



NATIONAL COUNCIL OF PROVINCES

Strategic Plan 2015-2019 and Annual Performance Plan 2015/16 for the Department of Cooperative Governance

1. Introduction

The Department of Cooperative Governance (DCoG) had developed a five year strategic plan for 2014-2019, as a transitional plan between the term of government ending in April 2014 and the new five year term. Following the establishment of Cabinet in May 2014, DCoG had to embark on an accelerated programme of support, enforcement and monitoring of the performance of local government. The Back to Basics campaign was introduced to give impetus to the work of the department and the Ministry.

As required by the National Treasury Regulations, the department had to review the five year Strategic Plan and develop an Annual Performance Plan for the MTEF, which give expression to the deliverables of the Back to Basics Implementation Plan.

2. Discussion

Guided by the priorities of the Back to Basics campaign as enunciated by the Minister, the National Development Plan 'Vision 2030' and the Medium Term Strategic Framework 2014-2019, the department held a strategic planning session on 29-30 January 2014. At this session, management was expected to emerge with a reviewed five year Strategic Plan 2015-2020, and an Annual Performance Plan (APP) for 2015/16. The latter was to demonstrate the key actions the department would embark on in the next 12 months and the impact thereof towards changing the face of local government and increasing the trust of communities therein.

This work was done in line with the requirements of Section 4.1 of the Framework for Strategic Plans and Annual Performance Plans (2010) read in conjunction with section 4.2 on revisions to departmental plans.

The Strategic Plan articulates the DCoG's new Vision, Mission, Strategic Goals and Strategic Objectives that are aligned to the Back to Basics approach and campaign as pronounced by the Minister and endorsed by the Honourable President at the Local Government Summit held in September 2014;

2.1 The Vision

The Vision of the Department is in line with the objectives of Chapter 13 of the National Development Plan: 'Building a capable and developmental State'

'A functional and developmental local government system that delivers on its Constitutional and legislative mandates within a system of cooperative governance'

Through this vision the department strive to fix the local government system whereby the systems, processes and procedures are intact and geared towards improving the lives of communities.

2.2 Mission Statement

The mission of DCoG is directly adopted from the 5 Pillars of the Back to Basics Campaign and is set as follows:

Our mission is to ensure that all municipalities perform their basic responsibilities and functions without compromise by:

1. Putting people and their concerns first;
2. Supporting the delivery of municipal services to the right quality and standard;
3. Promoting good governance, transparency and accountability;
4. Ensuring sound financial management and accounting; and
5. Building institutional resilience and administrative capability.

The department revised its values in consideration of the current state of affairs related to local government. Adherence to these values will contribute towards the required state of Local Government. The values are as follows:

2.3 Values

Guided by the spirit of Batho Pele, our values are:

- Commitment to public service.

2.5 Legislative Mandate

Municipal Property Rates Act, 2004 (Act No.6 of 2004)

To regulate the power of a municipality to impose rates on property; to make provision for municipalities to implement a transparent and fair system of exemptions, and for fair and equitable valuation methods of properties; and to make provision for an objections and appeals process therewith.

Local Government: Municipal Finance Management Act, 2003 (Act No 56 of 2003)

To secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government;

Disaster Management Act, 2002 (Act No. 57 of 2002)

To provide for: An integrated and coordinated disaster management policy, which focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post-disaster recovery.

Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000)

To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities; to ensure universal access to essential services that are affordable to all; to provide for the manner in which municipal powers and functions are exercised and performed; to provide for community participation.

Establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change, which underpin the notion of developmental local government.

Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998)

To provide for the establishment of municipalities, in accordance with the requirements relating to categories and types of municipality; to define the types of municipality that may be established within each category; to provide for an appropriate decision of powers and functions between categories of municipality; to regulate the internal systems, structures and office-bearers of municipalities; to provide for appropriate electoral systems; and to provide for matters in connection therewith.

The Medium Term Strategic Framework is a detailed and comprehensive plan for implementing the National Development Plan. It is a mechanism through which policy coherence, coordination and alignment across government plans is practiced in anticipation to realisation of the National Development Plan. The DCoG plays a pivotal role to ensure that such coordination of efforts bear results at local government. The MTSF sub-outcomes relevant to Local Government spread across the different chapters of the National Development Plan and related to, improving local government performance, ensuring quality service delivery and aimed at putting the local government sector on a positive path to achieving the vision are as follows:

- a) Members of society have sustainable and reliable access to basic services.
- b) Intergovernmental and democratic governance arrangements for a functional system of cooperative governance strengthened.
- c) Sound financial and administrative management.
- d) Promotion of social and economic development.
- e) Local public employment programmes expanded through the Community Work Programme (CWP).

This responsibility is shared amongst a number of stakeholders like; Department of Cooperative Governance, National Treasury, Department of Water and Sanitation, Department of Environmental Affairs, Department of Human Settlements, Department of Energy, Department of Economic Development, Department of Trade and Industry, Department of Agriculture, Forestry and Fisheries, Department of Public Works, Department of Rural Development and Land Reform, Office of the Auditor General, Department of Mineral Resources, Offices of the Premiers', Provincial departments of local government, Provincial Treasuries; and Municipalities.

2.7 Planned Policy Initiatives

The Minister of COGTA, in the COGTA 2014 budget vote, set out the Back to Basics approach, which was subsequently presented at the Presidential Local Government Summit in September 2014 and widely endorsed by all local government role players. The programme is designed to ensure that all municipalities perform their basic responsibilities and functions without compromise. The programme is built on 5 pillars:

1. Put people and their concerns first and ensure constant contact with communities through effective public participation platforms.
2. Create conditions for decent living by consistently delivering municipal services to the right quality and standard. This includes planning for and delivery of infrastructure and

Branch: Back to Basics Command Centre

Purpose: to coordinate and drive Back to Basics activities across the department and government as a whole in order to create change on the ground.

Branch: Local Government Transformation

Purpose: to analyse and develop policy in order to drive transformation in local government and in the system of planning and cooperative governance more broadly.

Branch: Institutional Development

Purpose: to build institutional resilience in the local government system through system development, governance, capacity building and revenue management.

Branch: Local Government Management

Purpose: to conduct hands on performance monitoring, support and interventions in municipalities and provincial COGTAs.

Branch: Community Work Programme

Purpose: to provide work opportunities for communities in relation to local government services and functions.

Branch: Finance

Purpose: to manage the provision of sound financial management services in line with legislative prescripts.

Branch: Corporate Services

Purpose: to manage integrated and innovative corporate solutions to enable the department to achieve its strategic and operational goals.

In addition it is proposed to consolidate the infrastructure support functions in COGTA and MISA into a single government component:

Infrastructure Development. In line with previous proposals,

The National Disaster Management Centre will also become a government component.

Component: Infrastructure Development

Purpose: to ensure service delivery in municipalities through investment in, and sound management of municipal infrastructure.

Component: Disaster Management

Purpose: to promote an integrated and coordinated system of disaster prevention, mitigation and risk management.

2.9 Strategic Goals and Related Strategic Objectives

There are 9 Strategic Goals that DCoG aspire to achieve in the long term and 16 related Strategic Objectives are set to drive implementation in anticipation of the identified Strategic

- Strengthen district facilitation, development coordination and planning roles to advance integrated regional development by March 2019;

6. Entrench a culture of good governance and instill a new morality of service and integrity in local government

- Strengthen anti-corruption measures and enforce applicable legislation and policies by March 2019;
- Promote good governance and an ethical culture in local government by March 2019;

7. Local public employment programmes expanded through the Community Work Programme

- Provide and maintain 1 million work opportunities through building capacity of participants and establishing strategic partnerships by March 2019;

8. Strengthen, coordinate and support effective integrated disaster management and fire services

- Improve the system of disaster management and fire services across government by March 2019;
- Develop a disaster management and fire services monitoring and evaluation system by March 2019;

9. Refocus and strengthen the capacity of COGTA to deliver on its mandate

- Provide efficient and effective corporate governance and administrative support services for COGTA to deliver on its mandate by March 2019;

2.10 Projects per Strategic Objective

SO1: Build accountability for performance in local government system through setting and enforcing clear performance standards by March 2019

1. Back to Basic interventions coordinated in identified Municipalities in all province;
2. 2013/14 MSA section 48 developed;

18. Twenty Seven (27) Back to Basics priority municipalities supported to develop and implement citizen empowerment programmes;

SO6: Strengthen anti-corruption measures and enforce applicable legislation and policies by March 2019

19. One Hundred percent (100%) of municipalities implementing Anti-corruption Strategy and Plan, monitoring system, serves regularly on council agendas;
20. Number of cases concluded in the municipality;
21. Local Government Code of Good Governance developed and implemented (Based on the King III Report on Corporate Governance);
22. Establish a Local Government Anti-Corruption Tribunal;
23. Annual progress report to Minister of cases reported, investigated and prosecuted;
24. Number of staff dismissed, code of conduct education;

SO7: Improve the system of disaster management and fire services across government by March 2019.

25. National Disaster Management and fire services advocacy and public awareness campaigns facilitated in 9 provinces;
26. First Draft Bill on Fire Services finalised;

SO8: Develop a disaster management and fire services monitoring and evaluation system by March 2019.

27. Report on the implementation of Disaster Management M&E Framework;

SO9: Facilitate and coordinate capacity building initiatives in order to build a capable municipalities by end 31 March 2019.

28. Local Government Skills Development Institute (Local Government Learning Centre) established;
29. Batho Pele Service Standards Framework for Local Government implemented;
30. Capacity building strategies and intervention plans for councilors and officials implemented;

SO10: Strengthen the functionality of municipalities through the development and implementation of administrative institutional systems by March 2019.

31. Report on the status of filled municipal manager and s56 manager posts in identified priority municipalities;

SO14: Coordinate and implement sustainable infrastructure development and maintenance initiatives in order to improve the quality of services and extend infrastructure to unserved communities by March 2019.

44. IMC resolutions implemented;
45. Forty Five (45%) Municipalities supported to develop infrastructure assets registers;
46. Forty Five (45) municipalities supported to develop operations and maintenance plans;
47. Fifty (50) municipalities supported to capture the infrastructure assets in the MIPMIS;

SO15: Facilitate private sector investment through the implementation of innovative programmes that stimulate local economies by end March 2019

48. Ten municipalities supported to implement programmes in partnership with the private sector;

SO16: Provide and maintain 1 million work opportunities through building capacity of participants and establishing strategic partnerships by March 2019.

49. Additional 10 000 (197 000 cumulative) work opportunities provided;
50. There will be 15 920 participants and relevant stakeholders trained (training facilitated by CoGTA, EPWP, Sector departments, as well as external service providers) ;
51. Five (5) partnerships (with public, private sector and civil society organisations) established; and
52. Ten additional municipalities with CWP sites established by 13 March 2016.

Overview of the budget and MTEF estimate

It is of critical importance that the performance targets be reconciled with the Budget and MTEF for the financial years 2015/16 to 2017/18 hence the Annual Performance Plan has been configured in line with the Estimate of National Expenditure recently approved by National Treasury. This configuration does not, however restrict the department from reorganising itself for the effective implementation of the strategy and plan.

The Department of Cooperative Governance will focus over the Medium Term on the implementation of the Back to Basics action plan. Launched in September 2014, Back to Basics aims to ensure that all municipalities perform their basic responsibilities and functions. The plan's building blocks include good governance, public participation, financial

system is in the Administration programme through the IT unit. The system will be managed by personnel in the Governance and Intergovernmental Relations programme.

Broadening work opportunities

The community work programme is a government programme that aims to tackle poverty and provide livelihood support for poor households by providing participants with a minimum number of regular days of work to supplement their existing livelihoods. The programme has been housed in the Department of Cooperative Governance since 2010. Over the medium term, the department expects to provide employment to 362 000 participants with a budget of R9.7 billion in the Infrastructure and Economic Development programme. Contractors are the implementing agents of the community work programme at the local level, and spending on contractors is projected to grow by approximately 21.2 per cent from 2014/15 to 2017/18.

The community work programme has been negatively affected by the Cabinet approved budget reduction of R586 million over the medium term, but the impact will be minimised by the 19.7 per cent growth in the budget over the period.

management, infrastructure services and institutional capacity. The plan is aligned with outcome 9 of government's 2014-2019 Medium Term Strategic Framework (responsive, accountable and efficient local government). Back to Basics is a framework for collective action, and outlines how each sphere of government commits itself to addressing the challenges that local government faces in delivering services. As part of its contribution to the 2012 national infrastructure plan, the department develops consolidated and integrated infrastructure plans with other sectors and provinces, ensuring effective levels of spending on infrastructure maintenance. Crucial to this integrated approach is a system of performance measurement.

The department's community work programme will contribute to the national development plan goal of broadening work opportunities through community based employment schemes.

The bulk of the department's spending over the medium term is in the Governance and Intergovernmental Relations programme, which transfers the equitable share to fund basic services, free basic services and the general operational costs of municipalities. The programme's budget for the period is R158.9 billion.

The number of filled funded posts in the department is expected to increase from 540 in 2014/15 to 560 in 2017/18 to support the rollout of Back to Basics.

Infrastructure services and institutional capacity

The department supports municipalities to deliver municipal infrastructure through transfers from its municipal infrastructure grant, which is allocated R46.9 billion over the MTEF period. The grant is in the Infrastructure and Economic Development programme, the department's second largest spending programme. Over the medium term, the department will deploy 20 municipal infrastructure grant specialists to provincial and district task teams. The specialists will conduct diagnostic assessments and develop action plans for all priority municipalities, particularly for accelerating the rollout of projects funded by the grant. This specialist input is expected to result in providing 86 241 households with water, 52 140 households with sanitation, 4 757 households with access to community lighting, and 582 kilometres of new roads.

The Cabinet approved reduction of R481 million to the municipal infrastructure grant over the medium term will mean that 3 000 households will not have access to basic services as planned.

Performance measurement

Over the medium term, the department will establish a coordinated monitoring system for local government performance, with the associated data requirements, including integrated data from multiple sources. Data analysis will allow the department and other stakeholders to understand key trends per municipality, undertake rapid assessments, and measure performance across all the Back to Basic performance areas. Spending for establishing the