselves relevant by marketing, engaging in public and private partnerships, and other different ways to increase the socio-economic conditions locally. This also involves new ways of engaging and creating policies.

In order for cities and municipalities to be able to compete, local government should adapt by creating an enabling environment that will be accommodative of what is needed by the external players such as business that will also play part in the development of the municipality in different areas of local economy. Peck and Tickell (2007) mention that neoliberalism involves the reorganization of state forms and institutions, concurrently with a hold on the social forms and institutions.

In South Africa all the government spheres after the elections in 1994 have focused on changing governance arrangements that previously existed and generally reorganizing the relationship between the state and society. In line with what is expressed in the Constitution of Republic, several legislations and other state policies. Democratic

elections that took place from 1994 at all the different levels of government have transformed not only the relationship between state and civil society but also the institutions and the political environment.

Chipkin (2003) concurs that the development forums in communities were created and initiated to arrange, organize and manage the engagement between the state and community. The creation of these structures in particular at local level was meant to enable and assist communication between civil society and local government creating a platform where civil society can be able to take part and influence the decisions that are agreed upon in their communities. Civil society was regarded as an important platform to discuss and share ideas regarding development. And this is reflective of the principle of true democracy. The South African government made a policy choice at a macroeconomic level which made it hard for government to deliver on its obligations of development locally and also with the issue of institutions. This is visible in the adoption and implementation of the Growth, Employment, and Redistribution commonly known as GEAR that reorganized and limited the role of the state while on the other hand promoting actors from the private sector.

Robinson (2003) argues that these kinds of policies materialize at the municipal level during a time where pressures, tensions and demands between governments commitment to eradicate poverty and develop communities, including governing efficient cities that are driven by promoting markets that are challenging and competitive in terms of being a global city. Taking into account development and positioning itself in terms of being world class and attracting foreign investors. Considering the local government level, the execution of policies that focus on recovering costs for basic services like electricity and water prove how well the instruments that are driven by markets, rule the agenda of development that seeks to address poverty, unemployment and inequality. The level to which these developments can be known and understood as absolute privatization is challenged, but the South African democratic government has surely drifted from statist traditional service delivery concepts to neoliberal partnerships with actors in the private sector. In affirmation is the view by McDonald and Smith (2002: 1) who are of the view that the “state functions as a service ‘ensurer’ rather than a service ‘provider’ and

municipal services operate like a business with financial cost recovery being the most important measure of performance”.

Critiques of neoliberalism argue that the policy direction taken by the South African government show the neoliberal interest followed by government at the same time compromising justice and redress when it comes to socio-economic matters affecting society and communities (Bond, 200b, 2004).

### Conclusion

One of the important functions of municipalities, particularly metropolitan municipalities such as the eThekweni Metro is to always be globally competitive by ways of attracting tourists, having best infrastructure, good socio-economic conditions that enables growth and development and most importantly to partake and be involved in international platforms and organizations that are relevant for the municipality to attain its developmental mandate.

Drawing from the above, it is tenable to suggest that Municipalities in a manner of speaking are almost at the same level as the national government. Reason for such a view hinges on the fact that municipalities also compete with one another for things such as investments and tourism. Municipalities' engagement in international affairs is further influenced by different sectors such as business, sport, culture and arts which are as a result of the increase of public participation and consultation in local government matters. The important factors that facilitate the engagement of municipalities in international affairs are the constitution and the different legislative frameworks. This is particularly so with regards to the South African system of governance that makes provision for the different spheres of governance to carry out its mandate.

The participation of municipalities or cities in international relations was more common in federal countries in particular the Western nations, where cities engaged in international affairs as they saw fit. This was because they view the national government as not giving enough attention to local issues affecting their daily lives in the international field. International relations thus became the driver of interactions between people and states

at whatever level across sectors such as politics, social and geographical areas. These relations are guided by the foreign policy of a country. This interaction between cities or municipalities in different countries is broadly understood as paradiplomacy and the aim of this is to cater for the particular interests of local communities. Such interactions have evolved and changed over time because of developments taking place in terms of technology, infrastructure and also the similar development challenges faced by the municipalities. When it comes to South Africa the constitution and the legislative framework including policies such as the local government White Paper creates an environment that enables local government to be developmental in its approach when it deals with socio-economic matters without necessarily specifying any limitations.

Local government level as a sphere of government is an institution in terms of municipal council and its administration but it operates in an environment which has other role players such as business that are not only interested in its affairs but also influence it when it comes to its decision making processes, actions and also programmes. In particular the socio-economic matters that look at job creation, investment and tourism.

Historical institutionalism and neoliberalism theories have given a clear shape and understanding of the local government as an institution as well as its policies which create an enabling environment for other role players to be able to strive in their different fields and benefit the local communities by creating jobs and creating socio-economic growth.

## Chapter Three: Constitutional Framework of Intergovernmental and International Relations in South Africa

### 3.1. Introduction

The aim of the chapter is to examine and determine the legislative stipulations that guide the engagement of local government in paradiplomatic activities in the South African context. Central to this chapter is a focus on the legislation that governs local government and its relations not only with the other spheres like the provincial and central government but also with other departments and international partners.

Local government has evolved not only before democracy but post 1994 as well. Therefore it is important to also briefly give an overview of the development and change of the environment in which local government now functions under, in particular those that are in cities and metropolitan areas. These examples are important because the focus of the study is the eThekweni Metro. This change of environment has required proactive policies that are informed and guided by the constitution in enabling local government to perform better and compete with other cities throughout the world.

At the center of the discussion will be the supreme law of South African democracy as a country which is the Constitution. It will be used as a guiding compass to other legislative Acts and Frameworks that are specifically designed for local government and its relations with other stakeholders both internally and externally. The aim of the chapter is to mainly determine what the legislation says in terms of local government engaging in international affairs.

### 3.2. Legal and Constitutional Framework for Local Government

The elections that happened on 5 December 2000 for the local government sphere marked the culmination of the establishment of a democratic local government dispensation, which had been heralded by temporary and intermediary provisions and engagements before and after 1994. According to Layman (2003: 12) the local government elections of the year 2000 changed the total landscape and structure of local government by creating 284 newly elected municipalities. The sphere of local government

is situated at the centre of development and service delivery, making it a very vital and critical component for transformation and change in the democratic dispensation in South Africa. The significant thing is that the different phases of engagements had a significant influence in creating a local government that embraces democratic voices by including and allowing local communities to participate in local government processes.

The efforts are supported by the belief that the involvement of local communities in the activities and processes of governance in their respective areas is vitally important not only to community development but also to individual development. To reduce poverty and inequality in local communities, good governance principles like openness, transparency, community involvement in decision making, accountability will help to create an environment that will come up with ways of addressing the issues of poverty and inequality. In the fight against poverty and inequality, particularly in the local government sphere, it is important for local municipalities to focus on growing their economies, to do that there should be a legislative or constitutional framework that guides and supports such practices. In South Africa, the legal and constitutional frameworks have emerged.

National government is completely in charge of the country's foreign affairs and international relations also including the cluster of safety and security which comprise of defense and the courts. This also includes administrative activities such collecting tax and Home Affairs issues. Layman (2003: 12) is of the view that the functions carried out by the local government sphere are within the provincial and national regulatory framework. The functions include providing basic services like electricity, tarring and maintaining of roads, municipal infrastructure, water and collection of refuse.

### 3.3. The Constitution and the Local Government

1996 is a significant year in South Africa as the adoption and signing of the constitution was realized. This progression put local government in a position where it is at the centre of not only service delivery programmes and projects of government but also programmes and initiatives that seek to address inequality, unemployment and poverty in local communities. The constitution's signing and adoption also changed how local government as a model was referred to in terms of "tiers" to what is now known as a "sphere" of

government, there was a concurrent change in terms structures and systems both politically and administratively (Guy, Mhone, Edigheji. 2003: 227).

This change instituted different and new kinds of relations in government by involving other sectors such as civil society and businesses. Section 40 (1) of the Constitution clearly stipulates that “in the country, government is established as national, provincial and local spheres of government which are distinctive, interdependent and interrelated”. Section 41.1 (g) of the Constitution mentions that the spheres of government must co-operative with each other in mutual trust and good faith and this can be achieved when the government spheres do not disrupt or interrupt each other when practicing their powers and functions in terms of territory, functions as well as institutionally. This will make government to function in harmony and co-operatively as the three government spheres. Section 151 sub-section (4) in the Constitution clearly indicates that “the national and provincial government may not compromise or obstruct municipality’s ability or right to exercise its powers and perform its functions”. This promotes intergovernmental relations between the three spheres but also guarantees the defense of rights and independence of local government or individual municipalities.

The central and fundamental sphere in setting government policy direction and objectives is the national sphere of government. The provincial government acts as a middleman between national and local government by monitoring local government activities. It is important for the government to have an effective and efficient checks and balance system that will ensure that local government fulfills its functions accordingly as a distinctive sphere. The changes brought about by the change in the operations and functions of the three government spheres in South Africa requires all those responsible for authorities, executive and legislation across all the spheres to be capacitated. This also includes the empowerment of civil society in engaging and understanding the government system.

Section 154 sub-section (1) in the Constitution stipulates that “the national governments and the provincial governments, by legislation and other measures, must support enhance and strengthen the capacity of municipalities to manage their own affairs, and to exercise their power and perform their functions”. The Provincial governments’ function

in this regard is a changing one; its usual role included intervening or assisting municipalities where there is lack of finance or human capital to help deliver required services effectively and efficiently. The creation of demarcated municipalities based on viability measures in terms of finance and human skills of the municipalities have been eliminated especially in metropolitan municipalities but still a prevalent concern in rural municipalities and areas.

The makeover and change of local government is set down by the constitution, it is essential to note that local government has been tasked with a significant role in terms of promoting social and economic development activities in the local communities' level; this also includes democratic principles such as community participation. Additionally, the Constitution has different sections which refer to local government and its functions, chapters seven of the Constitution in particular delves into local government in a developmental perspective. For the municipalities to fulfill the expectations of the people in respect of grassroots development, significant resources in material and human capital would need to be set aside for investment.

### 3.4. Constitutional or Legislative Framework for International Relations

The 1996 South African Constitution governs the environment within which all South African actors in international relations find themselves. It does so both directly and indirectly because South African actors in international affairs have to conform to the basic tenets of the Constitution, which sets the tone for the country's foreign policy. The Constitution creates a framework within which state and non-state actors have to operate (Magogodi, 2005: 4).

The constitution as the highest law in the land guides the ways in which the spheres interact with each other as well as the outside world.

Magogodi (2005: 4) is of the view that 'any international activity of both provincial international relations (PIR) and municipal international relations (MIR) has had to locate itself within the Constitutional principles that South Africa has set for itself'. According to the principle of cooperative governance for instance, the three different spheres of government have to co-operate in governing the country. This co-operation is explained

in the constitution's chapter three; it also extends to foreign relations, despite the fact that the central government, via the Department of International Relations and Cooperation (DIRCO), is solely responsible for the country's foreign policy and direction. This position is guided by the strategic consideration that all areas of co-operation between South Africa and other nation-states will have to be implemented in a province and a municipality. There is, therefore, a need to consult with provinces and their municipalities for the purposes of co-operation in implementing international agreements that have been taken at a national level.

For instance, the co-operation with Cuba on health matters is a part of the national agreement, but its implementation has to be ultimately done through co-operation with provincial departments, the ultimate outputs of which are delivered at municipal level. It is in such instances that the interconnectedness of Provincial International Relations (PIR) and MIR with national foreign engagements is visible. This is because in terms of the principle of cooperative governance, a Premier or Mayor should not simply pick it up in the news that the President will be implementing a certain international agreement in their area of jurisdiction without their prior knowledge of such.

Flowing from this tone set by the Constitution on cooperative governance, the national government has, from the onset, made it a common practice to provide reasonable consultation with provinces and their municipalities. Under Chapter 3, provision is made for the "structures and institutions to promote and facilitate the necessary intergovernmental relations in the government spheres". These intergovernmental relations have also developed into both a practice and discipline called intergovernmental relations (IGR). IGR also includes the PCC, which at national level is the Presidents Coordinating Council, and at provincial level is the Premier's Coordinating Council. Within these IGR fora the foreign relations of South Africa can and have been discussed as a matter of practice when the need arises. Equally important, government systems like the National Council of Provinces which is usually referred to as NCOP are there to allow provinces to make their voices heard on matters of interest to them, including international relations (Magogodi 2005: 4). Furthermore, in terms of the Constitution, all nine provinces and their municipalities have certain functional responsibilities. Based on these

responsibilities they can pass legislation. Some of these are mentioned in Schedule Four (4) and Five (5) respectively. Schedule 4 in particular, provides functional responsibilities, which are of exclusive provincial competence.

Clearly, not any of the schedules show functional areas regarding foreign relations, which are provincial or municipal competencies. This affirms the notion that foreign relations are primarily reserved for the competence of national or central government. For instance, under Chapter 14 s231.1 of the 1996 Constitution it is made clear that 'all negotiating, engaging and signing of the international agreements nationally is a function of the national executive'. On foreign affairs the relevant minister with his/her department advises the national executive (Magogodi 2005: 5).

In terms of the legal dictates, according to the Directorate of Intergovernmental and Provincial Protocol in the Department of Foreign Affairs, the provinces can only enter into international contracts "given that they have the legal competence to do such". Equally they can also enter into memoranda of understanding, which is an informal agreement that are not legally binding in terms of international law and only indicate mutual intentions and goodwill.

Similarly, municipalities as the third sphere of government are also allowed to forge such informal agreements. Both types of agreements are done under the umbrella of a "twinning agreement", in which a foreign province or municipality with similar interests as its South African counterpart can be solicited to sign this memorandum of understanding. In this sense, provinces and municipalities are not prohibited from engaging in international engagements, provided they do not have legal consequences.

It is, therefore, clear that at the nucleus of the South African law laid by the Constitution and emanating from the regulations of the International Relations and Cooperation Department (DIRCO), the thrust of foreign affairs is positioned on national government and therefore little room is accorded to MIR and PIR to maneuver. Nevertheless, even within this limited space, provinces and municipalities are encouraged to make possible strides in order to attract foreign cooperation, trade and investments. Beyond the current legislative process, there is a process that has been put in motion by the Municipal

International Relations Coordinating Group (MIRCG). This process has acknowledged the difficulty of coordinating both PIR and MIR in the absence of any legislation that directly speaks to the challenge of coordinating MIR.

This legislation should not only assist with the positive aspects of managing MIR, but it should also address the negative aspects. This legislation should be limited to assisting with the management of MIR, but it should also make provisions for possible negative effects. The legislation should attempt to prevent provinces and municipalities from conducting their international affairs in a manner that may not advance the cause of South African foreign policy because of duplication or direct contradiction.

Thus, the argument put forward in this study is that the current regulations are not adequate to manage both provinces and municipalities. Provinces are much better organized and municipalities can mostly be found in need in terms of systems that can assist them to manage their international affairs in a responsible and uncompromising manner. This study sponsors the view of a legislation that speaks directly to the positive and negative management of both MIR and PIR. With MIR, the process will be able to find expression in the MIRCG that has begun discussing the option of legislation. With provinces the process may be more difficult and may require the Department of Foreign Affairs to pronounce on.

### 3.5. Role of Department of Justice and Constitutional Development

Section 5.3.1 of the Municipal International Relations Framework (1998) mentions that the part played by the Department of Justice and Constitutional Development in assisting municipalities to take part in international relations can be explained in this manner;

- It is to create a policy framework that supports and guides municipal international relations;
- To make it a point that municipalities take part in municipal international relations in an accountable, open and transparent way where there is value for money;
- To create a legal, organizational and administrative environment that is conducive and promotes municipal international co-operation; and also to

- Partner with organized and structured local and provincial government, including all related and relevant national government departments in the programmes and activities of municipal international relations.

De Visser (2005: 5) states that the realization that the Constitution cannot fit the complexities of comprehensive governance into neatly defined competencies is not new. However, it should be coupled with another realization, namely that the intergovernmental dialogue that fills this gap should not take place in an institutional vacuum. In sum, the notion of development at local government level contains an injunction that gives a constitutional structure for intergovernmental dialogue. Intergovernmental is this view would be a platform or vehicle for consultation, negotiations, decision-making, and mutual assistance and interaction amongst the three spheres of government. This would make it appropriate for all the spheres to complement and support each other through the creation of appropriate structures and policies.

In South Africa, the departments that play a role in Municipal International Relations are the Department of Justice and Correctional Service, the Department of Cooperative Governance and Traditional Affairs which is commonly known as COGTA, and also the department responsible for International Relations and Cooperation (DIRCO). These departments are important in providing a conducive environment for municipalities to successfully and meaningfully engage in international affairs.

COGTA for instance is the government department responsible for facilitating and supporting the local government programmes nationally. The Department of Justice and Correctional Services is entrusted with making sure there is correct and appropriate policy framework to address certain aspects of its governance mandate. DIRCO is responsible for guiding International Policy direction for the country both within internal and external structures and platforms.

### 3.6. Role of Department of International Relations and Cooperation (DIRCO) in facilitating Municipal International Relations

International relations is a prerogative of the national government, and municipalities are not ordinarily expected to engage or have relations internationally. There is a need to

provide clarification as to why municipalities are justified in taking part in international partnerships in a global and competitive world, where it has become increasingly difficult for a country or a city to govern alone without creating and sharing knowledge with the outside world. This section gives a comprehensive overview of the roles played by the different national departments in facilitating the interactions and partnerships that are forged by the South African municipalities with other external municipalities. The aim of such partnerships to reiterate is to add mutual social, economic and cultural values to all parties involved. The Department of International Relations and Cooperation (DIRCO) function in ensuring that MIR takes place with the following objectives:

- Is to make sure that MIR programmes are implemented in a way that complements, supports and improves the country's international relations strategies;
- To help municipalities to create international partnerships with the correct and appropriate partners and to give support and guidance to municipal international visits that are official;
- Assisting local government by giving relevant training like diplomacy and protocol;
- Giving guidance and support in terms of information on host countries, municipal partners and other necessary guiding instruments ; and to also
- Partner with organized structures that are involved in local and provincial government in facilitating MIR activities (Municipal International Relations Framework 1998: s5.3.2).

DIRCO is mainly responsible for the foreign policy direction for the country. It has a significant function in not only enabling the engagement of municipalities with the outside world but to also guides the municipalities in terms of the kinds of partnerships it undertakes internationally.

Municipalities taking part in international relations need such guidance not to commit or legally bind a country in terms of policy and not to make budget commitments that may compromise the country internationally. At the same time an environment needs to be created for municipalities to be able to share knowledge and experience with the outside world in order to be globally competitive, attract investors and most importantly for the municipalities to be developmental in their approach and programmes as outlined in the constitution and the local government White Paper. The Local Government White Paper

which enables local governments to achieve their developmental mandate is discussed in great details in one of the following sections.

### 3.7. Purpose and objectives of municipal international relations

Section three of the Municipal International Relations Framework (1998) mentions that there are different number of reasons why municipalities decide to engage in international partnership agreements either by associations, networks or activities that are international. The reasons involve:

- The facilitation and sharing of different knowledge and information that relate to technology, economy, cultural, governance and managerial. These matters change, develop or advance on a regular basis therefore it is quite imperative that the municipalities are within the correct networks and circles to be empowered to get current information with regards to international issues concerning local governance.
- Strengthen and enhance the capacity of the staff both in terms of administration and technically related services. This is done through exchange programmes and also tours that are created for study and skilling purposes, this helps not only to increase the capacity of officials and councilors in the municipality but also boost their confidence levels in the execution of their functions increasing effectiveness and efficiency for the municipality.
- To market the municipality and the city internationally as the best place suitable for investment and tourism. Cities are not different from the countries in terms of competing therefore it is good for a city or municipality to market itself internationally. This also helps to create jobs and opportunities.
- Mutual beneficitation of municipalities is one of the reasons for municipal international partnerships. This happens when municipalities have similar or common interests and decide to have a particular partnership for a joint project.
- To deal with global issues and encounters which affect the local municipalities but requires being addressed and solved on a wider and bigger platform. There are a vast number of programmes that involve the cooperation of municipalities that are created for municipalities to engage and deal with different global encounters or challenges in terms

of economic development issues, informal housing challenges, migration, environmental challenges, climate, transport, infrastructure and crime to name but a few ;

- To add value to the international community by spreading peace and harmony through cooperation. These international municipal networking bodies play a pivotal role in building and creating international peace because the relations between municipalities cut across different cultures and this helps to understand and appreciate the different cultures in the world; and finally
- Municipal International Relations can be a way for the rich and wealthy municipalities to be able to assist and share experiences with other municipalities that are not so wealthy.

These objectives and purposes create interactions that are fruitful and meaningful for municipalities to deliver on their mandates and deliver services. Some of these objectives and purposes are also part of the Local Government White Paper which is discussed below.

### 3.8. Local Government White Paper

The White Paper on Local Government was approved by the Cabinet in 1998. Its intention is to create a local government that is forward looking by being developmental in nature in the context of delivering services to communities as stated in the constitution.

The constitution puts local government as an important and critical instrument of development by entrusting it with objectives of the constitution as well as developmental duties that will change the lives of local communities for the better. These include effective and efficient service delivery, democracy, activities and programmes that reduce poverty, unemployment and inequality, community involvement and participation in government, socio-economic development, arts and culture, and climate and environmental protection. Siddle (2011: 67) states that the White Paper shaped or created a more necessary comprehensive platform in terms of the legislation for the democratic ideals as envisaged for the sphere of local government in the constitution. It is partially the key in understanding the broader framework of modern local government structures in South Africa.

The White Paper has proven to be a legislated policy that has united a friend and an opponent about new ideas. It has created public engagement, debates and discussions that will continue taking place for some time. The Paper changed the objectives of the constitution and put them on a more realizable and practical steps for the development of local government. At the same time, the white paper redefined local government mandate as “government dedicated itself to working with citizens and groups within the community to find sustainable methods to meet their social, economic and material needs and develop the quality of their lives” (De Visser 2009: 9). This kind of approach for development in local government was given a new term which became known as ‘developmental local government’ in South Africa.

De Visser (2009: 9) mentions that Developmental local government is described by four different characteristics;

- Developing socially and maximizing economic growth: local government is required and expected to carry-out its functions, duties, and powers in a manner that adds maximum value to the socio-economic development of local government.
- Coordinating and Integrating: In the municipal area, the municipality must coordinate and integrate all programmes and activities relating to development this includes involving all relevant stakeholders that fall within and outside the state.
- Public Participation and Democracy: this is informed by the notion that local communities must be involved and influence the decision making processes and procedures of local government structures, allowing them to shape the environment and communities they live in.
- Learning and leading: it is important for local government to create social capital, train and skill more locals for sustainability purposes, share ideas and knowledge with counterparts across the world, and encourage political leadership locally.

Bagchi (2000: 398) terms it as a development that places economic legislative measures that are essential, notably in the Municipal Demarcation Act, Municipal Structures Act and the Municipal Systems Act. The mentioned legislative measures have become very significant and central to operationalizing the notion of local government that is

developmental. The White Paper also enables municipalities to be more active and broadening its scope from the required norms of service delivery in local government such as refuse collection and road maintenance to issues that are more socio-economic such as enabling environment that is inclusive of other stakeholders.

The characteristics that explain the developmental ideals of local government allows it to be creative in achieving its objectives and do not stipulate the limits between domestic or international relations. Thus indicating that there are no limits as long as the appropriate channels are followed; as result, municipalities are also free to engage internationally if it will benefit the local communities.

### 3.9. The Municipal Service Partnerships

The White Paper on Municipal Service Partnerships, released by the government in 2001, defines MSP as a “contractual arrangement with another body or organization for the delivery or performance of any municipal services”. Given that some local municipalities are still weak in capacity and yet obliged to ensure sustainable delivery of services, councils are forced to consider the MSP option for meeting the particular municipal services needs of their communities.

In considering the MSP, municipalities must also weigh both the positives and negatives in terms of partnering with other stakeholders such as business people, private sector, non-profit organizations, the non-governmental organizations, community-based organizations, and other municipalities within and outside the country. Such partnerships will help municipalities to deliver better services to the local communities. In its 1999 strategy conference, the South African Communist Party (SACP) noted that there are huge inequalities and infrastructure backlog in local government, stating that government alone cannot meet these needs. The suggestion is that there is need for government to get into municipal service partnerships and to also build capacity of municipalities for the future.

There are different co-operative choices that have been explored by giving information, conducting demonstrations, training and capacitating local government personnel and other stakeholders such as business people, labour unions and the community members.

In order to enhance and deepen the understanding of municipal service partnerships, presentations have been made to showcase and share the success of MSP projects that happen both locally and internationally. The significant and critically important part of the modern public administration practice is to improve and deepen the involvement of private businesses in local government. The Department for Constitutional Development (1999) mentions that better involvement by the private sector in the services of municipal projects and programmes can be understood as providing a positive influence to the growth of Municipal Service Delivery.

Inferring from the preceding argument, the reality is that local government operates in an environment where there are other stakeholders in different sectors. There therefore a need to create partnerships that will involve all these stakeholders in local government activities, projects and programmes while at the same time making a difference in local communities. These service partnerships can and should happen both domestic and internationally to assist a municipality to compete globally.

According to Visser (2009: 14) the success of governance institutions in municipalities is an essential requirement for South Africa and any state to realize the gains of decentralization. Olowu and Wusch (2004: 9) mention that “weak authority and defective institutional and operational processes and procedures can make it hard to make decisions, and thereby lead to failure in terms of policy and weakened local governance”. Government cannot be the alpha and omega of development programmes in communities; it needs to partner with different sectors such as, NGOs and business to deliver good quality and informed services.

### 3.10. Local Government Autonomy in South Africa

Under the banner of autonomy, the electoral system and instruments for citizen participation are reviewed against the (sub-) principle of local democracy. The following questions arise: After a municipality has been democratically elected, what are its powers and are there particular powers that matter in light of the development mandate (De Visser 2005: 4). Secondly, to what extent can central and provincial governments interfere with the exercise of those powers? Where does a South African municipality get its finances

from? Does it generate its own resources or is it dependent on assistance from other spheres of government? (De Visser 2005: 4).

According to Layman (2003: 8) in South Africa there is legislation and a framework that enables municipalities and provinces to function, have powers and execute their duties. But these powers remain under the guidance and supervision of the national government. In concurrence, Guy, Mhone and Edigheji (2003:228) argue that according to Section 151 sub-section (1) of the Constitution “the local government sphere is made of municipalities which must be established for the whole of the land of the Republic”. It is essential to note that the term “sphere of government” is fairly new model for local government in the country; it has different features of interdependence and individuality or distinctiveness but it does not mean that local government has its own autonomy and can do as it sees fit and divorce itself from the other spheres of government.. This indicates that Municipalities and provinces have relative autonomy because they are regulated by frameworks and are subjected to supervision and guidance. However they do enjoy a level of autonomy, though it is not absolute and they are accountable to their constituencies in terms of policy objectives and choices.

Municipalities as a consequence of the above must carry-out their functions, powers and duties in a manner that promotes good cooperation amongst the three spheres of government in the country. The individual spheres are interdependent but work as a collective and cooperate with each other to create a government that is able to meet the needs and deliver services.

### 3.11. Policy and Local Government

Mingus (2006: 577) contends that public administrators and policy makers that are part of the international border policies have focused on finding solutions on challenges that face local borders by trying to avoid intruding and disturbing local autonomy. Irrespective of the competence of the member states of some federations to conclude treaties governed by international law, member states may maintain partnership relations with foreign States or subdivisions of foreign States. There are many examples of international cooperation and exchange activities by member states of federations as well as by territorial and functional entities of Unitary States, such as regions, counties,

municipalities, universities or chambers of commerce or handicrafts, which are not governed by international law.

These are generally covered in treaty provisions of the respective federal or unitary states, and are subject to private law, or fall outside the legal sphere entirely. Agreements such as the partnership treaties between Rwanda and Rheinland-Pfalz of 1982 or between the French region of Burgundy and Rheinland –Pfalz of 1962 or arrangements of co-operation such as those between the member states and regions in the Alps or in the basin of the Saar River, in Lorraine and in Luxemburg are not governed by international law but involve instruments without strict legal binding effect. Nor do partnership agreements with municipalities or universities involve instruments governed by international laws.

Rights and obligations cannot be created by these agreements; the act which establishes legally binding duties and rights is not the agreement itself, but either parallel or corresponding internal acts or an international treaty concluded by the respective States.

### 3.12. Local Government Legislation of Paradiplomacy in other countries

In everything, countries are governed by the rule of law. Similarly, interactions between different countries are also guided by legislations both within and outside the country. This section gives highlight on the law governing local government paradiplomacy by drawing examples from some countries who have been practicing paradiplomacy for years.

#### **Italy**

According to the Italian Constitution Article 117, the foreign policy and the international relations affairs of the country are exclusively reserved for the state. The Italian Constitution makes a clear-cut distinction between regions and central state foreign affairs. Tavares (2016: 74) submits that the basic law explicitly lays out that “in the parts and areas that fall within their jurisdictions and responsibilities regions can get into agreements with foreign government and with local municipalities of other countries in the cases, based and according to the forms and processes created by the state legislation” (Art 118). Accordingly, regions are given the power and authority to implement the

European legislation for markets that fall under or within their areas of jurisdiction, to conclude agreements that are done internationally with foreign states and their subnational entities. The Italian constitution, after being reformed in 2001, is one of the clearest on paradiplomacy in the European context (Tavares 2016: 74).

Article 120 of the Italian constitution for instance states that for institutions and structures of regions, metropolitans, municipalities and provinces the government can overrule them if they fail to act in accordance with the treatise, the European Union legislation and international rules(Tavares 2016: 74). This is reinforced in several constitutional court rulings that indicated that the regions cannot obstruct and contradict the national foreign policy and jeopardize the interest of the state. They are also not allowed to take obligations, decisions and commitments that are legally and financially binding to the state (Palermo 2007).

In 2003, the Italian law concerning the practice of reform of the constitution was passed, tightening up the scope of regional foreign affairs. For example, it restricts and confines agreements that are done at regional level with other foreign international governments to “agreements executing international treaties” that the state of Italy has concluded and to “agreements of a merely technical or programmatic nature” thus removing all the politically binding international agreements (Art., paragraph 3 of Law 131: 2003).

## **Russia**

The Russian Federation’s constitution of 1993 does not clearly deliberate and explain the rights of regional and local authorities to conduct foreign affairs. However, Article 72 stipulates that “coordination of the global and outside economic relations of the subjects of the Federation of Russian” is for the joint prerogative of the Russian Federation. Paragraph 2 mentions that, this provision “will equally apply to the federal cities, republics, territories, regions, the self-governing regions and self-governing zones”. In March 1996, Russia’s President Boris Yeltsin signed a decree “on the Coordinating Role of the Ministry

for Foreign Affairs in Conducting the Single Foreign Political Course of the Russian Federation”. According to this decree, all the regions had to inform the federal Ministry of Foreign Affairs about their international activities.

The aforementioned decree was further reinforced in 1999 by a federal law entitled “Coordination of International and Foreign Economic Relations of the Federal Entities of the Russian Federation”. This aimed at bringing into line the chaotic and diverse regional legislation on external relations with the federal laws and constitution. The law did not prohibit paradiplomatic activities though. It actually did the opposite. The new legislation also allowed the regions to keep the relations they had internationally and the right to sign some international agreement under conditions that they fall under the competencies of regions as stipulated in the federal law and the constitution of Russia. Non-central governments were also allowed to have missions internationally and have official visit from fellow equal partners (Cornago 2000: 3).

Moreover some regions have special status. The treaty of the Russian Federation had an addendum that accepted the distinct autonomy of Bashkortostan region and allowed it to conduct and practice foreign economic relations that is independent. Tatarstan and the central government had a bilateral agreement in 1994, where it was given the right to create and develop its own direction when it comes to International Relations, particularly foreign trade. (77-78).

## Conclusion

The Constitution of the Republic which is the highest law of the republic supports and promotes intergovernmental relations as a way for all the three spheres to work together in a cooperative manner and to avoid logging heads with each other with regard to each sphere’s role, powers and functions. This is done by creating legislations and creating structures that not only promote interaction and engagements among the three spheres but also with other parts of the world in particular for provincial and local spheres of government.

The National government is responsible for the policy direction of the country internationally; this however does not make it the only sphere that can participate in

international affairs. Provinces and local government can also participate but that participation should be guided and facilitated by the national government.

Local Government in particular is the belly of service delivery in the country as it is directly situated in and closest to the communities and it is usually the first point of contact between government and local communities. In its programs and actions it is vital that there is growth and development both socially and economically as supported by developmental mechanisms and legislations such as Local Government White Paper and the Municipal Service Partnerships. These developmental legislations and mechanisms created for local government does not restrict local government from engaging in international affairs and having partnerships with non-governmental stakeholders within and outside of the republic.

The local government White Paper together with the constitution encourages local government to be developmental in their activities and this can only be achieved if local governments are able to compete and share knowledge and experiences with the best cities and municipalities in the world. This can only be done by creating a platform and environment that allows, facilitates and promote the participation of municipalities such as EThekweni Metro in international relations so that they can develop to their full potential and be amongst the best cities in the world.

## Chapter 4: International Partnerships and Projects of eThekweni Metro

### 4.1. Introduction

This chapter gives an insight into the geographical spread of the partnerships that eThekweni municipality has with other cities in the African continent, Europe and also with the regional blocs that comprises of Brazil, Russia, India, China, and South Africa commonly known as BRICS. The aim of the chapter is to further unpack these partnerships not only in terms of municipalities but also looking at the involvement of important economic and social sectors such as business, sport, arts and culture, including local communities. It will explore the agreements and evaluate the outcomes of these agreements and their benefits in this regard.

The different partnerships the eThekweni municipality pursues internationally positions Durban as a global player and gives it recognition and status in the global space. To be recognized and be respected globally it is important for Durban to also get involved in the global networks that are created for cities to engage and discuss the challenges and opportunities that the cities face in terms of governance, climate and environmental change, urbanization, and immigration. This will not only give the city recognition but also help it in terms of creating networks and learning the best practices from the best cities in the world.

Before analyzing the partnerships it is important to give a brief overview of the municipality in terms of where it is situated, its population demographics, economic outlook and how it is constituted as a municipality. This includes the structure and mandate of the municipal section responsible for the international relations and inter-government relations in the municipality.

### 4.2. EThekweni Metro Physical setting

The metropolitan municipality of EThekweni is located in the east coast of Kwa-Zulu Natal Province of South Africa. The region has a very raging and unstable history that goes back to the days of the ivory hunters and their fights with the local Zulu communities and monarchs in the 1820s ([www.durban.gov.za](http://www.durban.gov.za)). The region is very big and large when

compared to other cities in the country because it has a land territory or area of 2.297 square kilometers (www.durban.gov.za).

In the province of Kwa-Zulu Natal, the eThekweni Metro only occupies 1.4 % of the land but accommodates majority of the people in the province which is just over a third and it is the economic hub of the province with 60% economic activities taking place in eThekweni Metro. The area has a heavy demand and pressure on natural resources, in certain areas, they even exceed the capacity the environment is able carry (IDP 2002:2) cited in (Ramlachan 2004: 107).

#### 4.3 Type of the Municipality: eThekweni Metro

In South Africa there are different classifications of municipalities. The eThekweni Metropolitan is a municipality known as a category A Municipality. This according to the constitution is described as:

##### (a) Metropolitan Municipality

A municipality that is classified as Category A has certain municipal executives and also legislative powers that are exclusive in its jurisdiction or area. The municipality legislative powers is found in section 43 (c), read with sections 151 (2) and 156 (2) of the country's Constitution. The executive powers of a municipality is conferred by section 151 (2), read with section 156 (1) of the Constitution. It is accepted that a metropolitan area is a Category A municipality, but in principle there is nothing to prevent Parliament, if it so wishes, to legislate Category A municipalities for other areas.

There are different forms of the Metropolitan Municipalities that are classified as Category A:

##### (a) Category A types

There are eight types for Category A (Metropolitan Municipalities)

- i. It has a collective system of executive
- ii. It is a municipality that has participatory system of a sub-council
- iii. It is a municipality that is based on ward participatory together with the system of collective executive.

- iv. It is municipality that has collective executive, sub-council and ward participatory systems all combined together.
- v. It is a municipality that has a system of mayoral executive
- vi. It is a municipality that has systems of mayoral executive together with that of a sub-council participatory.
- vii. It is a municipality with the systems of mayoral executive and ward participatory; and
- viii. It is a municipality that has a mayoral executive system together with the sub-council system including the ward participatory.

The collective executive system refers to an executive committee. The mayoral executive system means there is no executive committee and the mayor takes the place of that committee. Where there is no executive in terms of a mayor or committee present, the type is said to have the plenary system, that is, all executive power is vested in the council. According to Siddle (2011: 78) the metropolitan municipalities have been established for the major urban areas in South Africa. Metropolitan municipalities have explosive municipal executive and legislative powers in its jurisdiction or area. The councils of also municipalities comprise of single metropolitan budgets, common ratings in terms of property and service-tariff systems, and one particular employer bodies.

South Africa is made up of about 278 municipalities; eight of those are metropolitan municipalities, with district municipalities that are 44 and 226 local municipalities. All the municipalities are concentrated on providing and maintaining infrastructure and services as well as growing and developing local socio-economic environment.

South Africa as a country consists of eight metropolitan municipalities which are:

- I. East London known as the Buffalo City (Eastern Cape)
- II. Cape Town in the City of Cape Town (Western Cape)
- III. City of Ekurhuleni in the East Rand (Gauteng)
- IV. EThekweni Metro in Durban (Kwa-Zulu Natal)
- V. Johannesburg Metro (Gauteng)
- VI. Municipality of Mangaung in Bloemfontein (Free State)
- VII. Nelson Mandela Bay Metro (Eastern Cape); and

## VIII. Tshwane Metro in Pretoria (Gauteng) (SA Yearbook 2014/2015).

The Act of 1993 for Local Government Transition (Act No 209 of 1993) was intended as a transitional legislative measure to initiate the process of rationalization of local government to make them more representative and democratic and that becomes able to provide a more equitable distribution of services and resources. According to the Local Government Transition Act 1993, local municipalities in large urban areas such as eThekweni, Johannesburg and Cape Town established metropolitan councils with local councils within their respective areas of jurisdiction. Metropolitan councils were responsible for the supply of bulk services like water, electricity, sewage purification, including building and maintaining roads.

Local councils provide local functions and these also include services such as road maintenance, refuse removal, local museums and recreational facilities. After the elections of local government in December 2000, the demarcated boundary for the eThekweni Municipal Area (EMA) grew and enlarged the boundary of the earlier eThekweni Metro jurisdiction by 68%, which then led to the 9% increase of the population. The added area is generally thinly settled, with its 50% considered for subsistence agriculture, and 2% only that is considered for urban settlement. The level of service delivery is usually lower there compared to the rest of eThekweni and the population is mostly poor and unemployed (IDP 2002: 2). South Africa has municipalities which have big number of population, infrastructure and economic opportunities, these are then classified as the metros because of the influence they have socially and economically.

### 4.4 Population

The people of the EThekweni municipality are estimated to be about 3.5 million people. The municipality is also confronted with different kinds of challenges such as environmental, socio-economic, political, and governance. The municipality seeks to confront these challenges, which at the same time means meeting the needs and expectation of a population that is continuously growing. The population of EThekweni according to the 2011 Census 2011 stood at 3 442 361. The population increased by 1, 08% since 2001 to 2011 compared to 2, 34% from 1996 to 2001. The Census 2011 points out that the population of eThekweni is mostly made up of young people because 66% of

its population is 35 years of age. The 2011 Census further breaks it down by stating that 25% of that is made up of young people between the ages of 0-14 years and 41% consists of young people between the 15-34 years. Also, 26% of the EThekweni Metro population consist of people between 35-59 years of age and 8% is made up of those that are 60 years of age and older. In that 67% of the Metro's population is economically active starting from 15-59 years of age. The IDP (2002: 2) mentions that majority of the population is made up by black African people with 65% which is followed by the Asian community with 21%. The age outlines further shows that, even though the working age group is 68% of the population, EThekweni has a very large youthful population because 38% under the age of 19 years.

The 3.5 million population that resides in the metropolitan area of EThekweni comprise of diverse ethnic and cultural backgrounds. Most of the population is Black Africans with 73.8% close behind it is the Indian people with 16.7%, the White people comprise 6.6%, colored population is made up of 2.5% and other 0.4%, taken from (Census 2011).

One of the drivers of the increase of population in EThekweni is migration, with majority of the people coming from other parts of Kwa-Zulu Natal. There are also migrants who come from outside South Africa who are estimated to be 39, 500 in number. This was then followed by Eastern Cape and Gauteng provinces with 38, 500 and 24, 300 foreign migrants respectively (Census 2011). Majority of the migrants take reside in informal housing and the migrants that come from outside the country 15% stay in informal housing. Migration has a challenging implication in terms of labour force, including service delivery issues like social services, infrastructure, and environment, human settlements and basic household services backlogs.

Majority of the people occupy the north and central areas. This is because majority of the urban space of the municipality is in the central region and is occupied by about 1.18 million people which make up 34.54% of the total population. The northern region is occupied by about 1.15 million people which 33.61% of the population of the metro. The South side is home to about 758 000 people that is 22.03% of the whole population of the metro and the outer west part houses the smallest number of people with an estimation of about 338 000 people which is 9.82% of the metro's population.

#### 4.5. The Economic Outlook of eThekweni Metro

In a research carried out by Dray, McGill, Muller, Muller, & Skinner (2006:2) it is stated that the economy of eThekweni Metro revolves around the transportation and logistics actions of the Port in Durban, nationally and international-oriented manufacturing and tourism. Because of this, the performance of the economy of eThekweni Metro is closely linked to movements that happen in both domestic and global economies. Dray *et al* (2006: 6) go on to further state that the eThekweni Metro has a very vibrant economy which is one of the biggest and most significant ones in South Africa. The eThekweni Metro is the hub of Kwa-Zulu Natal economically; in 2005 it contributed about 75% of the province's output.

The eThekweni Metro's GDP was about R135 Billion in the year 2005. The metro is the third biggest economic hub in South Africa and is responsible for 10% of the country's output economically. The eThekweni Metro contributes to the South African economy with strong and vibrant manufacturing base, manufacturing trades made up 24.4% of the eThekweni's GDP in 2005 and 13.6% of the country's entire manufacturing value added was contributed by the sector (Dray *et al* 2006: 6). According to the eThekweni Metro (IDP 2002-2003: 1) Durban is the country's biggest port city and follows Gauteng as the second biggest industrial hub. Durban is a key exchange and trading gateway, with the central entry and exit points for both imports and exports because it has easy access to important trading routes to the east, and it is close to the mineral-industrial complex of Gauteng.

The eThekweni Metro also has a very strong diversified presence in the economy with the four biggest and vital industries in manufacturing, transport, finance and tourism. The eThekweni Municipal Council in October 2013 approved an Economic Development and Job Creation Strategy for the Metro for the years of 2013 to 2018 which basically outlines the growth prospects for the city for the next 20 years. The focus of this strategy was to focus mainly on the port, transport infrastructure in terms of rail and roads that are modern, maintaining and building infrastructure and the best information and communications technology (IDP 2016-2017: 48). The above stated strategy also promotes and positions eThekweni Metro as the centre for trade between the continent of Africa and the rest of the globe, while promoting the city as the best place in terms of the

manufacturing industry. Additionally, the strategy seeks to increase and promote tourism by marketing the metro as a place for both domestic and global events (IDP 2016-2017: 48).

The eThekweni Municipal region is the economic powerhouse of Kwa-Zulu Natal and also makes a positive and important contribution to the economy of South Africa. It is a vital link between the regional economies of Pietermaritzburg (and onwards to Gauteng) and Richards Bay (IDP 2016-2017: 48). EThekweni is also ranked as the second biggest economic centre and is also South Africa's second most important and vital industrial region. The metro has a strong manufacturing sector that is world class and it has the capacity and potential to compete with the best in the world (IDP 2016-2017: 48).

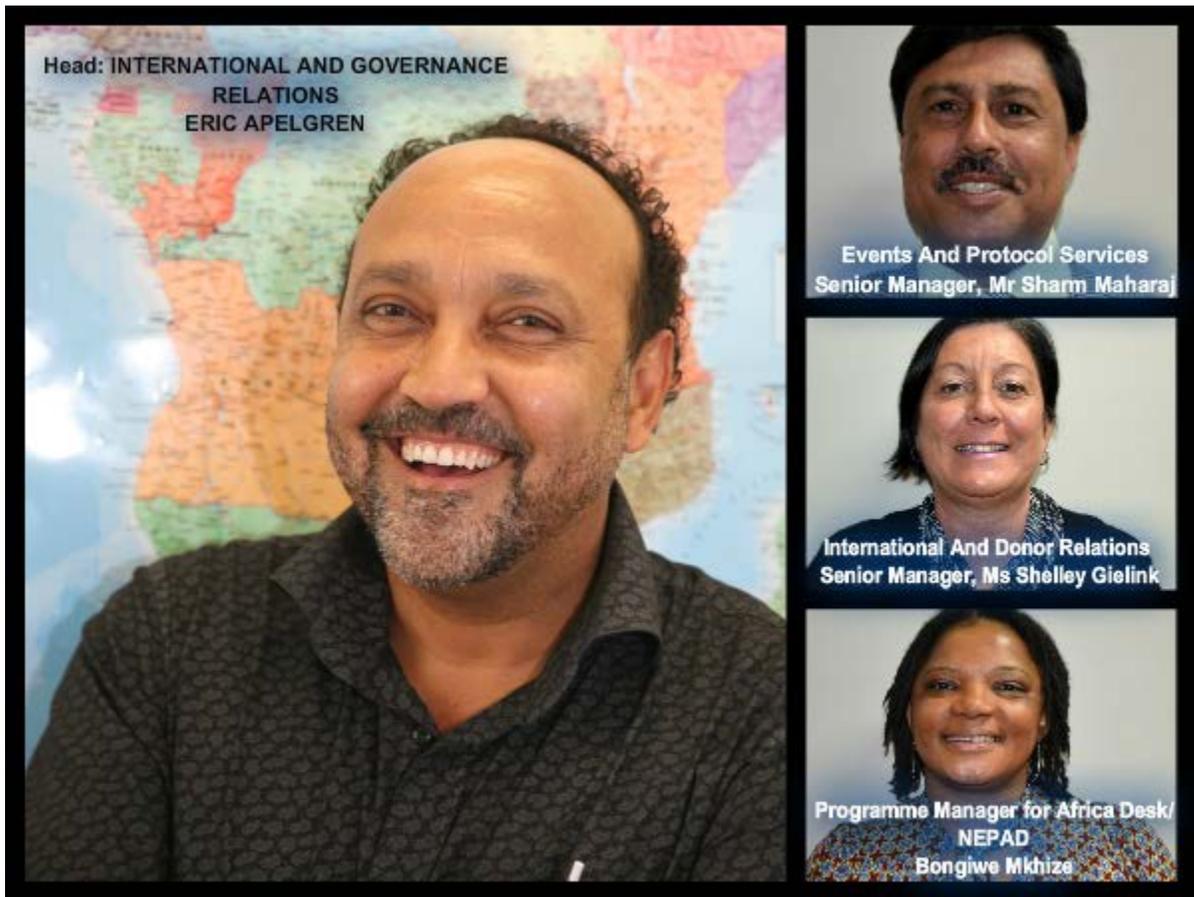
EThekweni Metro holds the continent's important different logistical platforms and mechanisms and these includes airports, the busiest port in the continent of Africa, global conference venue, world class stadiums and sporting facilities as well as having great places for tourism. EtheKweni is also substantial administrative centre, as it provides key public services within the Metropolitan area as well as to other regions (IDP 2016-2017: 48). Lastly, EThekweni is a centre for low cost production and a key logistics hub in the national economy of the country. The city holds 10% of all employment opportunities in South Africa (IDP 2016-2017: 48).

#### 4.6. Structure and Mandate of the MI &GR unit

The eThekweni Metropolitan Municipal's International and Governance Relations (MI & GR) unit, it is a subsection of the eThekweni metro municipality. The primary function of this unit is to provide strategic support for development and implementation of international and intergovernmental relations, policies and programmes to maximize service delivery (Unit Business Plan, 2012: 1). The MI and GR seek to place the municipality as a strategic international actor through a complete sister city programme, donor relations programme and programmes in conjunction with continental and global organizations such as New Partnerships for African Development which is commonly known as (NEPAD) and the United Nations Institute for Training and Research known as (UNITAR) (IDP, 2011/2012: 63). In essence, MI and GR goals and objectives mirror the national Municipal International Relations Policy framework, ensuring inter alia that local

stakeholders, non-governmental organizations, community based organizations, educational and tertiary institutions, and faith based groups are involved in municipal international relations agreements (Unit Business Plan, 2012: 2).

Furthermore, this unit plays a coordinating and steering role through its head of department, senior managers for International and Donor Relations, Protocol and Event managers, and Intergovernmental Relations and programme managers for the African/NEPAD and the International Training Centre for Authorities and Leaders known as CIFAL programmes respectively. The sub-units indicated in figure 1.1 is a clear indication of the importance and complexity of the unit as it deals with different aspects that form part of international relations such as events and donors and also provides a particular focus on African partnerships and the NEPAD program. There is a dedicated project officer for sister city agreements and administrative coordinators employed by the municipality as noted in figure 1.1.



Source: [www.durban.gov.za](http://www.durban.gov.za)

The following section gives a picture of the networks that the municipality is involved in when it comes to the associations and the networks of cities in the world.

#### 4.7. Basic Reasons for Municipal International Relations

This section deals with what influences the cities to get into partnership with each other looking at politics, culture, and economic factors.

##### 4.7.1. Political agreements

Municipalities enter into international relations with other municipalities for various reasons politically. Sub-national Governments (SNGs) may want to develop a “set of international relationships that will affirm the cultural uniqueness, political independence and the national character of the community they are representing” (Lecours 2008: 2-4). Municipalities are able join their efforts globally to pressure and persuade their national governments into a preferred programme of action or direction such as wanting to self-govern when it comes to international relations including signing of treaties. Lecours (2008: 3) state that this has happened in places like Quebec, Catalonia, Flanders and the Basque Country.

In eThekweni Metropolitan Municipality, Memorandum of Understanding, agreements or partnerships between cities have been done under the request of political leadership usually led by the mayor and at times guided by the relations and agreements that are done by the national government internationally. Apelgren (Interview: 2016) put it on record that agreements are done for different reasons and in different ways stating that:

“Normally, there are variety of ways one is that the political leadership recommends and requests officials to do research, it also come from our national government, normally get requests from other countries to when the President signs bilateral agreements between the two countries, cities within those countries agree to partner with cities in the respective countries and through those, those are the two main ways in which sister cities agreements, its political and it is also national governments bilateral agreements, and the third one is that citizens themselves also develop relationships, sometimes they want the

support of government to enhance those relationships, sister city relations come that way” (Apelgren Interview: 2016).

However, when it comes to provinces and cities the engagement in international relations is interested in enhancing social, economic, , political, and also including cultural matters not necessarily trying to establish full sovereign and independent state that is different and separate from the central or national government in terms of policy. Neo-functionalists do recognize SNGs in international relations but at the same time does not diminish the significance of states, which continue to play a vital part in integration by facilitating, assessing and by setting the terms and positions of the arrangement. The following section looks at the prospects of economic agreements.

#### 4.7.2. Economic agreements

Sub-National Governments (SNGs) want to develop their cities and are always in search of “investment, markets for their products, and also include science and technology for modernization” (Keating 1999: 4). In other words, they take part in foreign relations with the drive to attract foreign investment, inviting and interesting international companies to the region and also searching new markets for exports. Keating (1999: 4) is of the view that the inward investment that the sub-national governments wish to attract, SNGs also try to increase the internationalization of their local economies and to develop their local businesses and markets through the outward investments’. The eThekweni Metro is the busiest and the biggest port or harbor in South Africa as well as in the African continent as a whole, this makes it the economic hub of Kwa-Zulu Natal province but also places it as one of the key economic areas for South Africa and the African continent. EThekweni Metro is engaging and partnering with different countries across the globe for economic gains that seek to face the challenges faced not only by the city but by the country, challenges of inequality, unemployment and poverty.

#### 4.7.3. Cultural agreements

One of the other reasons why SNGs decide to enter into the international field is to pursue support internationally in terms of promoting their culture and language, and also to promote their cultural identity internationally as a unique cultural environment or region, in particular where the government nationally is not giving them adequate platforms or

not sympathetic towards them. EThekweni Metropolitan municipality is rich in terms of its culture, heritage and language as it is a dominantly Zulu speaking city, It also has the biggest number of Indian population outside India thus making it a culturally diverse metropolitan city which has a lot to share and teach the world about culture. According to Mark (2009: 8) Cultural diplomacy is a normal diplomatic practice that is done by governments, mostly between single governments; it is also done by groups or regional governments like the European Union, and the subnational government. Cultural diplomacy aims at projecting the culture of a nation and the city's image internationally.

South Africa is a country that is culturally diverse and it has a national government that recognizes and supports cultural activities through its Arts and Culture department, and also encouraging cultures to showcase and share their knowledge through tourism. The Zulu nation is one of the biggest cultures not only in the republic but also Africa and the entire world.

Cultural diplomacy is done for different reasons, although the reasons do not themselves function to differentiate cultural diplomacy from contiguous normal practices. Usually, governments have stated that they take part in cultural diplomacy to achieve idealistic purposes to develop common understanding, fight ethnocentrism and stereotyping, and prevent cultural conflicts (Mark 2009: 8). Further still, Mark (2009: 10) is of the view that cultural diplomacy and agreements unites activities taken by involving different participants such as dancers, actors, singers and so on, but also the manifestations of their artistry such as film, the promotion of aspects of the culture of a region or state for example a langue, and the exchange of local people, such as those in academics, business and sports.

Apelgren (Interview: 2016) supports Mark's (2009) view by stating that the international partnerships signed in terms of Memorandum of Understanding by the municipality seek to increase people to people contact by creating opportunities for musicians and people in the field of arts and culture.

Cultural agreements also help to decrease and eliminate conflicts on issues such as race, language color, religion, tribe and gender. It gives people exposure to communicate and to appreciate the different people and cultures in the world.

#### 4.8. eThekweni inter-municipal and Durban Sister City Networks

##### 4.8.1. Cross Border Municipality-Driven Networks

According to Perkmann (2003: 1) there are basically few or no local or regional authorities in a country that are not somehow involved in terms of cross-border cooperation programmes and initiatives.

The engagement of local and regional municipalities in cross-border networks means participating in a field that has been reserved for a central or national government. These platforms deal with issues that affect local cities in terms of transport, environment, spatial planning but the local authorities were not properly involved in the structures. Cross-border municipal networks are now providing a platform for municipalities to engage in the international arena on issues of common interests. In accordance with South Africa's Municipal International Relations policy, and as Nijman (2009: 15) suggests of urban actors, eThekweni is becoming increasingly visible as an actor in global affairs through cross-border networks.

eThekweni accomplishes this not just through sister city and donor relations coordinated by the MI and GR but also by the Municipal Institute of Learning (MILE) and in coordination with 'Imagine Durban'. To implement its Long Term Development Framework, and recognizing that all sectors have roles in achieving targets and sustainable living for all, eThekweni, in partnership with Sustainable Cities International (SCI) created 'Imagine Durban' in 2010. 'Imagine Durban' engages multiple sectors through an action oriented framework with specific goals, aims, pragmatic programmes and measurable project results (IDP 2011/2012: 204).

Being involved in different municipal networks in the world gives Durban a voice and recognition in the world. This also helps it to engage on issues of development whether

they are challenges and opportunities. The next section will give an understanding on what influences municipalities to want to enter into partnerships with other cities in the world.

#### 4.8.2. African Partnerships

The South African democratic era opened new possibilities for both international and subnational regionalism. In terms of the integration of some of the neighboring economies, the developing political context has an impulse for regional cooperation arrangements and systems, such as the transformed South African Development Community (SADC), that constantly has developing openings for subnational mobilization. For instance, Gauteng and Mpumalanga provinces of South Africa are involved in the Maputo Corridor, an important development project which includes great investment in transport infrastructures in order to build-up and strengthen the Johannesburg-Maputo axis.

In relation to the NEPAD duties the eThekweni Metro was elected, amongst other cities, to lead the NEPAD cities in Africa, an initiative backed by the UN Habitat aimed at tackling the challenges that are confronting the local authorities in service delivery. EThekweni Municipality has spearheaded the UN Habitat initiative by encouraging key African cities to participate in the NEPAD Cities programme. Additionally, eThekweni Municipality was given the responsibility of coordinating all activities that are linked with mobilizing members and dealing with financial resources. The municipality did this alongside United Cities and Local Governments of Africa (UCLGA) and NEPAD Secretariat.

Listed below are the six other key African cities that form part of the NEPAD Cities programme with Durban ([www.durban.gov.za](http://www.durban.gov.za)):

- I. Bamako in Mali
- II. Douala in Cameroon
- III. Lagos of Nigeria

- IV. Lusaka of Zambia
- V. Nairobi in Kenya
- VI. Rabat of Morocco

The programme allows the cities involved to share information in terms of best practices when it comes to common issues such as governance, science and technology, trade, security and peace, and investment, by being part of the programme Durban benefits by getting a first hand in how other African municipalities are doing things to help improve governance.

In an interview with the Director of International and Governance Relations Mr Apelgren, he stated that:

*“The eThekweni Metro have taken a specific decision to have a dedicated section in my office to work on Africa and NEPAD and if you look at the number of Sister Cities there is a fairly good balance between the Europe, North America, Africa, and Asia is not enough there is China and South Korea on the continent we have Alexandria, Oran, Mombasa, Odawa, Bulawayo, there is still a lot of African cities that we will work with and we have been pushed by our previous Mayors to make sure that we do that”*

(Apelgren,.: Interview: 2016).

The above statement gives a clear indication that the eThekweni Metro is serious and committed in having good strong partnerships with African cities and other parts of the world to help give the Metro the global perspective on different developmental issues.

Africa as a continent has a 2063 Development Agenda that gives a vision of the kind of Africa that is united, progressive and working towards:

- A flourishing Africa based on growth that is inclusive and development that is sustainable;
- A continent that is integrated, united politically and committed to the principles of Pan-Africanism and the African Renaissance vision;
- An Africa that has good governance, functioning democracy, respect and uphold human rights, justice, fairness and the rule of law;
- Africa which is peaceful and secure

- A continent with a strong cultural identity, shared heritage, and has common values and ethics that are shared by everyone.
- A development that is people-driven, dependent on the potential and the prospect of the people in the continent, in particular the women and the youth, and taking care of young children
- The African should be a strong, united and influential world player and partner (AU Commission Agenda 2063: 2).

In order for this vision to be realized the initiative does not start and stop with the African Union and central governments, the active participation of subnational governments such as cities and provinces is highly required. Through the NEPAD initiative, including it as a sub-unit and a programme, the eThekweni Metro has positioned itself positively in the realization of the AU 2063 vision.

### **Nature of the International Activities undertaken by eThekweni**

It is essential to provide a detailed outline of the structure and the nature of the Partnerships eThekweni has in Africa. The following is an outlook of the Memorandum of Understanding (MOUs) between the eThekweni Metro and other cities in the continent. The MoU and the status of the MoUs is provided by the Head of the Municipal's International and Governance Relations (MI & GR) unit through a folder of all the International partnerships that eThekweni Metro is part of.

#### **❖ Alexandria (Egypt)**

The agreement was signed by Mr. Obed Mlaba (the then mayor of eThekweni Metro) and Mohamed Abdel Salam El-Mahgoub (the governor of Alexandria) and came into effect on the 24<sup>th</sup> of October 2001. The parties sought to exchange experience and knowledge around the following areas:

- The agreement fostered the development of educational and cultural cooperation concerning the youth, sports and the mass media. It also included the facilitation of

furthering relations between the Higher Educational Schools, Colleges and Universities of the two cities.

- Cooperation between representatives of the business world of both cities, including banks, and insurance companies, medium and small-size businesses and the facilitation of the establishment of relations between the Chambers of Commerce and Industry of Durban and Alexandria.
- To tighten the Sister City links former Mayor Obed Mlaba, Mr Eric Apelgren and Mr Vusi Mazibuko who was in Sports and Recreation as Deputy Head visited Ambassador Kudjoe in Cairo where the South African Embassy is based and they went to Alexandria as a delegation to meet with the Mayor to revive the links between the two cities.

The meetings held in Alexandria included a sports partnership between soccer teams in both cities. Alexandria was encouraged to send a squad to participate in the One Nation tournament that was held in July 2008. This was done with the intention to establish relations in football between the two cities. The business side of the partnership was intensified by a 'South Africa Week' which was conducted in Cairo in October 2008. It was headed by the then MEC Mkhize to encourage and promote business relations between Egypt and the Republic.

The partnership between eThekweni and Cairo municipality has not had any meaningful and consistent activities that keep the partnership active between the two cities since the visit that was led by MEC Mkhize in 2008. It needs to be revived because there is a lot to be explored between the two cities as they are both rich in terms culture, arts, language, economy and sport.

#### ❖ **City of Oran (Algeria)**

The agreement between the two municipalities was done in Algiers on the 24<sup>th</sup> of September 2000 in both English and Arabic. The declaration of intent shall be binding and meaningful after the ratification and approval of the Durban Metropolitan Council and the Municipality of Oran. The municipalities were both led by their Mayors Mr. Obed Mlaba of EThekweni and Mr. Benmarouf Lahouari for the Peoples Municipal Assembly of Oran.

The parties agreed on the promotion of exchange and trade development industrial and technical relations. The two parties shall endeavor through their intent and in conformity with legislation and legal standards in force in their respective countries to work for the promotion of exchange and the development of commercial, industrial and technical relations between the economic bodies of the two cities. The parties also agreed to strive towards the promotion of cultural exchanges between the two cities and committed to settling disputes that are likely to arise between the two cities as partners.

There are currently no further links or projects between eThekweni and the City of Oran but interaction is retained through the SA Embassy in Algiers. The links between these two municipalities can be revived to strengthen the ties between them and also increase cultural, trade and economic prospects.

This can also help to create job opportunities and exchange programmes for Durban citizens. The following is Bulawayo in the SADC region.

#### ❖ **Bulawayo (Zimbabwe)**

An agreement was reached and signed in Durban on the 7<sup>th</sup> of November 2002. The agreement remains in play until such a time that it can be changed by mutual agreement or by request by either one of the two parties. The programme of co-operation looked at encouraging and facilitating contacts, promoting active co-operation and the exchange of ideas that originally concentrated on the areas of:

- Economic development and trade
- Social upliftment
- Tourism
- Cultural relations
- Education, sports
- Administration and Professional links

It states that time and again the representatives of the two cities have to assess progress and will give each city a report with any suggested changes to the process for the agreement or areas focused on.

Bulawayo has been experiencing some difficulties in sustaining its International Programme because of an unstable political environment in the country. However communication takes place from time to time and co-operation continues on a slow pace.

### **The Process of Peer Review**

The former Speaker of Council Cllr. Nxumalo attended a session of the Peer Review Process which terminated the project with the Commonwealth Local Government Forum (CLGF). The peer review project continues because there was delegation that visited from Bulawayo which was given exposure to important aspects of good governance in the municipality of eThekweni Metro that is taken as the Best Practice center of good, effective and efficient governance. During the year of 2006/07 the Commonwealth Local Government Forum kept on providing funds for the Peer Review project that takes place within the municipalities in the Commonwealth and eThekweni undertook a Peer review done by the Bulawayo Municipality. The process of the peer review happened in two phases with delegations taking the visits to do the review. In November 2007, the former Speaker of eThekweni metro Council Cllr. James Nxumalo attended a Workshop of the Peer Review Process that was hosted at the Victoria Falls.

### **The Urban Management Project**

The urban management project has not seen the light of day because of political and financial difficulties. During the 2006/07 financial year Durban Solid Waste considered the option of selling to Bulawayo the second hand loaders to be able to assist them in terms of removal of solid waste.

### **The Art Galleries co-operation and the exhibition of Human Rights**

The exhibition was put together and the transport costs have been covered but because of the political climate in Zimbabwe, the project had to be put on hold at least to a point where the environment in Zimbabwe is more favorable to an exhibition on Human Rights. The partnership of the National Art Gallery in Bulawayo and the Durban Art Gallery began in the year 2000.

### **The Projects on Sport**

The preparations were done to host Bulawayo at the One Nation tournament that took place in 2008. It was intended that the transport, subsistence and the general support of the Bulawayo participants should fully be paid for by eThekweni Metro in order to confirm and guarantee its participation. As a result Bulawayo was indeed represented and participated in the One Nation Cup tournament. There has however been no visible activity seen after that due to the political instability in Zimbabwe.

The agreement and partnership between eThekweni Metro and Bulawayo has not had much impact apart from the peer review and the participation of Bulawayo in the One Nation Cup tournament. This is because of the continuing deterioration of the political and economic conditions in Zimbabwe, which in turn also affect Bulawayo as the municipality to be unable to deliver on its partnership with eThekweni effectively and efficiently due to the instability in Zimbabwe.

#### ❖ **Maputo (Mozambique)**

The signing agreement between Maputo and eThekweni was done in two languages, English and Portuguese, on the 31<sup>st</sup> of January 2007.

The parties agreed to provide a common platform on which a constructive engagement on the various and common issues affecting the two municipalities. This means the identification and disclosure of planning initiatives and development programmes that are of common interests between the two municipalities. The parties agreed to develop projects and identify sources of funding for projects and initiatives together, to be able to foster and promote sound economic relationships whereby opportunities for networking and partnerships are developed and enhanced, to cooperate in furthering the aims and objectives of UCLGA, NEPAD as well as other organizations of which the two Parties are members.

The parties also agreed to share the best practices in and technical expertise on;

- Urban management

- Transportation and mobility management
- Financial management
- Economic planning
- Cadastral planning
- Solid waste management
- Port development related project
- Cultural exchange initiatives
- Business and tourism links, among others.

As part of the Sports initiative, In 2006/07 Maputo was invited to attend and take part in the One Nation Tournament in 2008. It was expected that their participation would lead to maintaining the relations between the two cities when it comes to football. Additionally, Durban and Maputo have huge tourism potential and have great links in terms of transport infrastructure, harbor and sea tourism in terms of popular beach ship cruises.

This partnership has great economic benefit around the tourism and infrastructure which can create job opportunities for both municipalities; people mostly take cruises from Durban to Muputo which helps boost other industries within tourism such as transport, hotels, bed and breakfast, conference centres and tourist attraction sites. Therefore this partnership can be explored further.

#### ❖ **Mombasa (Kenya)**

Parties agreed to gather and disclose planning initiatives and development programmes that are of common importance between the two municipalities and

- To collectively develop projects and identify sources of funding for projects and initiatives.
- To foster and promote sound economic relationships whereby opportunities for and partnerships are developed and enhanced, to cooperate in furthering the aims and objectives of NEPAD.

The parties also agreed to share best practices in and technical expertise on:

- Urban regeneration

- Transportation and mobility management
- Solid waste management
- Water and sanitation
- Human settlements
- Information Communication Technology Initiatives
- Cultural Exchange Initiatives
- Port Development Related Projects
- Environmental Management
- Business and Tourism Links; and
- Urban agriculture

The agreement was ratified and signed in Durban on the 22<sup>nd</sup> of February 2012. Kenya is one of the fastest developing countries in the continent especially in terms of the information, communication and technology. A lot can be shared between the two cities to further create cohesion and linkages especially for the young people to drive the urban regeneration programmes. The partnership of Mombasa and the eThekweni Metro has enormous potential to bring about positive economic growth for both the municipalities.

#### ❖ **Ouagadougou (Burkina Faso)**

The partnership between the eThekweni Metro and the city of Ouagadougou together with the African Capacity Building Foundation (ACBF) was established on March 23 2007, with regard to funding the International Centers for training of Local Authorities (CIFAL).

This partnership was set up for the purpose of funding for CIFAL but it can be expanded to ensure that both eThekweni and Ouagadougou get to improve their skills base, information, technology and do exchange programmes for both municipalities to share cultural experiences and explore further economic opportunities.

#### **4.9. EThekweni Metro positioning in BRICS**

BRICS is a block of nations from the different parts of the world but share similar or rather same objectives in terms of the direction the world should take in relation to socio-economic issues, politics and governance. BRICS is made up of five different countries

namely: Federal Republic of Brazil, Russian Federation, Republic of India, People's Republic of China, lastly and the Republic of South Africa. According to Stuenkel (2013) in the year 2008 only four cities that were part of the BRIC nations, Rio de Janeiro, Saint Petersburg, Mumbai and Qingdao formed a partnership. The eThekweni Metro/Durban was the last to join the cities following the acceptance of South Africa as a member of the BRIC nations making it BRICS late in the year of 2010.

The underlying foundation of the cooperation is that the BRICS countries can learn beneficial lessons about the relationship between growth, development, poverty reduction and urbanization from each other. Urbanization in particular poses a great challenge to the BRICS' society and communities, specifically those that still have large rural populations. Brazil and Russia largely have urban areas, majority of the population in China and India live in the countryside.

The first Friendship Cities and Local governments Cooperation Forum of BRICS took place in Sanya, China from 1-3 December 2011. It mainly focused on strengthening and deepening the cooperation between BRICS countries with the theme named "Broad Vision, Common Prosperity, Developing Friendship Cities, and the Promotion Cooperation". The forum ended with the adoption of the first initial Friendship Cities and Local governments Cooperation Declaration that emphasized the importance of BRICS countries to consolidate their cooperation and work as information sharing platforms with the aim of increasing sustainability among BRICS cities. It is of import to state that BRICS countries are bound by the Delhi Declaration, Clause 44, which advocates for BRICS countries to synchronize efforts to open information sharing and exchange platforms among best practices in order to co-manage the socio-economic issues that they face.

Apelgren (Interview: 2016) recognizes and makes reference to the partnership of the BRICS cities:

*"We call it the BRICS Friendship Cities, we are signatories to that. We have had a number of engagements and there has been cooperation in Russia we have cooperation between St. Petersburg was our main link but there is another city called Siberia, they have signed an agreement with MANCOSA on academic cooperation in aeronautics, aerospace, astronomy, management systems and it's been very interesting benefits. The one with Brazil in Rio we haven't because Brazil has been going under political changes so that one we haven't really had much*

*action yet but you see as cities we have met and shared ideas around local government issues but we haven't really had viable projects coming out yet. The only one has been with the Russians in terms of academic cooperation in St, Petersburg. India, Mumbai there has been cooperation in economic film industry but in terms of BRICS I know the next BRICS meeting is in Goa India, China it has been with Guangzhou but the Chinese city of the BRICS is Qingdao and there is lot of cooperation in academics community but at the city to city level is much more that needs to be done to get that goal" (Apelgren 2016: Interview).*

The BRICS friendship cities need to be made more active and functional; there is immense potential for sharing of knowledge and experience as the cities mostly share similar challenges and opportunities in terms of urbanization.

### **City of Qingdao (China).**

With the primary and strong desire of the BRICS Partner Cities to share and exchange knowledge, challenges, experiences and best methods and practices to achieve sustainability and inclusive growth of cities, which accords with the shared interests of South Africa and China; eThekweni Municipality and the Peoples Government of the City of Qingdao declared intentions of creating friendly cooperative relationship by cooperating in areas of competency and the aptitude of the two cities that were identified by their respective Mayors during the signing of the agreement in April 2015.

EThekweni Municipality and the City of Qingdao agreed to create opportunities for the cities to attend strategic events and meetings by invitation through the mayors of both cities in the strategic areas of competence of the municipalities. To inform their political representatives and to widely disseminate the existence of this arrangement to public and private partners of the City of Qingdao People's Government and the eThekweni Municipality. The agreement with the City of Qingdao enhances the support to the BRICS Friendship Cities and Local Government Co-Operation Forum towards the achievement of sustainable urban development.

The MoU and the status of the MoU is provided by the Head of the Municipal's International and Governance Relations (MI & GR) unit through a folder of all the International partnerships that eThekweni Metro, from that an analysis of the cities that are based in the BRICS countries was done to see the interest at the municipal level. The

partnership exists but is not active and a lot can be done to make it effective in terms of knowledge and skills exchange.

## **GUANGZHOU (China)**

There are other cities that are outside this Friendship Cities bloc but fall under the BRICS countries. There are the BRICS cities that Durban is in partnership and have positive relations with Guangzhou is one of the cities. The MoU between the two cities Guangzhou and eThekweni Metro was signed and became active in July 2000.

### **Guangzhou Sister Cities Joint Meeting**

The senior management that is responsible for the International Projects and Donor Relations sub-unit was invited to be part of the Combined Sister Cities meeting represented by all the Guangzhou's sister cities in March 2008 in Guangzhou. The relations were strengthened and deepened because of the visit and a number of new projects have been planned.

### **Co-operation in Port**

There was a gathering session that took place, with the participation of the Deputy Director of the Guangzhou Port which has a twinning agreement with the Port in Durban. Guangzhou is committed to running training sessions for harbor operators in the Port of Durban.

### **Health and Informal Trade**

There has been no follow up made on health and informal trade. There was a delegation from eThekweni Metro which visited Guangzhou in September of 2006 that visited and viewed Health and Informal Trade facilities to support Durban when it comes to informal trade policy including how the city's health care system is able to take care of Guangzhou's 10 million people.

### **Sport, Recreation, Arts and Culture**

Guangzhou took part in the tournament of One Nation that was in Durban 2008. There is a community park in Guangzhou where majority of the city's sister city partners contributed items to indicate the twinning between the both cities. Durban was also looking at contributing towards the park project. There is no recorded activity after the One Nation Cup between the two cities.

The partnership was last active when the One Nation Cup Tournament took place in 2008; to date there is no further mentioned activity between the two cities. There is a MoU between the two cities which is still relevant and can be utilized to revive the links between the cities focusing on areas such as the economy, trade, culture, arts, technology and science. This is to increase mutual prosperity and development between the two cities.

### **Sao Paolo (Brazil)**

eThekwini has a cooperative agreement with Sao Paolo in terms of creating Cities without Slums. The MOU arises from a visit by a delegation headed by Sao Paolo's Secretary of Housing to Durban from 11-14 July 2003. The visit was organized and facilitated by Shack Dwellers International (SDI) and its South African affiliate Homeless People's Federation/People's Dialogue. The aim was to commit to constructive and collaborative partnership aimed at addressing slums and shacks in Brazil and South Africa in particular eThekwini and Sao Paolo.

The objective is to fulfill the Millennium Goal that seeks to improve 100 people living in slums by the year 2020 and to also create Cities without Slums which is the goal of the Cities Alliance. This project is ongoing but has not had much impact because slums and shacks have not been decreasing to levels where they can be no more by the year 2020. The project and partnership between the two cities need to be intensified to make the goal of cities without slums to be a reality and improve the lives of the citizens of both cities.

### **City of Curitiba (Brazil)**

The agreement was signed on 7 July 2010 in Durban by the leaders of the two municipalities. The agreement was influenced by India, Brazil and South Africa (IBSA)

that had a Forum of Intergovernmental Relations and Local Government. The aim was to look at issues of inclusive governance and proposing concrete actions, projects and integration of civil society and government. In essence, the aim is to enhance and create an inclusive government which takes into consideration different sectors of society. The partnership has not been very much active and has not shown any positive results.

#### 4.10. European Agreements

Europe has some of the most advanced and developed cities in the world, it would be strategic and beneficial for growth and development for any city in a developing country such as South Africa to partner with cities in Europe. The status of the MoUs in Europe is provided by the Head of the Municipal's International and Governance Relations (MI & GR) unit through a folder of all the International partnerships that eThekweni Metro is part of in Europe.

#### **City of Leeds (United Kingdom)**

There are common beneficial opportunities for communities and citizens of both cities which will run smoothly from co-operation and understanding between Leeds and eThekweni. The opportunities include but not limited to, increased trade and economic development as well as cultural and social upliftment. The programme of cooperation will encourage and facilitate contracts, stimulate effective co-operation and share ideas, and will initially focus on the areas of environment, safety and security, economic development and social upliftment, tourism, arts and culture. The Memorandum of Understanding was signed on 13 July 1998 in Durban. The partnership with Leeds started in 1998 and remains active with about thirteen projects that were implemented and realized in the period of review. The annual Leeds Durban Partnership Committee meeting did not materialize when the review period was taking place.

#### **Projects on Economic Development**

#### **Procurement Project**

The Commonwealth Local Government Good Practice scheme Procurement Project was completed and the final report was done and submitted, accounts have been finalized by both cities. In addition to the report there was a workshop that took half a day hosted in eThekweni in May 2008 to deliberate whether or not the two cities would like to take part in a related project for a further period of three years and if that is the case under what terms.

The Commonwealth Local Government Forum Good Practice Scheme in 2006/07 committed to funding and supporting the Project of Procurement that ended in December 2007. In that period the Best Practice Guide for Municipal Procurement, Standard Operating Procedures for Procurement and a Training Manual on these for procurement personnel were all done and completed. There is a functioning website assisting the local companies to access tenders. In March 2007 the Best Practice Guide was initiated and introduced with very constructive and positive response shown by the South African Department of National Treasury. There was also an interest shown in repeating the project in other different municipalities throughout country. There was a meeting that took place in London, England with Carl Wright the Secretary General of the Commonwealth Local Government Forum, showed their interest and intentions in funding these kinds of project in the near future.

## **Business Links**

In 2007 the Leeds Procurement Unit took part in the small, medium and micro-enterprises (SMME) Fair where the business networking channels were hosted. There is continuation in working on connecting small business firms in both eThekweni and Leeds. There is continuous development and growth in the relations between the Durban Chamber of Commerce and the Leeds Chamber of Commerce. The Procurement Unit of Leeds also took part in the SMME Fair in 2006 where the networking gatherings of businesses took place and presentations on “Doing Business in Leeds” were presented. Deputy Mayor of eThekweni Metro at the time Cllr. Logie Naidoo headed the delegation that went to Leeds for the event of the Yorkshire International Business Convention.

## **Lion's Den Project**

The project is continuing to improve in terms of its popularity status and its success. The second share of funding and the phase two judging of the Lion's Den happened in 2008 May when the Lion's that came from Leeds came to eThekweni to judge the latest contestants the winners were announced at the SMME Fair Gala that happened in September of 2008. Someone who represented Leeds was present to hand out an award.

In 2006/07 the project happened in a way of a competition that called on small business entrepreneurs to present their business plans to a group panel of successful businessmen and women who judged the best winning business plan. There were start-up grants for Capital up to a total of R250 000 which were given by corporates from Leeds. There were two R50 000 Start-up grants that were awarded to two different businesses and ten different R10 000 grants given to ten micro enterprises. An additional R50 000 was presented in a way of an equity shareholding in the winner's business. The second part of the funding is being required to go on with the project into the following financial year with businesses from both the city of Leeds and Durban being contacted. The interest shown by the media in the project was commendable. There was An Awards Breakfast that was hosted in eThekweni was attended by funders coming from Leeds where local businesses were awarded their prizes.

## **HEALTH, SAFETY AND SOCIAL SECURITY PROJECTS with Leeds**

### **Foster Home Project for AIDS Orphans**

The project came across challenges because the foster homes were not yet built because of the postponements in the human settlement project at Esidweni. In the year 2006/7 the Durban Children's Society and Leeds Metropolitan University signed a contract in the presence of the then British High Commissioner Paul Boateng in which the Leeds Metropolitan University committed to funding one AIDS Foster Home with £3 000 per year for five years. The funded house is in Durban Chesterville Extension, Cato Manor.

### **Crime Mapping Project**

The crime project had not been fruitful but it still remained on the work programme. In the years of 2006/07 the project Crime Mapping was being tested at a feasibility stage. Meetings and discussions were held to deliberate possible training for eThekweni Metro Police members in Leeds.

### **Project on Food Security**

The project has developed and has gradually been growing in leaps and bounds because the women's group still continue to bottle and sell homegrown chillies. Leeds continues to give annual donation to buy seed as way of supporting them. In 2006/07 the project has moved from being a simple basic food security initiative to being a monetary generating project that sees the women's group continuing to bottle up chillies and selling them to the market locally. The staff members from the Leeds City on an ongoing basis in their spare time continue to raise funds to help to buy seeds for the women's group. Former Mayor Obed Mlaba received a cheque of £5000 when he visited Leeds May 2007.

## **LEEDS: SPORTS, EDUCATION AND CULTURE PROJECTS**

Project: Exchange of Sport Development Officers

The project did not have any funds in the 2006/07 year; this changed when Vusi Mazibuko made a visit to Leeds in July 2008 where consultations happened to request for sponsorship and funds to send two officials from eThekweni Sports Department to Leeds for a two months period at the end of year 2008.

In year 2006/07 the United Kingdom Sport was approached or requested to fund another portion of this project to get sports development officials on exchange study programmes and visitations.

### **Carnegie Sports Centre of Excellence**

In the 2006/07 period the project, created by the Leeds Metropolitan University and the Mangosuthu Technikon advanced with a visit by the Sports International Officer of Carnegie Faculty who participated at the projects' official launch that was took place at the Mangosuthu Technikon. The purpose of the project was to improve sports programme in the community taking lessons and expertise from Leeds to grow the participation of local communities who did not have opportunities before in sport.

The project needs to be reassessed as there has been no movement because of a number of issues and circumstances. To mention a few, the project leader at Mangosuthu who resigned, the two institutions have failed to give adequate funds and enough capacity to the project and also Prof Ndlovu's suspension as the Vice Chancellor who has been the champion of the project.

#### Partnerships of schools

The partnerships of the schools made an additional emphasis when the Member of the Executive Council for Education in KZN Ina Cronje travelled to meet with a different twin school in Leeds. There was workshop held between Leeds and the Education Department of KZN that happened during the visit by the delegation in 2008 May. The result of the visit was that the KZN Education Department and Leeds developed and supported the partnerships of the new school. The learners and teachers coming from KwaMashu based Mzuvele High School took part in the yearly Festival of International Breeze that took place in Leeds in June 2008 and Chatsworth Secondary took part before that in 2007.

The school partnerships continued to be successful mainly because the Leeds International Office gave it the much needed attention. Leeds put a huge weight in terms of supporting the young people and helping to increase their skills base. About 20 schools have been twinned with other schools in Leeds. Durban based schools were encouraged to keep writing things such as letters, exchange curricula and take on research projects with their fellow twin schools. In most of the twinning the Leeds schools actively funded the access of internet to help with information communication technology which is a challenge for local schools in EThekweni metro.

## **Music Exchanges**

The collaboration between the Leeds Jazz Youth Rock Orchestra with KwaMashu Community Arts Project (KCAP) continued and the eThekwini Music School following its visit that happened in September of 2007 to Durban. The visit became a successful one because they ended up participating and performing at the Celebrate Durban St Andrew's Street Fair, which took place in KCAP and the Shopping Centre in Gateway.

The Jazz Rock Orchestra of the Youth from Leeds paid a mutual visit to the eThekwini Metro for the Celebrate Durban in 2007. Preparations for this visit happened right through the year which saw about twenty-five students and seven teachers coming from Leeds confirming to take part in the concerts in Durban together with the eThekwini Music School and Community Arts Project that is based in KwaMashu in September 2007. It was imagined that there will be more sustainable, effective collaborations and associations taking place in the coming future.

## **The Velabahleke Leeds Met Trust and AmaZulu Children of Heaven**

The Leeds University had committed and dedicated itself into supplying resources at Velabahleke for a bursary scheme which will cater for students that are bright and wanted to further their studies.

There was a film which was well received when it premiered, the additional intention of the project was for the film to generate and make money to help in fund a trust to assist with bursaries for bright students that don't have resources at Velabahleke. This project however did not make much progress because Denise York from the Leeds Metropolitan University who was championing the project retired. The issue was then raised to the Leeds City Council and University of Leeds contacted the head principal of the school and committed to contributing £1000 towards the school's bursary fund. The Leeds Metropolitan University is committed in sustaining and maintaining a continuing relationship with the school.

## **Volunteer Project**

The project started with much success because there were fourteen students coming from the Leeds Metropolitan University volunteering their services to the Department of Sports and Recreation in KZN. They were positioned in an organized plan of activities that are part of the overall programme in the Sports and Recreation Department and that gave them valuable practical experience on how to promote sports in underprivileged and disadvantaged communities. This experience has proven to be of great value to the students. The programme was a big success that led another group of students to come to Durban in August of 2008. This ushered a new ground of co-operation between these two cities, the work had already taken place on creating a long-lasting partnership for getting volunteers to do work in various organizations around eThekweni.

The partnership with Leeds has been very active and has delivered positive and fruitful projects which has not only developed the communities but has also impacted positively on the lives of the elderly and ordinary people who are involved in community based organizations.

## **City of Nantes (France)**

The two parties intended to work for the promotion of exchange on the development of safety, socio-economic upliftment, tourism, agriculture, environment, arts, culture and the establishment of rational, effective and efficient legal order and administrative structure which will secure both such goals within an equitable social order. The agreement was ratified and signed on August 30, 2004.

## **Human Rights Co-operation**

eThekweni municipality yet again has played a large and an important part in the 3rd World Human Rights Forum that took place from 29 June to 4 July 2008 in Nantes. Both the Municipal Manager Dr Michael Sutcliffe and Logie Naidoo the Deputy Mayor spoke at the opening and closing ceremonies respectively. The two also took part in various roundtable discussions on issues such as boycotts in sport and human settlement when

it comes to human rights issues. Durban Deputy Mayor Logie Naidoo, representing the Art for Humanity handed an award during the forum to the Mayor of Nantes Jean Marc Ayrault for work done by Nantes City in the area of Human Rights.

The Former Mayor Mlaba and the then Municipal Manager Dr Sutcliffe led a delegation in July 2006 to the Second Human Rights Forum of the World held in Nantes. The Forum appointed Anil Naidoo from Indaba Africa an NGO based in Durban to be part of the World Human Rights Forum Executive Committee which contributed in preparing for the 3rd Human Rights Forum of the World that took place in July 2008. It was intentional that the delegates and the speakers coming from eThekweni took part in the conference and discover more workable partnerships in the area of Human Rights. Nantes City also funded Fern Gridlestone from the Refugee Network to attend the forum.

### **Shackles of Memory Project**

An exhibition that was created to commemorate and observe the 200th Anniversary of the Abolition of the Slave Trade was convened at the kwaMuhle Museum in December 2007 with the Nantes partners. The City of Nantes presented the graphic resources for the exhibition and the space was given by the local History Museum. A launch was officially held where Nantes representatives presented the work of the International Alliance of the Shackles of Memory. The DUT based Art for Humanity will work in together with Shackles of Memory on a project for schools to place banners portraying work from the Declaration of Human Rights. A banner was put at KwaMashu based Mzuvele High School. The partnership between the organizations will continue. A meeting of the International Alliance of the Shackles of memory overseen by Mr Yves Chotard happened. Various numbers of people from eThekweni Metro participated.

The Former Mayor Obed Mlaba during the Second Human Rights World Forum in the City of Nantes signed the International Alliance of Links of Slavery. The Members of the Alliance visited the city of eThekweni and the Cape Town city, the exhibition to celebrate and commemorate the 200th Anniversary of the Abolition of the Atlantic Slave Trade. The exhibition was organized in co-operation with the Local History Museums Department in order to honor Human Rights Day that was held in 10 December 2007. Director Jan

Jordaan at Art for Humanity based in DUT worked together with the Shackles of Memory Association on an art project of a banner that portrayed the work from the Declaration of Human Rights that was presented in 2008 in both the City of Nantes and Durban.

## **NANTES: SPORT, EDUCATION, ARTS, CULTURE AND MUSIC**

### School Partnerships

A Primary School named IsiBonelo situated in KwaMashu and the Albert Camus Primary School from the City of Nantes established a sustainable partnership that led to the Nantes students coming to visit in April 2008. The relationship between the Albert Camus Primary School and the KwaMashu based isiBonelo Primary School based in KwaMashu had been maintained with communications continues amongst the two schools.

### **University Links: internships**

There was a fruitful internship programme developed which saw 2 students coming from the University of Nantes doing their internships in eThekweni Metro happening from March up-to July in 2008. Aurelien Rabille got to be positioned at Tradepoint in Durban to be able to produce a feasibility report on the small trade between the City of Nantes and eThekweni. That report was to be studied by City of Nantes and a subsequent meeting was going to take place with Durban to engage the possibility of its execution. Julie Marquer on the other hand was placed in the Department of Economic Development where she conducted study on a baseline comparison research of service companies that are working in the Port of Durban. The inputs from her made a contribution to the Maritime Cluster work that was established by Department of Economic Development. There was a plan that more interns would be received in the following years.

The Department responsible for International Relations still remains in contact with the faculties at the University of Nantes for possibilities of further internships. Direct liaison between the universities based in the city is very restricted however.

## **NANTES: PARKS, GARDENS AND THE ENVIRONMENT**

### African Garden Project

The project did not advance as speedily as it has been anticipated but it is on right track. The seeds that were taken to Nantes were utilized in the Flower Show that took place in Nantes in May of 2009. The officers from the Parks Department in eThekweni Metro travelled to the City of Nantes during that time and there was a meeting held to discuss the landscaping of the African Garden.

Former Durban Mayor Obed Mlaba supplied the Nantes Parks with seeds and the Gardens Department for planting when he visited Nantes in July of 2006. There was an officer from the Parks Department in Nantes who visited Durban for the deliberations on the plan and design of the Africa Garden that was established in the park in Nantes and eThekweni's role in Le Floralties in 2009.

## **NANTES: URBAN MANAGEMENT AND ECONOMIC DEVELOPMENT**

### **Transport and Mobility Project**

Because of the high workloads done by eThekweni Transport Authority (ETA) and the lack of human skill and capacity in the department the project continued only at the level of exchanging information. A meeting was held on the sidelines of a conference that took place in Jeju Korea where both cities eThekweni and Nantes attended. The transport project was deliberated upon and an agreement was reached that there will be a continuation when it comes to looking at possible areas of co-operation. There was a Transport Conference in 2008 which was to take place in Nantes but was cancelled, during a visit in 2008 by Ms Gielink to the City of Nantes, where there were engagements with SEMITAN which is the provider of the public transport in the Nantes Metro. SEMITAN showed an interest in being part of a project with eThekweni Metro.

Various meetings that took place between the ETA representatives and those representing the Transport Department of Nantes happened during the official visits by officials from Nantes and the communication was happening through emails. There were one day workshops that happened twice between the officers and comprehensive reports on issues and areas of focus were gathered. It was anticipated that constant video conferencing would happen between the city officials so that they could exchange and

share the technical data and give each other assistance in areas that have the important needs.

### **Project on small business**

The project got an additional improvement when the recommendations of the TradePoint Report were readily available and the implementation of the project was deliberated on amongst the involved associates. Furthermore, development and growth in the Furniture could create more spin offs for BSU in the sector.

Small businesses in Nantes were invited to take part in the Small, Medium and Micro-sized Enterprises (SMME) Fair, even though there was great effort put in attracting Nantes businesses to make its way to South Africa by the Nantes Metropole Economic Development division, particularly to look at SMME mutual ventures, not much improvement has been made in this regard. The cities still work on the project as per the signed MOU between Durban Metro and Nantes Metro concerning the development of economy.

### **Furniture/Wood Industry Project**

The Ecole du Bois did very well on the on the project of furniture by sending an intern on a six months period of employ in the Furniture Cluster in KZN. The intern person worked very hard and diligently creating and producing furniture designs that are innovative. The Furniture Cluster and the Department of Economic Development went to Nantes for the International Wood fair which additionally made the partnerships between them strong and there was an agreement for a teacher from the Ecole du Bois to visit Durban to provide more training in October 2008 for local students.

The Kwa-Zulu Natal Furniture Cluster hosted a big group of staff and students coming from School of Wood commonly known as the Ecole du Bois which undertook visits to the furniture factories, schools that design furniture and wood in the province of KwaZulu Natal. This was prompted partly as a result of the visit by Sbu Ndebele who was the KZN Premier at the time to the Ecole du Bois during an official visit to the City Nantes. There were arrangements made for a South African student to be employed at the Furniture

Cluster to support the provision of innovative designs in the homegrown industry so as to portray furniture exports from the metro more attractive.

### **City of Newcastle (United Kingdom)**

The aim of this partnership was to encourage local businesses and entrepreneurs to pursue opportunities for investment and trade between the cities and their respective areas. Support and cooperation between universities in both cities in order to build academic and business cooperation was also part of the partnership. The partnership also sought to promote tourism between the two cities and surrounding areas; and further explore opportunities for cooperation in the fields of culture, education and youth participation through local cultural organizations, schools and the Youth Council. The agreement was done and signed in Durban on the 6th of March 2015.

### **City of Rotterdam (Netherlands)**

The agreement between eThekweni Metro and Rotterdam included a working plan that was intended to advance and improve initial contacts between the two cities. The working plan was also supposed to encourage and facilitate other contacts. This includes promoting effective cooperation and the exchange of ideas. These contacts and cooperation would initially pay special attention to the areas of environment; safety and security; economic development and social upliftment; tourism and arts and culture. The agreement was done and signed in Durban on the 5<sup>th</sup> of May 1997. Currently there are no projects that are active taking place with the City of Rotterdam but efforts on a continuous basis are made to try and renew relations.

### **Reunion Island (France)**

The partnership takes into consideration the history of South Africa and the Reunion, that they belong to the same geographical area and that there are cultural and economic ties that unite the citizens of the two countries. The partnership was entered in view of the geographical proximity between the cities of EThekweni and Le Port; both have major harbours with economic influence in the Indian Ocean. There was also the consideration

of the solidarity woven by the people of the City of Le Port and more generally by the people of Reunion with the South African people during apartheid. There was support provided to South Africa by the people of the Reunion Island during South Africa's fight against apartheid. Additionally, both cities share major goals in the area of Human Rights, the development of Democracy, Citizen Participation and the protection of cultural identities.

The agreement of the parties intends to promote cultural, educational, social and economic exchanges of concern to all the citizens and this with a view to fostering understanding, mutual respect and friendship. The agreement was signed on November 4, 2005 in Le Port, at the Reunion Island. Le Port City appointed an International Relations Coordinator at the time which helped to increase the cooperation.

### **Trade and Economic Project**

The project is still flourishing because of the support given by Tradepoint Durban. A permanent agent was appointed that helped with the flow of goods from the Port of Durban-to-Le Port which made the delivery to the shops and markets on the island effective. The Municipality of eThekweni in co-operation with Tradepoint Durban, TIKZN and the Economic Development Department further went to attend the International Trade Fair hosted by Le Port annually in November. There were meetings that took place in the Reunion happening with the Reunion based Chamber of Commerce, which is the Executive that is responsible for Regional Co-operation, International Businesses, the Reunion and South Africa Co-operation Association, including the Reunion Partners in terms of the Tourism Board. A representative to sell KZN goods permanently was required and that was going to be finalized soon.

### **Indian Ocean Port Cities Observatory**

The project was renewed and there was a gathering that took place in November 2008 amongst the signatories. No other engagements have taken place between the signatories and partners of the agreement since.

Twinning of School

There is a partnership between a Primary School called Glenmore of Durban and Le Port's primary called Ecole Elementaire Benjamin Horeau started a twinning in 2007 and 2008 which continues to exist.

### Arts and Culture

There was a meeting that took place that included the Centre for Creative Arts and the Deputy Mayor of Le Port to deliberate on the partnership concerning the Centre for Creative Arts and Kabadock in Le Port. A Memorandum of Understanding was signed in the year 2008/09. Several partnerships in the cultural industry including music, film and dance were created by the Art Centre in Le Port known as Karbadock and the Centre for Creative Arts. This partnership between the two arts centres brought filmmakers from the Reunion Island to the Durban International Film Festival that took place in July 2007. Furthermore, an exceptional group of Poets that came from Reunion Island participated in Poetry Africa that took place in September of the year 2007.

### **Sport Projects**

Le Port took part in the One Nation tournament that happened in Durban from 7-to-14 July 2008. It was envisioned that Le Port's participation would lead to more sustainable relations between the cities when it comes to football.

One thing that comes out clearly from the partnerships is that most of the MoUs were established under the stewardship of Mayor Mlaba and that the effectiveness of the partnerships with some cities especially those in the African continent have not brought much fruition for eThekweni Metro. The NEPAD programme is promising and has a great potential when looking at its vision in terms of the best practice for the cities involved.

The partnership in the BRICS countries also needs to be pursued further because if one takes a closer look at the cities and organizations that eThekweni is in contact with countries that are members of the BRICS nation; the partnership with Brazil and China are very active while the other two countries, Russia and India are not active in establishing relations.

The European partnerships are the ones that have made a significant impact and have given a meaning in to why the metro should continue having partnerships. The reason for the preceding position is as a result of the reality that the European city partners have made major contributions and influence to the improvement of businesses, knowledge and skills exchange in the metro. Their contributions have also directly and positively impacted on the wellbeing and development of the local communities through their support for community based organizations that are attending to the issues of poverty, inequality and underdevelopment in the metro.

### Conclusion

EThekweni has numerous partnership agreements with different and diverse municipalities throughout the world. In any signed agreement or policy initiative the most important part is implementation and making the agreements a reality. The partnerships that EThekweni Metro has are very important in terms of the life, growth and development of the municipality in global affairs and positioning itself as the best city not only in Africa but in the world. The country through its numerous partnership has not only seen a growth in tourism and investment but also a concurrent growth in employment and provision of more socio-economic benefit to the citizens of the metro. In spite of all the progress recorded however, the partnerships show a challenge in terms of implementation and coordination especially after the agreement signing has taken place.

This challenge can be attributed to many issues amongst them is the issue of resources in terms of finance and personnel capacity. This is not necessarily a problem particular to the eThekweni Metro alone; other cities in partnership with the metro also face the same challenges. Such a difficulty highlights the reality that the availability of resources is vital for the success and survival of most of these partnerships and agreements. It is thus necessary that a foresight into the availability of or a lack of resources should be

considered before entering into such partnerships. EThekwini Metro through its engagement in paradiplomacy has positioned itself globally. The BRICS bloc is one of such partnerships. There is still yet a great potential and opportunity for the cities involved to make more of the partnership in terms of sharing knowledge, experiences, and weaknesses as well as opportunities in similar challenges that they may face.

EThekwini Metro in its partnerships needs to ensure that political challenges in the cities it has agreement with are not affected negatively and are sustained throughout the political environment. There needs to be more involvement of the public and all key players in such so as to ensure effectiveness and efficiency.

## Chapter 5: Analysis, Recommendations and Conclusion

### 5.1. Introduction

This chapter encapsulates the findings of the research thesis. The aim of the research was to study and analyse the context in which International Relations takes place at the level of local municipalities and also to assess if they assist local government in delivering its objectives.

The study in its assessment focused on EThekweni Metro municipality. Central to the study was a focus on the International Partnership Agreements that the EThekweni Metro has with other municipalities outside South Africa. These agreements and partnerships also include relations with other organizations such as Non-Governmental Organizations and other multi-level forums and associations.

### 5.2. Data Analysis

This section focuses on interpreting the key data that was given by the respondent, including the data collected that are relevant to the objectives and the questions of the research.

The following served as the objectives of this study:

- To determine the Constitutional legislation under which local governments can engage in International Affairs. Are these partnerships done within the confines of the law?
- To establish the importance of twinning agreements and partnerships with municipalities outside the country. What are the municipalities getting from these partnerships?
- To assess the role of the Department of International Relations and Cooperation (DIRCO) in guiding and facilitating these international partnerships of municipalities. It is important to understand the role and involvement of the national department in these processes.

- To determine the factors that drive municipalities to focus on building partnerships with counterparts from Europe, America and Asia mostly and neglecting other municipalities from Africa and the developing world. Local government gets into partnerships with the outside world by collaborating with different municipalities outside South Africa mostly in Europe, America and Asia in terms of twinning agreements such as Sister Cities through Memorandum of Understanding (MoU).
- To assess if these partnerships deliver tangible results and if they aid municipalities to deliver better and sustainable services.

**1. To determine the Constitutional legislation under which local governments can engage in International Affairs. Are these partnerships done within the confines of the law?**

According to Mr Apelgren (Interview: 2016):

“There is no constitutional mandate, it is based on intergovernmental relations legislative framework where it says that good intergovernmental relations is good for governance of the country we must not take each other to court, we must find ways of maximising cooperation with the three spheres of government to ensure maximum delivery of services particularly at the local government level. In International relations there no constitutional component that is why my title now is intergovernmental relations and international and donor is a component of intergovernmental because I have relationships with other governments both in the continent and the rest of the world”.

Section 41.1 (g) of the Constitution supports the above view in terms of cooperation between the spheres of government in a manner that creates mutual trust and good faith amongst the spheres. This means that the spheres should not compromise and disrupt each other when conducting their functions in terms of powers given to them. Section 151 (4) of the Constitution for instance directly mentions that provincial and national government should not impede on municipality’s when exercising their powers.

Government has created structures and relevant legislation to ensure that there are platforms to enhance the cooperation between the three spheres of government when it comes to dealing with matters that may seem to interfere with a role and function of any

sphere especially in their engagement in international affairs. This effectively assists in creating a clear and unambiguous policy direction for the different spheres. .

Magogodi (2005: 4) supports the above by stating that intergovernmental relations is key in terms of practice and discipline, this includes the Premier Coordinating Council and Presidential Coordinating Council (PCC), both taking place nationally and provincially. These structures allow the different spheres to share ideas and ways of increasing cooperation in different matters, including international relations. The national government nonetheless still remains the custodian of the country's International Relations through its International Relations and Cooperation Department in terms of leading the policy direction and objectives of the country internationally.

In spite of the fact that the conduction of international relations remains a prerogative of the central government, local government is not excluded from engaging in international relations. The constitution and the white paper on local government make provision for municipalities to explore every opportunity available to develop in order to achieve their socio-economic development mandate.

## **2. To establish the importance of twinning agreements and partnerships with municipalities outside the country. What are the municipalities getting from these partnerships?**

Matshili (2004: 30) mentions that diplomacy can happen in different forms citing the non-binding agreements and visits that are conducted by municipalities. Further still, Matshili states that these visitations and agreements can be divided into MoU and twinning agreements which are commonly known as Sister Agreements.

Mr Apelgren (Interview: 2016) complements Matshili's view by stating that the

“International Partnership really is a Memorandum of Understanding, it's not a legally binding document, it is a document that effectively facilitates cooperation around trade and investment, around knowledge sharing, technical transfer, people to people contact, in its own way enhances the city to deliver on its mandate. That is why we do International Relations, so it's about re-inventing the wheel and learning from others, share knowledge and in that process you enhance service delivery and governance in your city.”

A MoU is a way for both parties to show their goodwill, common intentions and assurance of working together. Twinning agreement takes part between two like-minded municipalities, cities or provinces which cooperate on matters of common public interest (Matshili 2004: 30). Although, these agreements are not binding it is important for both provinces and municipalities to be dedicated and committed to the implementation of these agreements; that is to say that it is their obligation to see them through.

The democratic dispensation in the Republic of South Africa ushered in a new era of engagement and opportunities because local government municipalities and provinces in their numbers began to engage with their fellow counterparts in other parts of the world. De Villiers (1995: 3) makes a geographical observation that South Africa has nine provinces and that seven provinces out of the nine are next to independent states. An exploration of the geographical location of these provinces gives an indication that shared and common interests, opportunities and challenges between South African provinces and other international neighbouring provinces, makes engaging in paradiplomacy almost inevitable. The second part of the above stated objective which speaks to what benefits municipalities derive from these partnerships shows that there are positive socio-economic, political and cultural benefits.

An examination of the economy of EThekweni shows that the province has a lot to offer in terms of tourism, trade and investment, and employment opportunities. This is mainly because of the geographical setting of the city in terms of its proximity to the ocean, a very active and big harbour and this makes the municipality a gateway to different parts of the country and the continent. According to Keating (1999: 4) cities are always interested in attracting foreign investments and inviting international organization and companies to the region. Also, political partnerships happen when political leadership recommends or gets a request from other countries, mostly because of the existence of a bilateral agreement with South Africa and that serves as a motivation for cities from such countries to have sister city partnerships.

EThekweni Metro is one of the richest cities in the country and the world in terms of its culture, language and heritage as it home to Zulus, Indians and whites. Such a reality makes the municipality an important and interesting cultural destination. This effectively

emplaces the municipality in a good position when engaging in cultural diplomacy. Additionally, the Municipal International Relations Framework (1998) includes sharing of different knowledge and information in terms of governance and management. This further helps municipalities to develop and advance especially when the partnerships are done with progressive cities that can equip the managers with management skills when there are exchange programmes.

**3. To assess the role of the Department of International Relations and Cooperation (DIRCO) in guiding and facilitating these international partnerships of municipalities. It is important to understand the role and involvement of the national department in these processes.**

As the custodian of the country's foreign policy direction it is very important to assess the role of the Department of International Relations and Cooperation in terms of ensuring that local municipalities engage in International Relations in a manner that does not compromise the international policy direction taken by the national government of the country.

"They play a strategic role in guiding and governing what I do even though I have a Mayor, Council that provides oversight of what I do and City Manager that is my boss, national government still provides governance, support and tells us the do's and don'ts of our work in international relations for example there is no use going to countries where, I got to make sure that when our principals travel, they are properly prepared, they know what the protocols are, they know what the health risks are and they know what the political risks are" (Apelrgren: 2016 Interview).

The role of DIRCO is extensively discussed in Chapter three which among others include ensuring that (Municipal International Relations) MIR programmes are carried out in a manner that supports and enhances South Africa's foreign relations and associated strategies. The department assists municipalities in establishing international relationships with appropriate partners and provides support to official municipal international visits. It also provides protocol and diplomacy training for local government. DIRCO provides local government with information and guidance on partner municipalities, host countries and other relevant information; and it further assists with promoting collaborations with organized local governments, provincial governments and

other relevant national government departments in setting MIR priorities, raising funds, facilitating relationships, providing information, co-ordination and research.

- 4. To determine the factors that drive municipalities to focus on building partnerships with counterparts from Europe, America and Asia mostly and neglecting other municipalities from Africa and the developing world. Local government gets into partnerships with the outside world by collaborating with different municipalities outside South Africa mostly in Europe, America and Asia in terms of twinning agreements such as Sister Cities through Memorandum of Understanding (MoU).**

This section analyses the Chapter dealing with the partnerships that the eThekweni Metro has globally. While EThekweni has partnerships across the spectrum of the globe, this section intends to focus on the fact that in their myriad of partnerships, the metro largely ignored cities from Africa. A case in point, eThekweni Metro has about five partnerships with European cities namely, Leeds, Nantes, Newcastle, Rotterdam, and Reunion Island. The metro further has are a few partnerships with Asian cities; these include the city of Qingdao and Guangzhou in China. There are also cities that have formal relations with eThekweni Metro from South America mainly in Brazil; these are Sao Paulo and the City of Curitiba. The partnerships with cities from from China and Brazil also add value to the BRICS bloc of nations by advancing more relationships at sub-national government level to give the bloc more meaningful impact at a local community development.

“Normally, there are variety of ways one is that the political leadership recommends and requests officials to do research, it also come from our national government, normally get requests from other countries to when the President signs bilateral agreements between the two countries, cities within those countries agree to partner with cities in the respective countries and through those, those are the two main ways in which sister cities agreements, its political and it is also national governments bilateral agreements, and the third one is that citizens themselves also develop relationships, sometimes they want the support of government to enhance those relationships, sister city relations come that way” Apelgren (Interview:2016).

In the African continent there are a number of cities that have formal relations with the city of eThekweni, especially through the NEPAD programme. Apelgren (Interview: 2016) stated that

“the unit have taken a specific decision to have a dedicated section to solely focus on the work on Africa and NEPAD and if one looks at the number of Sister Cities there is a fairly good balance between the Europe, North America, Asia, and Asia is not enough there is China and South Korea on the African continent there is a partnership with Alexandria, Oran, Mombasa, Odawa, Bulawayo, there is still a lot of African cities that will work with and we have been pushed by the municipality’s previous Mayors to make sure that is done”.

To add on the list stated by Apelgren above, there is Bamako, Douala, Lagos, Lusaka, Nairobi and Rabat which are part of the NEPAD Cities programme. Therefore this illustrates that the unit is committed to establishing relationships in Africa and has already established quite a number of links and partnerships in the continent. In spite of this number of partnerships with African cities, the study still maintains that the metro still has a lot to explore in terms of partnerships with other African cities.

##### **5. To assess if these partnerships deliver tangible results and if they aid municipalities to deliver better and sustainable services. .**

“Most of them are, some of them are quiet dormant, and when you have changes in the political scenario in those countries or you have change in our political leadership here, the focus and commitment to some certain countries changes like some countries in Europe have become very inward looking and they’re not interested in looking at International Partnerships so much, so that is something that those sister cities, the one that are in the processes of review, but we don’t want to just drop them, because of you have political changes the new people might want to have more beneficial international partnerships so some of the sister cities are good and some are beneficial and some are not they are dormant” (Apelgren Interview: 2016).

Apelgren (Interview: 2016) further goes on to say that “Mostly in terms of donor relations, people they fund jointly with programmes, they do knowledge exchange, learning exchange programmes, provide platforms for business communities to come and get opportunities to do business in those cities, so those are the main benefits, even export our local creative people like musicians, artists, fashion-designers and others”.

Looking at some of the international partnerships and what they have achieved, it is suffice to say that there are positive outcomes both socially and economically that have been achieved because of the partnerships in different sectors of the municipality.

### 5.3 Recommendations and Conclusion

The recommendations that are mentioned come from the findings and the discussions that have happened from chapter three, four and five. All these chapters dealt with the legislation around the municipal international relations, international partnership agreements and the discussions, respectively.

#### **Local government and international relation**

In terms of the legislation in local government when it comes to municipal international relations, the researcher found that even though the custodians in international relations of South Africa is the central government, there is nothing prohibiting both provincial and local government from taking part in international relations. Focusing on local government, the constitution which is the supreme law of the country in chapter seven clearly states that local government is the grass root of development. Therefore, it should be capacitated and supported in material and human conditions so that it can fulfil its functions of developing local communities socially and economically.

South Africa has a made great progress in ensuring that there are structures and platforms for all the spheres of government to engage and interact on various issues relating to governance; and this includes International relations. These structures are mentioned in chapter two. In addition, there are numerous developmental orientated legislative frameworks that support the constitution objectives for local government such as the white paper on developmental local government, municipal international relations act and others. These ensure that there is appropriate cooperation and coordination from all the spheres of government when it comes to international relation even when these spheres are governed by different political parties. The central government however remains the leader of International relations of the country.

#### **EThekweni International Partnership Agreements**

eThekwini Metro is one of the eight biggest metropolitan municipalities in the country and it has a large population with diverse interest groups politically, culturally, socially and economically. The metro has a harbour and it is no doubt that it was bound to create relations outside the country. The municipality's unit on municipal international and governance relations has made a great effort in ensuring that the municipality is linked and connected with the rest of the world, especially with like-minded, progressive municipalities and associations. The municipality should be putting much effort in creating more networks in the African continent, within the BRICS countries, and those that are in Europe and America must also be meaningful.

While eThekwini Metro has created many contacts across the length and breadth of all the municipalities in terms of MOU and Agreements; these however in most cases have not proven to bear tangible fruits and results. A few of these agreements have had positive impacts on the staff, governance of the metro and its citizens in terms of community projects. However, in terms of sustainability and ensuring that there is continuity and long lasting impact there is not much effort committed to that. There should be efforts in place created in making sure that the international partnerships the eThekwini Metro is involved in becomes fruitful and benefit the metro citizens and its governance enormously.

Furthermore, it is important that the different sectors such as businesses, dancers, artists, community activists involved in terms of accompanying and influencing the eThekwini Municipality when it engages international partnership agreements and shape the municipality's role in terms of governance. These sectors and what they have achieved because of the partnerships should be recorded and monitored so that there can be sustainability and continuity.

#### 5.4 Recommendations for Further studies

The issue of local government or municipal international relations is not well known and explored by researchers particularly in South Africa because international relations is mostly associated with the central government. After the inception of local government elections there have been an increasing number of municipalities who are taking part in international relations, mostly as a means of trying to promote the development of the social and economic conditions of their local communities.

Future researches should be done in terms of exploring the synergy between the bilateral agreements done by the national government and the ones of the municipalities. There should be an exploration of whether DIRCO has a section or unit dedicated to municipal international relations, and if the stakeholders and partners within the municipalities view the international partnership as important in terms of building a more effective, efficient and world class city.

### 5.5 Conclusion

In conclusion, international partnership agreements are vital and strategically important for any municipality in particular for a municipality with a diverse culture, economic and social environment such as the eThekweni Metro Municipality. It is important that the municipality continues to position and market itself as a global city that is able to compete with the best cities in the world. The metro's strategic relations and partnerships within the African continent and the rest of the world should enable it to draw best governance measures, ideas, challenges and opportunities that will enable it to develop and grow to be one of the best cities in the world and a leading city in Africa as it proclaims in its vision.

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