

PROJECT "CONSOLIDATE!"

***A Hands-On Local Government
Engagement Programme
for 2004-2006***

MAY 2004

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1. INTRODUCTION

- 1.1 2004 is an opportune moment in South Africa's history to reflect on the strategic and immediate challenges and future tasks that confront local government. Indeed the ability to reflect critically and objectively is one of the strengths of this country:
- 2004 is a year that is both a **point of arrival** at the end of the first decade of freedom and also a **point of departure** for the second decade of freedom for the country;
 - Secondly, there are immediate lessons that have emerged from the **2004 election campaign** that need to be quickly internalised and acted upon urgently; and
 - Finally, the new government has been given a clear electoral mandate to give effect to a **peoples' contract** to create work and fight poverty.
- 1.2 The overall **policy and regulatory environment of local government is progressive, sound and comprehensive**. As recent as 2003, significant progress was made on critical pieces of local government legislation to complete the national suite of municipal legislation in the form the Traditional Leadership Framework Act, the Property Rates Bill and Municipal Finance Management Act.
- 1.3 The principal challenges in 2004 confronting local government point to policy refinement and clarification, full implementation of existing legislation and policy, attending to the basic service delivery functions and extending the coverage of these services, and re-examining the way in which national, provincial and local government are individually and collectively giving effect the Constitutional mandate given to municipalities.
- 1.4 **Project Consolidate** – as proposed – addresses all of these challenges, with a particular **emphasis on a hands-on, practical programme of engagement and interaction by national and provincial government with local government** for the period 2004 – 2006.

2. LOCAL GOVERNMENT TRANSFORMATION: BACKGROUND

- 2.1 Since 1994, the democratic government **adopted a systematic and phased approach to local government transformation**. These phases were associated with key tasks that needed to be attended to:
- a. Pre-Interim Phase (1994 ~ 1995)
 - b. Interim Phase (1995 ~ 2000)
 - c. Final Phase (2000 ~ beyond)
 - Establishment Phase (2000 ~ 2002)
 - Consolidation Phase (2002 ~ 2005)
 - Sustainability Phase (2005 ~ beyond)

- 2.2 Presently, the **key tasks of the Consolidation phase focus on entrenching the core developmental systems of municipalities and extending and accelerating service delivery**. The current assessment in 2004 suggests that greater attention and urgency must be given to these matters, but also to critical tasks of the other phases.
- 2.3 Since 1994 **significant achievements** have been made in the local government sector. These include:
- The establishment of a non-racial, democratic developmental local government system;
 - The rationalisation of the number of municipalities from over 1200 to 284;
 - Conducting democratic local government elections in December 2000 and the election of over 8900 councillors; and
 - The establishment of a progressive policy and institutional framework and regulatory environment for developmental local government.
- 2.4 Support for the local government transformation process was greatly enhanced in December 2001, when the **President's Coordinating Council (PCC) adopted a programme on local government transformation** focusing on 5 key strategic objectives which was later elaborated into 15 high level interventions in March 2003. These interventions continue to drive the coordinated actions of national and provincial government in supporting municipalities.

3. WHY THE NEED TO WORK DIFFERENTLY THROUGH A PROGRAMME OF HANDS-ON ENGAGEMENT?

- 3.1 The **2004 election campaign** pointed to important immediate lessons for local government transformation. There is an urgent need to find innovative ways to:
- **Optimise the impact of new local government system** so that its benefits are felt in all 284 municipalities in all communities;
 - **Implement the transformation phases simultaneously** and provide greater impetus to the key tasks. It is recognised that some municipalities are still grappling with basic issues of establishment, while others are addressing challenges of sustainability;
 - Finalise the significant and substantial intergovernmental relations (IGR) work undertaken prior to the 2004 elections. The governance system needs to be refined and the IGR work must be finalized and operationalized in order to stabilize the IGR system and strengthen unified state action. **The coordinated actions of national, provincial and local government must be substantially strengthened and be undertaken differently in key areas of delivery.** Local government will be a direct beneficiary of a stable and predictable IGR environment.

- 3.2 There is a widespread perception, which is empirically grounded, that the existing local government transformation instruments and initiatives of national and provincial government are not rigorous enough in their follow-through of tasks and interventions. Massive resources are been allocated to municipalities, but there is less of a sense of how communities are benefiting from these national and provincial interventions. **There is a need for a better in-depth understanding of how municipalities are discharging their Constitutional mandate at a grassroots level.**
- 3.3 Currently modes of interaction, engagement and support to local government are not having the desired impact on local government and communities. National government and provinces have already jointly committed themselves to 5 high level strategic objectives and 15 areas of direct intervention. **The PCC interventions on local government must be accelerated.** There is consensus that these PCC interventions remain appropriate and relevant, but that the way in which these tasks are undertaken should be revisited.

4. TO WHAT END WILL WE WORK DIFFERENTLY?

- 4.1 The overarching objective of the Local Government Engagement Programme must be to **deepen the thrust and impact of existing policy positions and imperatives on local government** as outlined in the Constitution, the White Paper on Local government and the various pieces of legislation.
- 4.2 **Current programmes on Local Government Transformation, such as PCC resolutions on the 15 areas of intervention must receive greater urgency and attention** in the allocation of resources, management, implementation, oversight and coordination aspects. Political leadership at the highest Executive levels of all spheres of government must assume a more enhanced profile and role.
- 4.3 The specific objectives of this programme of intensive engagement are to:
- a. **Rally the local government sphere** in discharging its service delivery and development mandate;
 - b. **Realize the peoples' contract** and mobilize social partners around this programme;
 - c. Entrench a people-centred orientation in the entire public sector and a **new approach to local government's mode of operation**;
 - d. Establish a new and **practical benchmark** for local government **performance excellence**; and
 - e. Have **successful local government elections** in 2005/6.

5. HOW WILL GOVERNMENT WORK DIFFERENTLY?

- 5.1 National and provincial government, together with key partners and stakeholders outside government, will **need to find new, creative, practical and impact-oriented modes of engaging, supporting and working with local government**. Such an approach should include giving consideration to:
- a. Identifying and implementing action areas requiring **immediate and ongoing support** to Local Government by the National and Provincial spheres and key partners;
 - b. **Intervening in an activist manner** in the programme of engagement with local government;
 - c. Establishing **trouble-shooting capacity** in national and provincial government in order to identify and unblock bottlenecks inhibiting the acceleration of service delivery and Local Government transformation;
 - d. Giving more focus and **targeted support to disadvantaged areas and poor communities** that the apartheid government neglected;
 - e. Engaging and **interacting directly** with municipalities, communities and key local stakeholders; Working intensively with the **Offices of Premiers** in order for them to assume a greater profile regarding local government transformation. These Offices must ensure alignment between national and provincial initiatives on local government transformation and become the "coordinating centre" of development;
 - g. Working closely with provinces in finalising their **Provincial Growth and Development Strategies (PGDSs)** so that they give greater attention to the challenges of the dual economy. The PGDSs will also assist in the development of more coherent Integrated Development Plans;
 - h. Undertaking **systematic monitoring and evaluation** of this programme through structured reports to Cabinet and the PCC, bi-annually;
 - i. Focusing on forging a **common vision** with the key service delivery Departments regarding the role of local government; and
 - j. Attending more closely to **policy matters** that require refinement or further clarification.

6. KEY ELEMENTS OF THE NATIONAL AND PROVINCIAL ENGAGEMENT PROGRAMME ON LOCAL GOVERNMENT

- 6.1 Specific attention must be given to key substantive areas, which require **policy refinement and further policy clarification**.
- 6.2 The **primary focus of the targeted, hands-on engagement programme on local government for the period 2004 – 2006 will be on areas requiring immediate and direct action**. The proposal is to constitute dynamic, flexible, hands-on intergovernmental teams who will work at a municipal, community and site level to address practical issues in each of the critical areas below:

- a. Public participation, ward committees and Community Development Workers;
 - b. Human relations posture and electoral administration;
 - c. Indigent policy, Free Basic Services, billing systems and municipal debt;
 - d. Expanded Public Works Programme, Municipal Infrastructure Grant (MIG) and Local Economic Development (LED);
 - e. Anti-corruption;
 - f. Special interventions; and
 - g. Performance management framework, indices and communication.
- 6.3 Each of the above elements and areas of immediate focus are elaborated in greater detail according to the common format below. The programme will address matters related to:
- **Electoral Mandate:** A statement of the mandate given to the government in the 2004 elections as it relates to the specific focus area;
 - **Content:** A summary of the substantive issues that need to be addressed;
 - **Challenges:** A summary of the key practical challenges, obstacles, problems experienced by municipalities and communities;
 - **Action:** Areas that require actions to be undertaken by national, provincial and local government in the short- medium-, and long-term; and
 - **Key Stakeholders:** the main organs of state and key partners outside of government that have an important leadership and support role.
- 6.4 The following nine sections discuss each element of the programme according to the above outline.

7. LOCAL GOVERNMENT POLICY, FINANCE AND INSTITUTIONAL FRAMEWORKS

7.1 Electoral Mandate

7.1.1 The 2004 electoral mandate of government is to:

Ensure better co-operation between national, provincial and local government through integrated planning and monitoring of implementation.

7.2 Programme Content

7.2.1 The focus of the policy work will include attending to the following issues:

- a. Elaborating more clearly the **vision for developmental local government**. In 2014 South Africa will have reached the end of the 2nd Decade of Freedom and Democracy. By 2010, the democratic local government system will be 10 years old. The vision for local government and the vision for South Africa will need to be aligned;
- b. More immediately is the challenge to fine tune and clarify certain matters as the **2005/6 local government election** approaches;

- c. Finalising the **Intergovernmental Relations Bill and Framework** in 2004;
- d. Reappraising and confirming the **local government institutional framework**, e.g. role of District Municipalities, role of Speakers and Mayors;
- e. Finalising a national **indigent policy** and framework which will assist municipalities to operationalize transversal national priority programmes, e.g. Free Basic Services, Integrated Sustainable Rural development Programme, Urban Renewal Programme, Municipal Infrastructure Grant; and
- f. Refining the **intergovernmental fiscal relations system** as it relates to local government. This will entail critically examining the existing fiscal and funding instruments for local government; refining the funding formulae of some of these instruments; assessing and ensuring that there is municipal institutional capability to manage these resources; considering the augmentation of the revenue-raising powers and capacity of municipalities within a national economic growth path.

7.3 Challenges

7.3.1 Some of the key policy related challenges include the following matters:

- a. Financial and capacity constraints within local government;
- b. The perception that some councillors are unable to provide assistance to communities, with the "smallest of their problems"; and
- c. The uncoordinated devolution of powers and functions to local government by national and provincial government.

7.4 Actions

7.4.1 The critical actions required to give effect to the electoral mandate and to address the main challenges include the following:

Short Term (May ~ December 2004):

- a. Finalize the Intergovernmental Relations Framework and Bill;
- b. Approve the Assignment Framework and develop appropriate Regulations in terms of the Local Government: Municipal Systems Act;
- c. Finalize the second and final phase of the review of Schedules 4 and 5. This must result in clear recommendations on the lessons gained regarding the definition and location of powers and functions appropriate to national, provincial and local government; and
- d. Engage all metros and District Municipalities on how they will operationalize the peoples' contract through their IDPs.

Medium Term (2004 ~ 2006):

- a. Operationalize the peoples' contract and develop a shared vision for Local Government 2010/2014 and effect appropriate policy refinements;
- b. Finalize the review and new formulae for the Equitable Share and other key Local Government Conditional Grants; and Identify capacity constraints and propose necessary actions to ensure capability in the management of municipal finances and conditional grants.

7.5 Key Stakeholders

7.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- a. On policy matters:
 - Policy Unit of the Presidency (PCAS), PCC, SALGA, Local Government MINMEC, Social Cluster, Economic Cluster, G&A Cluster; and
- b. On Finance, Fiscal Relations and Institutional Capacity:
 - National Treasury, FFC, Auditor General, SALGA, Economic Cluster Provinces (particularly Offices of the Premiers, MECs for Local Government and Economic Development).

8. PUBLIC PARTICIPATION, WARD COMMITTEES AND COMMUNITY DEVELOPMENT WORKERS

8.1 Electoral Mandate

8.1.1 The 2004 electoral mandate of government is to:

Work towards a vision for 2014, which will include:

- a. A compassionate government service to the people;
- b. National, provincial and local representatives who are accessible;
- c. Citizens who know their rights and insist on fair treatment and efficient service.
- d. Peoples' contract;
- e. Individual citizens, communities, trade unions and other organisations need to help monitor and report violation of citizens' rights; and
- f. A citizenry that claims their rights and demands better treatment from government offices.

Practical steps must be to improve **interaction** between the people and government through,

- Accountable public representatives;
- One-stop government centres; and
- Izimbizo.

8.2 Programme Content

- 8.2.1 The following substantive and content matters will need to be attended to:
- a. Building a peoples' contract at local levels and engaging social forces;
 - b. De-mystifying public participation, local government, governance in practice, public empowerment (how to access government services);
 - c. Issue-based engagement, directly address civic and residents' associations; and
 - d. Working at site level, empowering councillors to reduce social distance, greater visibility, encouraging higher voter participation.

8.3 Challenges

- 8.3.1 Some of the key challenges that must be addressed include the following matters:
- a. Wide demarcation of ward boundaries and the need for creative solutions;
 - b. Limited funds for operation of ward committees;
 - c. Administrative demands on councillor's time with implications on direct contact with households and communities;
 - d. Low levels of voter turn-out;
 - e. Councillor accountability; and
 - f. Citizen knowledge of their rights.

8.4 Actions

- 8.4.1 The critical actions required to give effect to the electoral mandate and address the main challenges include the following:

Short Term (May ~ December 2004) to Medium Term (2004 ~ 2006):

- a. Building the peoples' contract in the context of municipal IDPs;
- b. Empowering and supporting councillors to fulfil their roles and responsibilities as Public Representatives including building fully functional ward committees;
- c. Deploying national and provincial officials, government officials to interact with municipalities to support them in building strong functional Ward Committees;
- d. Enabling communities to reflect on and access the fruits of democracy; and
- e. Increasing the deployment and support of CDW's to build sustainable Ward Committees.

8.5 Key Stakeholders

8.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- a. Government wide stakeholders: National Sector Departments like DWAF, DME, Social Development, DPSA, GCIS, DoH, SALGA and Provincial Associations, Provincial Governments, MPCC's, PIMSS Centres, dplg; and
- c. Other stakeholders: Nedlac, Organs of civil society, Institutions of Traditional Leadership, LGWSETA, Education and Training NGOs, Tertiary Institutions.

9. HUMAN RELATIONS POSTURE AND ELECTORAL ADMINISTRATION

9.1 Electoral Mandate

9.1.1 The 2004 electoral mandate, and also specifically local government 2000 mandate, of government commits government to the following:

- The establishment of a common public service system; and
- To ensure that councillors serve their communities with loyalty and dedication. All councillors shall sign a code of conduct requiring them to regularly report back to their constituencies, fight corruption in tendering, hiring and other government functions and declare all their assets and business interests.

9.2 Programme Content

9.2.1 The following substantive and content matters will need to be attended to:

- a. Division of labour in the local government sector;
- b. Capacity building across all levels;
- c. Conduct, social behaviour and internal organizational cohesion; and
- d. Part-time and full time issues related councillors and remuneration. These must be addressed in practical terms.

9.3 Challenges

9.3.1 Some of the key challenges that must be addressed include the following matters:

- a. In some areas there is discontent with councillors; and
- b. The absence of an integrated programme to guide all training initiatives in municipalities.

9.4 Actions

9.4.1 The critical actions required to give effect to the electoral mandate and address the main challenges include the following:

Short Term (May ~ December 2004) to Medium Term (2004 ~ 2006):

- a. Facilitate learnerships and internships, by working closely with the Department of Labour, with respect to service delivery. This will entail –
 - Designing a comprehensive programme that is focused on Local Government, to managed with a partner;
 - Developing qualification criteria in areas where there are scarce skills; and
 - Mobilizing funding from sources such as National Skills Fund;
- b. Standardize organizational structures, organograms, service delivery structures and systems in local government;
- c. Address the placement, remuneration, competency profile and skills development of councillors;
- d. Accelerate the process for integrating local government into a common system of public service by establishing an appropriate legislative and policy framework;
- e. Initiate a policy change to the Public Service Act which will give powers to Provincial DG's to co-ordinate key instruments in the provinces to accelerate service delivery; and
- f. Undertake a comprehensive and intensive campaign to implement the code of conduct at local government.

9.5 Key Stakeholders

9.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- a. Government wide stakeholders: DPSA, SALGA and Provincial Associations, Provincial Governments, PIMSS Centres, dplg;
- b. Other stakeholders: Nedlac, Organs of civil society, LGWSETA, Education and Training NGOs, Tertiary Institutions, IEC; and
- c. On learnerships and internships: Departments of Labour and Education, municipalities, training institutions, SALGA and Provincial Associations, Provincial Government and dplg.

10. INDIGENT POLICY, FREE BASIC SERVICES (FBS), BILLING SYSTEMS AND MUNICIPAL DEBT

10.1 Electoral Mandate

10.1.1 The 2004 electoral mandate of government is:

- a. Reduce poverty, squalor, diseases and under-development; and
- b. Improve service delivery for all.

10.2 Programme Content

10.2.1 The following substantive and content matters will need to be attended to:

- a. The poor and the marginalized;
- b. Instant and visible results; and
- c. Consider the varied circumstances in urban versus rural areas.

10.3 Challenges

10.3.1 Some of the key challenges that must be addressed include the following matters:

- a. Poor delivery mechanisms for FBS;
- b. FBS policy not being implemented at the desired level and not reaching intended beneficiaries;
- c. Cut-offs, even for pensioners;
- d. Poor billing systems; and
- e. Limited funds available to municipalities to fund services for the poor.

10.4 Actions

10.4.1 The critical actions required to give effect to the electoral mandate and address the main challenges include the following:

Short-Term (May 2004 – December 2004) to Medium-Term (May 2004 – 2006)

- a. Categorize municipalities according to the nature of their challenges regarding municipal debt, billing systems and municipal arrears;
- b. Support to the indigent:
 - Finalise a government-wide indigent policy designed to streamline support to the poor; and
 - Deploy a team of national and provincial officials to support Municipalities struggling with the implementation of FBS including supporting the Premiers and MEC's for local government.

- c. Billing systems, debt collection and municipal arrears:
 - Provide hands-on and professional support to local government with the implementation of an efficient billing system; and
 - Provide direct intervention and support to local government for the reduction of municipal debt.

10.5 Key Stakeholders

10.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- a. Indigent Policy: National Treasury, DWAF, DME, DEAT, DoH, DPW, SALGA, GCIS, Provincial Government, dplg, Civil Society Organisations and the Institutions of Traditional Leadership; and
- b. Billing Systems and Debt Management: National Treasury, SALGA, Provincial Government, Municipalities, dplg.

11. EXPANDED PUBLIC WORKS PROGRAMME (EPWP), MUNICIPAL INFRASTRUCTURE GRANT (MIG) AND LOCAL ECONOMIC DEVELOPMENT (LED)

11.1 Electoral Mandate

11.1.1 The 2004 electoral mandate of government is:

- a. Creation of jobs and support for local economic development; and
- b. Sustainable livelihoods.

11.2 Programme Content

11.2.1 The following substantive and content matters will need to be attended to:

- Empower municipalities to meet challenges of poverty and to respond appropriately to this.

11.3 Challenges

11.3.1 Some of the key challenges that must be addressed include the following matters:

- a. Limited impact of current revenue generating strategies;
- b. Effective implementation of IDPs; and
- c. Alignment of IDPs to Provincial Growth and Development Strategies and the Medium Term Strategic Framework (MTSF).

11.4 Actions

11.4.1 The critical actions required to give effect to the electoral mandate and address the main challenges include the following:

Short-Term (May 2004 – December 2004)

- a. Identify and deploy public servants to assist in operationalizing the EPWP and the MIG in the nodes;
- b. Launch the MIG;
- c. Facilitate learnerships / internships with respect to Infrastructure development/ EPWP support at local government level; and
- d. Support municipalities with the establishment of Programme Management Units (PMUs) to implement the MIG.

Medium-Term (May 2004 – 2006)

- a. Work closely with provinces so that their Provincial Growth and Development Strategies give greater attention to matters of economic development; and
- b. Support the municipalities to implement the conditions in the Division of Revenue Act (DORA) to create jobs through MIG; and
- c. Provide support to Local Government for innovation in the implementation of LED.

11.5 Key Stakeholders

11.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- Government: DPW, DWAF, DME, DOH, SALGA, Provincial Government, Economic Cluster, dplg; and
- External to Government: NEDLAC, Organized Civil Society Organs, Institutions of Traditional Leadership.

12. ANTI-CORRUPTION

12.1 Electoral Mandate

12.1.1 The 2004 electoral mandate of government is:

- a. Fighting crime and corruption; and
- b. Clean and accountable governance.

12.2 Programme Content

12.2.1 The following substantive and content matters will need to be attended to:

- a. Integrity of local government;
- b. Municipal capacity to deal with corruption; and
- c. Perception management.

12.3 Challenges

12.3.1 Some of the key challenges that must be addressed include the following matters:

- a. Absence of a national framework on anti-corruption for local government;
- b. Uncoordinated anti-corruption initiatives at local level; and
- c. Focus on critical areas such as:
 - Procurement,
 - Loans, and
 - Human Relations matters.

12.4 Actions

12.4.1 The critical actions required to give effect to the electoral mandate and address the main challenges include the following:

Short Term (May ~ December 2004)

- a. Providing municipalities with appropriate guidelines and policy frameworks on how to deal with corruption with an emphasis on prevention measures; and
- b. Facilitating and coordinating a systematic and structured campaign on anti-corruption in local government.

Medium Term (2004 ~ 2006):

- a. Assisting municipalities to establish internal institutional structures and capabilities to deal with corruption;
- b. Facilitating and coordinating knowledge and best practice learning on anti-corruption issues between local government and provinces; and
- c. Coordinating the implementation of national legislation on Anti-Corruption at a local level.

12.5 Key Stakeholders

12.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- a. Local - Municipalities, Ward Committees, Civil Society Organisations, Institutions of Traditional Leadership;
- b. Provinces – Offices of the Premier, Departments of Local Government; and
- c. National - DPSA, PSC, National Treasury, dplg, SALGA, NPA, SARS and Justice, Crime and Security Cluster.

13. SPECIAL INTERVENTIONS

13.1 Electoral Mandate

13.1.1 The 2004 electoral mandate of government is:

- To ensure quicker and more effective intervention in local government and other spheres where implementation problems arise.

13.2 Programme Content

13.2.1 The following substantive and content matters will need to be attended to:

- a. Focus on urgent targeted areas (IEC report, Sections 100, 139 and 154 (1) of the Constitution, M&E Reports); and
- b. Focus on the urban and rural nodes.

13.3 Challenges

13.3.1 Some of the key challenges that must be addressed include the following matters:

- a. Urgent targeted interventions in instances where there is **evidence** of fundamental weaknesses in governance and service delivery; and
- b. The urban and rural nodes:
 - Lack of a coherent monitoring and evaluation framework for the nodes;
 - Embedding of programmes into IDPs and PGDSs is not optimum; and
 - Poor communication and/or perception of programmes.

13.4 Actions

13.4.1 The critical actions required to give effect to the electoral mandate and address the main challenges include the following:

Short-term (May ~ December 2004):

- a. Launching the EPWP through the identification of appropriate high impact projects in all the nodes;

- b. Ensure that all core systems (planning, public participation, institutional, fiscal, administrative, performance management etc.) are in place in all 21 nodes; and
- c. Reconfirm the political/ technical championship.

Medium term (2004 ~ 2006):

- a. Finalize policy guidelines on the implementation of Sections 139 and 154 (1) of the Constitution at a local government level; and
- b. Intensify nodal communication.

13.5 Key Stakeholders

13.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- a. National Sector Departments, SALGA, Provinces, Nodal Municipalities, Social Sector Cluster; and
- b. Civil Society Organs, DBSA, IDT and Donors.

14. PERFORMANCE MANAGEMENT FRAMEWORK, INDICES AND COMMUNICATION

14.1 Electoral Mandate

14.1.1 The 2004 electoral mandate of government is to:

- a. Realize Batho Pele principles and improve services in government offices, through electronic means and by working with citizens to monitor those who work in these offices;
- b. Ensure better co-operation among national, provincial and local governments with integrated planning and monitoring of implementation, and a common system of public service; and
- c. Improve access to government information so that citizens are aware of their rights and take advantage of opportunities provided by democracy, and ensure progressive realization of rights of persons with disabilities.

14.2 Programme Content

14.2.1 The following substantive and content matters will need to be attended to focus on:

- a. A meticulous system of public accountability;
- b. Change in modes of communication;
- c. Mass-based community materials; and
- d. Consistent key messages.

14.3 Challenges

14.3.1 Some of the key challenges that must be addressed include the following matters:

- a. The expected supportive role of National and Provincial government is not realised;
- b. Poor mechanisms of interacting with local government by National and Provincial Departments;
- c. Limited monitoring and evaluation system with no early warning systems;
- d. Mediated and filtered information resulting in poor assessment of status quo, in some instances;
- e. Performance management systems in Municipalities not fully established and operational; and
- f. Traditional modes and norms of communication are not appropriate in many municipalities.

14.4 Actions

14.4.1 The critical actions required to give effect to the electoral mandate and address the main challenges include the following:

Short-term (May ~ December 2004):

- a. Developing a common set of guidelines for all organs of state regarding their interactions with Local Government; and
- b. Developing best practice guidelines on innovative modes of development communication and materials for municipalities.

Medium term (2004 ~ 2006):

- a. Undertaking a survey of all National Government and Provincial Government departments and public entities requesting them indicate all their reporting requirements expected of municipalities;
- b. Establishing a comprehensive Monitoring and Evaluation system, which includes critical service delivery indicators, for Local Government with key partners; and
- c. Assessing the current mechanisms utilised by all organs of state in interacting with Local Government and the support measures they have in relation to their local government initiatives.

Long term (2004 ~ 2009):

- a. Aligning Monitoring and Evaluations systems across national, provincial and Local Government.

14.5 Key Stakeholders

14.5.1 The key stakeholders and partners necessary to lead and support the actions required are:

- Presidency, National Treasury, DPSA, StatSA, Auditor-Generals' Office, SALGA and Provinces.

15. HIGH-LEVEL INSTITUTIONAL ARRANGEMENTS OF THE PROGRAMME

15.1 Operationalizing the above actions within the engagement programme on local government requires a shared understanding of the necessary institutional arrangements. **The key principles** that will inform the role of various government structures in this programme are:

- a. The **three spheres must be seen to be acting together** in giving effect to the mandate of a peoples' contract at a local government level; and
- b. The **utilization of existing executive and IGR structures** to lead and champion the implementation of the programme; and
- c. The need to **ensure flexibility, initiative and creativity** in the implementation of this programme.

15.2 At a national government level clear roles and responsibilities will need to be developed for Cabinet, Cabinet Committees, Fosad, Departments and MINMEC's.

15.3 At a provincial government level clear roles and responsibilities will need to be developed for EXCOs, Provincial Clusters, Departments and the Premiers Co-ordinating Forum or similar IGR structures, and Mayoral Coordinating Fora.

15.4 In implementing this programme a protocol will also be developed to outline the critical roles and responsibilities of parastatals, state-owned enterprises, civil society organisations, labour organisations, the private sector, non-governmental organisations and the donor community.

16. WAY FORWARD

16.1 The local government transformation of government must be accelerated. The immediate challenges of service delivery require urgent attention. The hands-on local government engagement programme focuses our collective efforts on the actions that require critical attention, whilst simultaneously complementing existing initiatives. **The defining feature of this programme is the injunction to work in new modes that require pragmatic, direct and unified state-led action and support to local government in critical areas of service delivery and transformation.**

16.2 The way forward requires the following steps:

- a. Convening a special Extended President's Co-ordinating Council (PCC) workshop with all Premiers and MECs for Local Government and Economic Development on IGR and the Local Government Engagement programme;
- b. Convening an Extended Cabinet workshop on IGR and the Local Government Engagement programme; and
- c. Submitting a Progress Report on the Local Government Engagement programme to the January 2005 Cabinet Lekgotla.

Draft, 9th May 2004