

**MUNICIPAL INTERNATIONAL RELATIONS
A POLICY FRAMEWORK FOR SOUTH AFRICA**

Issued by the Ministry of Provincial and Local Government

July 1999

Table of Contents

*I sawed by Ministry Rev & have Gen. 1
July 1999*

Foreword	3
1. Introduction	4
1.1. Background	4
1.2. Purpose of document	4
1.3. Structure of document	5
1.4. Methodology	5
2. Changing global context	6
3. Description of MIR	7
3.1. Evolution of MIR	7
3.2. Purpose and objectives	7
3.3. Types of MIR	8
3.3.1. Participation in representative associations of municipalities	8
3.3.2. Twinning arrangements	8
3.3.3. Membership networks	9
3.3.4. Municipal marketing and global presence	9
4. Principles and guidelines	10
4.1. Internal principles	10
4.2. External principles	10
4.3. Guidelines for municipalities	11
5. Support framework for MIR	13
5.1. The approach	13
5.2. Key elements of a MIR support programme	13
5.3. Roles of respective spheres of government	16
5.4. Implementation	18
6. Developing priority focus areas for MIR	19
6.1. Local economic development	19
6.2. Environmental management	19
6.3. Poverty alleviation	20
6.4. Management development	20
Annexure 1: Guidelines for twinning arrangements	21
Twinning agreement	21
Twinning objectives	21
Factors in determining a suitable twin city	21
Procedures regarding twinning agreements	22

Annexure 2: Overview of international organisations	23
1. International associations of municipalities	24
1.1. International Union of Local Authorities (IULA)	24
1.2. United Towns Organisation (UTO)	26
1.3. Summit Conference of Major Cities of the World (SUMMIT)	26
1.4. World Association of Major Metropolises	27
2. Other organisations involved in municipal international co-operation ...	28
2.1. International City/County Management Association (ICMA)	28
2.2. The Commonwealth Local Government Forum	29
2.3. International Council for Environmental Initiatives (ICIEI)	30
2.4. Council of Local Authorities for International Relations (CLAIR)	31
2.5. Local Government International Bureau	32
2.6. Towns and Development	32
2.7. Mega-Cities	33
3. Multilateral institutions	34
3.1. Southern African Development Community (SADC)	34
3.2. United Nations Centre for Human Settlements (UNCHS) – Habitat	34
3.3. Urban Management Programme (UMP)	36
3.4. United Nations Development Programme (UNDP)	37
3.5. Other United Nations agencies	37
3.6. The European Union	37
3.7. The World Bank	38
4. Funding agencies	39
4.1. Ford Foundation	39
4.2. United States Agency for International Development (USAID)	40
4.3. The German Technical Co-operation Agency (GTZ)	40
4.4. The Department for International Development (DFID)	41
4.5. Canadian International Development Agency (CIDA)	42
4.6. Swedish International Development Agency (SIDA)	43
5. Research institutes and networks	44
5.1. Municipal Development Programme (MDP)	44
5.2. Capacity 21	44
5.3. Management of Social Transformation (MOST)	44
5.4. Global Urban Research Initiative (GURI)	45
6. Local government associations	46
6.1. The Association of Netherlands Municipalities	46

Annexure 3: Addresses and contact details	47
--	----

**FOREWORD BY RHOLISANI SYDNEY MUFAMADI
Minister for Provincial and Local Government**

The White Paper on Local Government recommended the development of a Policy Framework on Municipal International Relations for South Africa which will guide municipalities in the conduct of their international relations.

Following the 1994 democratic elections the doors for participation by local government in international activities have been opened. The Department of Foreign Affairs played a pivotal role in taking South Africa back to key international fora, enabling us to tap the experiences and expertise of other nations. We have seen South Africa become a member of the Organisation of African Unity, the Southern African Development Community, the Non-Aligned Movement, the Commonwealth and many associated organisations. At the local government level, the South African Local Government Association and individual municipalities have joined the International Union of Local Authorities and many other local government networks, and the chairperson of SALGA has taken on the chairpersonship of the Commonwealth Local Government Forum. The world has indeed welcomed South Africa with open arms.

Previously municipal international relations were poorly co-ordinated and did not maximise the potential benefits from international networks and experiences. This Policy Framework on Municipal International Relations promotes partnerships between South African municipalities and municipalities across the world in ways which will ensure maximum learning, synergy and promotion of our national interests, including investment promotion. Each municipality involved in municipal international relations should follow this policy to ensure a cost-effective and co-ordinated approach to international relations, and ensure that its own international relations activities support its developmental priorities. In this way we will be able to build collectively on the vast goodwill of the international community, learn from the innovations of other municipalities, and share our unique local government system with the world. Many countries will find much to learn from our experiences, and I believe that we can indeed stand proud amongst the world family and international local government associations for the enormous successes we have achieved in building a developmental sphere of local government.

This policy is the product of an extensive consultation process which involved a wide variety of local government stakeholders, as well as the Departments of Constitutional Development, Foreign Affairs, Trade and Industry, Environmental Affairs and Tourism, the Office of the Auditor-General, Provincial Departments of Local Government, SALGA and Provincial Local Government Associations. The policy development process included written submissions from stakeholders, consultative workshops, Local Government Technical MINMEC and MINMEC deliberations, and finally Cabinet approval.

I would like to thank all of those committed South Africans who contributed to the development of this policy.



F. S. Mufamadi

Introduction

1.1. Background

The far-reaching political, economic and technological changes of the past decade have facilitated a massive increase in the number and variety of associations of municipalities and of programmes of municipal co-operation across international boundaries.

In the period since South Africa's transition to democracy, local government in South Africa has become part of this global dynamic and there has been considerable contact between local government in South Africa and counterparts internationally. South African local government participates extensively in international associations and a wide range of international co-operation arrangements between municipalities from South Africa and other countries have been established ranging from twinning agreements to exchange programmes to research networks.

Appropriate international contact and co-operative arrangements can generate considerable benefits for municipalities and the communities they serve. They can provide access to information and knowledge. They can be a source of innovation and creativity. They can promote the town or city or metropolitan region as an attractive tourist and investment location. They can create economic, technological and cultural partnerships between localities. They can promote joint action to address global or regional problems. They can help build international understanding and goodwill.

At the same time, municipal international relations (MIR) are not without problems and challenges. Many initiatives have little impact and lack sustainability. Individual municipalities often do not have the infrastructure or contacts to find appropriate international partner municipalities. International exchange can distract local governments from their real priorities. The range of different associations and initiatives can also result in confusion, duplication and waste.

In this context, the overall impact of municipal international arrangements can be considerably enhanced by a range of support measures to facilitate international contact, to ensure effective national co-ordination of the process, to provide information and advice and to ensure high levels of accountability and transparency.

MIR can also contribute positively to overall national foreign relations policy and should take place within the parameters set by such policy.

1.2. Purpose of document

This document outlines a framework for South African MIR. It seeks to assist national government, provincial government, organised local government and individual municipalities to develop sound, efficient and effective MIR programmes that support both South Africa's internal developmental priorities as well as its approach to foreign relations.

1.3. Structure of document

The document contains the following sections:

- an overview of the changing international context within which MTR takes place;
- a description and evaluation of the different forms of MTR;
- a statement of the major principles and guidelines that should govern the approach of all spheres of government to MTR;
- an outline of the mechanisms to support MTR; and
- a discussion of possible priority areas for MTR.

Guidelines for twinning arrangements and an overview of major international organisations with which South African local government might engage are contained in the annexures.

1.4. Methodology

This draft programme was developed on the basis of input from representatives of the Departments of Constitutional Development, Foreign Affairs and Environmental Affairs and Tourism, the Office of the Auditor-General, various provincial local government departments and organised local government. It was submitted to local government MINMEC on 6 October 1998 and endorsed. It was approved by Cabinet on 28 April 1999 as the official government Policy Framework on Municipal International Relations for South Africa.

The changing global context

Local government across the world faces similar challenges posed by major economic, political and technological changes. These include:

- the growing internationalisation of economic, political and cultural life;
- a rapidly changing global economy that has major impact on local economies;
- changes in the nature of politics as the growing need for more substantive citizen participation is increasingly accommodated; and
- the rise of the information or network society which is transforming the nature of communication and interaction between all spheres of society.

These trends have been accompanied by a global move to decentralise government. Local government across the world is increasingly being given responsibility to address most of the (direct) service delivery functions as well as to manage their localities to ensure environmental, economic and social sustainability.

It must be noted that these changes have impacted unequally on different parts of the world. The negative economic and social impact of global change has been especially harsh in many developing countries, particularly in Africa, and many countries have become increasingly marginalised and impoverished.

Global change is particularly apparent in urban areas and has reinforced a movement for co-ordination and strategic management at the municipal and regional level. These changes require municipalities internationally to fundamentally re-assess both their roles and responsibilities as well as the way in which they carry out these responsibilities. In South Africa these universal challenges have been accompanied by the additional challenges of transition and democratisation.

It is no longer possible for municipalities in the 1990s to address the variety of issues by simply relying on their internal systems and capacity. A new organisational and political paradigm is required to enable local government to both respond effectively to many new challenges and to continuously improve its productivity at the same time.

These challenges were the core of deliberations at the Habitat II conference in Istanbul during 1996. An important theme that was reinforced at Habitat II was the commonality of challenges and problems that confront municipalities all over the world, in both the industrialised and developing countries.

Much emphasis was placed on the need for an effective process of sharing ideas and innovations between municipalities and urban practitioners in order to deepen understanding regarding the complexity of urban problems and opportunities. This sharing is facilitated by the rapid progress in information technology. A 'best practices' database has been established to give this practical expression.

This is one element of a larger paradigm of *networking* which encompasses the need for creating learning organisations, building strategic networks of exchange between (and within) municipalities and developing common approaches to the main urban problems such as poverty, unemployment, environmental decline, lack of adequate shelter and violence. As a response, there has been a vigorous expansion of all types of municipal international co-operation.

Description of MIR

3.1. Evolution of MIR

For the purpose of this document municipal international relations can be defined as a link between two or more communities from different nation-states, in which at least one of the key actors is a municipality. Such links may include local non-governmental organisations, community based organisations or private associations.

The range and scope of municipal international relations has expanded rapidly over the past decades.

International associations of local government have consolidated and have expanded their influence on the world stage. It is increasingly recognised that the voice of local government is an important one in regard to most of our critical global challenges. The major associations have had a growing profile in the United Nations and its urban, social and environmental programmes.

There have also been major shifts in the nature of contact and co-operation between municipalities across national boundaries. In the 1950s, co-operation tended to focus on twinning arrangements involving two cities or towns, primarily focusing on cultural and friendship ties. In the 1960s and 1970's the focus shifted towards development and trade. The 1980's and 1990's have been characterised by a massive increase in the range and types of co-operation and the emergence of many different types of municipal networks.

The character of networks and co-operation projects has also been changing. They have become less ceremonial and more substantial and project focused. The activities have become more targeted with measurable objectives and tangible results. Co-operation has become more systematic and less ad hoc. There has been a movement from simple to complex linkages.

3.2. Purpose and objectives

Municipalities and municipal associations participate in international associations, networks and activities for a number of different purposes and objectives. These include:

- **to facilitate information and knowledge sharing.** In today's knowledge intensive society, many municipalities consider it essential to have excellent networks to provide them with up to date international information on a range of technological, economic, managerial and governance issues;
- **to build managerial and technical capacity.** Many municipalities engage in a range international activities including study tours and exchange programmes to build the experience and capacity of officials and councillors;
- **to promote a region or city as an attractive location for investment and tourism.** As competition between cities and localities for investment and tourists increases internationally, many municipalities support extensive international promotional activities;
- **to develop project partnerships for mutual benefit.** Municipalities may enter into partnerships with other municipalities where there is value in a joint approach. An example might include the creation of a jointly owned "daughter company" to develop municipal IT software for participating municipalities;

- to address regional and global challenges that have local impact but which need to be tackled on a broad basis. There is an increasing recognition that various challenges including environmental sustainability, climate, economic development and crime require joint action on a regional or global basis. There are increasing number of municipal co-operation programmes designed to address such issues; and
- to contribute to global understanding, solidarity and peace. International networking and co-operation can build relationships across national and cultural divisions and contribute in this way to international understanding and world peace. It can also be a way in which well-resourced municipalities can share resources and expertise with municipalities from poor countries.

3.3. Types of MIR

The following types of MIR can be identified:

3.3.1. Participation in representative associations of municipalities.

The number and the influence of international associations of municipalities has increased significantly in recent years and include broad-based inclusive organisations, more regional organisations and those that have a specific focus.

The International Union of Local Authorities (IULA) and the United Towns Organisation (UTO) are the most important broad-based international associations. There are also two significant international associations of major metropolitan centres – Metropolitan and Summit (Summit Conference of Major Cities of the World).

These four organisations formed the G4 group which together with several of the regional associations (Eurocities, the Union of African Towns, the Arab Towns Organisation, Citynet and representatives of North and Latin America municipal associations) became known as G4+. This body organised the municipal contribution to Habitat II.

The South African Local Government Association (SALGA) and many South African municipalities are members of IULA and participate in its extensive range of activities, its regional branch and its associated organisations.

Examples of more thematic international organisations include:

- International Association of Cities and Ports;
- International Council for Local Environmental Initiatives;
- Organisation of World Heritage Cities; and
- Sister Cities International.

3.3.2. Twinning arrangements

The twinning of cities and towns across international boundaries to support cultural, friendship and economic exchanges and partnerships has traditionally been the major mechanism for inter-municipal relations. A number of South African cities and towns have entered into twinning arrangements with municipalities elsewhere in the world.

The existence of certain common features and linkages usually form part of the criteria whereby municipalities select appropriate twinning partners. The twinning approach has recently been enhanced by a new focus on tripartite relationships where three rather than two cities create a formal link with each other. IULA, for example, is currently running a number of pilot schemes of this nature. Guidelines for twinning arrangements are contained in annexure 1.

3.3.3. Membership of networks

The focus of municipal international co-operation has shifted from twinning to a more flexible network approach where groups of municipalities link themselves in range of ways to carry out joint programmes of research and learning, information and technology sharing, management development, co-ordinated action on common problems, economic co-operation and so on.

These networks take many different forms. They may be formal or less formal. They may have a very broad membership or they can comprise a small number of members. They may involve high levels of international travel and personnel exchange or they may be largely run using electronic communication.

Certain networks involve cities and towns with certain common features who co-operate on a range of issues. Other networks such as the Healthy Cities Network are focused on a specific programme.

These networks are also initiated and funded in a number of ways:

- by municipalities themselves;
- by municipal associations;
- by the UN and other international agencies; and
- by NGOs and research institutions.

3.3.4. Municipal marketing and global presence

Many municipalities, particularly major cities and metropolitan areas, devote increasing resources to marketing themselves as “world cities” that are attractive sites of investment and tourism. Marketing involves a range of activities including bidding to host major international events, identifying and lobbying potential investors, attending trade fairs and international conventions and ensuring that good marketing media is widely distributed internationally.

Details of some of the major organisations and initiatives relevant to municipal international relations are contained in annexure 2.

Principles and guidelines for MIR

4.1. Internal principles

All spheres of government should be informed by the following "internal" principles when engaging in activities related to municipal international co-operation and action:

4.1.1. Engagement in MIR is an important developmental and strategic instrument for local government and should be encouraged and supported.

Involvement in international and regional municipal associations and networks and the active promotion of their city, town and/or region internationally should be seen as important components of the development strategies of municipalities. National and provincial government and organised local government thus have an obligation to encourage and support the development of such involvement by creating an enabling legislative framework and through providing co-ordination, resources, information and research.

4.1.2. MIR should be focused on supporting the successful implementation of the strategic priorities of local government.

It is critical that international co-operation and networking do not become activities in and for themselves. They must be designed and implemented as part of the broader strategic plan guiding the activity of SALGA and the municipalities concerned. For example, if a Council decides that its top three priorities are to extend municipal infrastructure to all un-serviced areas, to develop and implement a comprehensive poverty eradication strategy and to promote economic development, it must develop a international co-operation policy that will contribute to their successful realisation. This will significantly affect the partner municipalities and networking activities that will be selected.

4.1.3. MIR should be developmental and outcomes orientated and should add value to municipal programmes.

MIR should be seen as an integral part of municipal activities not as a separate add-on and should be used as a tool to facilitate a developmental approach in local government. It is important accordingly that it be outcomes focused and subject to monitoring and performance review to ensure that it adds value to municipal programmes.

4.2. External principles

All spheres of government should be informed by the following "external" principles in engaging in activities related to municipal international co-operation and action:

4.2.1. MIR should be used to develop stronger relationships with developing Southern hemisphere countries.

A large number of current international linkages are with municipalities from the Northern hemisphere. These linkages are important and need to be developed

and maintained. However, South African local government should also take the lead in initiating a wider range of contact and co-operation with countries of the Southern hemisphere. Our contexts and development challenges have similarities and powerful linkages around capacity building, governance and development can be built. In addition, there are common issues facing developing countries around which joint action and lobbying needs to be developed.

4.2.2. MIR should emphasise links between African countries and should support the development of an African Renaissance.

South African municipalities should especially seek to build linkages based on mutual benefit and focused on common issues and commitment with municipalities elsewhere in Africa. Local government in South Africa has an important contribution to make in fostering and supporting the African Renaissance by co-operating with local government across the continent. Such co-operation should help develop an African practice that builds on international lessons but is rooted in African knowledge and experience and is sensitive to the needs and realities of the continent.

4.2.3. MIR should help build the influence of developing countries in the global policy making process.

At present, developing countries lack power and influence within the major multilateral agencies and the global forums that play very significant roles in determining global development policy. It is important that this imbalance be addressed. Co-operation amongst municipalities from developing countries to develop coherent policy alternatives for addressing urban and rural development and democracy at the local level is an important component of this.

4.2.4. MIR should contribute to a international culture of human rights, global solidarity and understanding.

International exchange can be a powerful vehicle for building an international culture of human rights among and within nations. It can also foster international solidarity regarding the marginal status of many developing countries in the world economy and the need for universal solutions to the problems of poverty and social exclusion. South African local government should actively seek to support human rights, democratic values and global solidarity in its MIR programmes.

4.3. Guidelines for municipalities

Municipalities engaging in international co-operation activities should bear in mind the following guidelines:

4.3.1. The impact and sustainability of municipal international co-operation are enhanced where they are based on shared issues and commitments.

The potential for project sustainability and for adapting successful practices to different contexts is considerably enhanced where participants make long-term commitments to developing practical solutions to similar problems. This is not to imply that what works in one area will work in another area. Our contexts internationally are different and there is a need to be sensitive to the very different dynamics applying in different situations.

4.3.2. Care should be taken to establish strategic relationships with municipalities offering leadership in the field of effective municipal governance and local development.

It is can be wasteful to engage in networking activities with localities and institutions where little innovation is occurring or where there is no willingness to address pertinent challenges. On the other hand there is considerable value in fostering close working relationships with municipalities that are on the cutting edge of innovation and successful delivery.

4.3.3. Municipal international co-operation projects should be framed in such a way as to be of mutual benefit to the participating municipalities.

Very few municipalities today are interested in co-operation arrangements that are only one-way. They participate both to transfer experience but also to learn from others. One-way projects tend to perpetuate relations of paternalism and inequality.

4.3.4. International co-operation programmes should be used to foster common purpose within the municipality.

MIR programmes provide an excellent vehicle to cement relations between the political leadership, management and interest groups (such as trade unions) within the municipality around practical issues, based on shared experience. Looking at foreign experience in a different but broadly relevant context is a non-threatening way of building consensus around critical policy questions in the municipality.

4.3.5. MIR programmes should be used to build and expand a culture of learning.

There is an emerging view that successful municipalities tend to be those who are able to become 'learning organisations' with a capacity to solve complex problems through innovation and drawing on 'best practices'. Municipal networking provides a framework to foster strategic relations with relevant municipalities, research institutions and specialist organisations to enable the council to stay abreast of new thinking regarding governance, service delivery and organisational change.

4.3.6. Successful international co-operation projects require strong management and adequate resourcing.

MIR programmes require good planning processes with clear objectives and implementation plans and monitoring and evaluation mechanisms. They also require proper resourcing in terms of both competent staff and adequate funding. They generally enhanced by good public awareness programmes.

4.3.7. Other local stakeholders should be involved in municipal international co-operation arrangements where appropriate.

There are considerable advantages in ensuring that municipal international co-operation arrangements are not limited to municipal councillors and officials. They should also foster the international exposure of the private sector, trade unions and community groups. This can enhance the impact of the exchange, helps promote the concept of international linkage in the community and can be a basis for securing additional funding for such initiatives.

Support framework for MIR

5.1. The approach

The approach of national and provincial government and organised local government to MIR should be facilitative rather than regulatory for a number of reasons:

- international co-operation projects are increasingly part of the business of municipalities and they often need to respond quickly and flexibly to the MIR opportunities that become available. The range, scale and scope of such projects will also increase rapidly in the future. A tight regulatory or control framework for MIR in this context would undermine and stifle the potential of MIR activities;
- it is not appropriate in the context of the constitution that national or provincial government should seek to tightly regulate the involvement of local government in international programmes or associations or to approve all international involvement before it can proceed; and
- a number of mechanisms already exist to control mismanagement, unnecessary and wasteful expenditure and corruption. These include the general powers of intervention granted to national and provincial government and the normal auditing process. These existing measures provide sufficient framework for control and specific additional regulatory mechanisms for MIR are not required.

There is however a critical role for national government, provincial government and organised local government and the quality, impact and extent of MIR programmes can be considerably enhanced by appropriate facilitation and support.

5.2. Key elements of a MIR support programme

The major elements of an effective programme of facilitation and support for MIR include the following:

5.2.1. Priority setting and direction

Organised local government in conjunction with national and provincial government needs to set a direction for municipal international relations. This should involve identifying the most important issues that municipal international co-operation programmes should address, formulating appropriate objectives and providing guidance regarding which forms of MIR can best achieve these objectives. This framework is the starting point for a system of facilitation and support and should be reviewed on an annual basis.

5.2.2. Mobilising funding

Some South African municipalities, particularly in large urban areas have sufficient internal resources to support an extensive MIR programme. However, this is not the case for most of local government. There are, however, considerable amounts of funding available internationally to support MIR activities. SALGA in collaboration with national and provincial government should actively mobilise both local and inter-

national funding to support the agreed MIR priorities and approaches. Such resources should be used in a equitable manner that ensures that smaller cities, towns and the rural municipalities also have access to MIR opportunities and its associated benefits.

5.2.3. Facilitating relationships between South African and international partners

Organised local government in collaboration with national and provincial government should facilitate and co-ordinate the establishment of appropriate relationships between South African municipalities and international partner municipalities. Individual local governments generally do not have the contracts and capacity to do this effectively on their own. In addition, it would represent duplication and inefficient use of resources if many individual municipalities were to build their own capacity. The task of facilitating relationships would involve:

- entering into arrangements with other international and national municipal associations, governments and other international agencies which are in a position to support these priorities;
- identifying, in collaboration with these international partners, appropriate networks, initiatives and partner municipalities with which local governments in South Africa can engage;
- maintaining a data base of South African municipalities and their needs in regard to municipal international relations and putting them into contact with appropriate partners; and
- following up municipalities to ensure that agreed linkages are being developed and to identify any additional support needs that an individual municipality might require.

In particular, organised local government should consider establishing a section to support the development of an extensive system of municipal international co-operation within Africa to support the development of strong institutions for local democracy and development across the continent.

5.2.4. Information provision

A further critical role for national and provincial government and organised local government is the collection and distribution of appropriate information. Organised local government should make the following information widely available:

- a data base of international and regional municipal organisations and relevant international initiatives relevant to local government;
- a guide to useful web-sites and other electronic networks internationally;
- a data base of all MIR initiatives involving South African municipalities;
- evaluative reports on MIR initiatives involving South African municipalities;
- relevant IUIA, UN and other publications;
- a directory of South African embassies and consulates across the world and how they can assist local governments with international programmes;
- detailed guidelines for municipalities on how to conduct international co-operation programmes; and
- a directory of trade fairs, trade missions and other economic and tourism promotion programmes.

tion activities of the Department of Trade and Industry, Department of Foreign Affairs, Satour and other relevant agencies which might be relevant to particular local governments.

This information should be accessible electronically and the publications of organised local government should give appropriate coverage to MIR programmes.

In addition, the Department of Foreign Affairs should provide country briefings to any high profile municipal delegation visiting a foreign country to advise them on the political and economic situation in the country to be visited and of any diplomatic or foreign policy issues that they should be aware of.

5.2.5. Co-ordination

It is necessary to co-ordinate MIR activities in order to use the limited resources to the best effect. The activities need to be in harmony with the strategic objectives of South Africa's foreign policy. To assist this process, it is suggested that a MIR Co-ordination Group comprising representatives of organised local government, Department of Constitutional Development, Department of Foreign Affairs and the Department of Trade and Industry be established. This Group should facilitate co-operation between the spheres of government and should liaise on a regular basis to ensure effective co-ordination of MIR activities.

To support this process, all municipalities should provide the secretariat of this Co-ordination Group with the following information:

- a list of all proposed MIR activities for a particular financial year;
- notice of any official international visit involving councillors or senior officials of the municipality at least one month prior to the visit, indicating whether any assistance from Departments of Foreign Affairs or Constitutional Development or SALGA is required;
- notice of any official visit to South Africa involving councillors or senior officials of a foreign municipality; and
- notice of any intended twinning relationship with a foreign municipality prior to any formal process of concluding a twinning agreement.

The MIR Co-ordination Group should indicate to municipalities where a proposed MIR activity could involve potential duplication and should advise regarding improvements and alternatives. It should also try to ensure that the range of municipal co-operation and twinning agreements that are concluded reflect the MIR priorities and principles. It should also facilitate any assistance that a municipality might require from different national and provincial departments where this is appropriate.

After municipal co-operation programmes have been established and are operating effectively, national and provincial government and organised local government should continue to play a supportive role but should leave most of operational activities to the municipalities involved.

5.2.6. Training

There is a range of skills and knowledge including issues of protocol that would enhance the ability of municipal councillors and officials to be effective as representatives

of South Africa and of their municipality internationally and to avoid any protocol mistakes.

It is suggested that regular MIR training involving the Departments of Foreign Affairs and Constitutional Development be arranged by SALGA. Such training should equip the provincial local government associations and municipalities themselves with the necessary information and material to run train and brief councillors and officials who will be travelling internationally in an official capacity.

5.2.7. Ensuring accountability

Mechanisms to ensure that local authorities conduct international municipal relations in an accountable and transparent manner should be established.

The primary mechanism for this should be a requirement that each municipality must prepare an annual record of all international co-operation arrangements and events they have been involved in. This record should detail the purpose, the outcomes, benefits and costs of these arrangements and events. Such reports should be made available for public scrutiny and should be submitted to the Department of Constitutional Development, the Department of Foreign Affairs, the Office of the Auditor-General and organised local government for information.

Such reports will also assist national and provincial government, organised local government and other agencies to support, co-ordinate and evaluate municipal international co-operation projects.

5.2.8. Research, evaluation and monitoring

No systematic research and evaluation of the diverse and rapidly-growing field of MIR including its successes and failures has been done in South Africa. This results in the repetition of mistakes and considerable duplication of effort.

SALGA in collaboration with national and provincial government needs to support an on-going programme of research and evaluation and should ensure that the information is effectively disseminated.

5.3. Roles of respective spheres of government

The roles of the different national government departments, provincial government, organised local government and municipalities regarding MIR are outlined below:

5.3.1. Department of Constitutional Development

The role of the Department of Constitutional Development in supporting municipal international relations can be summarised as follows:

- to establish a policy framework to support municipal international relations;
- to ensure that municipalities engage in municipal international relations in a manner that is accountable and transparent and that public money is used in a productive manner;
- to remove legal and administrative constraints that impede municipal international co-operation; and
- to collaborate with organised local government, provincial government and other relevant national government departments in setting MIR priorities, raising funds, facilitating relationships, providing information, co-ordination and research.

5.3.2. Department of Foreign Affairs

The role of the Department of Foreign Affairs in supporting MIR can be summarised as follows:

- to ensure that MIR programmes are carried out in a manner that supports and enhances South Africa's foreign relations and associated strategies;
- to assist municipalities in establishing international relationships with appropriate partners and to provide support to official municipal international visits;
- to provide protocol and diplomacy training for local government;
- to provide information and guidance on partner municipalities, host countries and other relevant information; and
- to collaborate with organised local government, provincial government and other relevant national government departments in setting MIR priorities, raising funds, facilitating relationships, providing information, co-ordination and research.

5.3.3. Other national government departments

The Departments of Trade and Industry and Environmental Affairs and Tourism also have significant potential roles in supporting and facilitating MIR. They also need to participate in the co-ordination and priority setting processes to ensure that MIR activities are carried out in a manner that supports and enhances their strategies.

5.3.4. Provincial government

Since provincial governments have a responsibility for local government, it is important that they be involved in the facilitation of MIR. Through their respective departments responsible for local government, provincial governments can act as a conduit for information and as a facilitator of international contact. They should also collaborate with organised local government and other relevant national government departments in setting MIR priorities, raising funds, facilitating relationships, providing information, co-ordination and research. Since provincial governments do not have a definite international relations function, their role is limited.

5.3.5. Organised local government

The role of organised local government should include the following responsibilities:

- to represent South African local government in IULA and other relevant international and regional forums;
- to act as initiator, intermediary, facilitator and priority setter for municipal international co-operation programmes;
- to research and evaluate municipal international co-operation programmes; and
- to make information widely available.

The proposals regarding a support system for MIR indicate a critical role for organised local government in respect of all the key elements identified. SALGA will consequently need to create significant MIR capacity in terms of information management, relationship facilitation, co-ordination and research.

5.3.6. Municipalities

The role of municipalities should include:

- to prepare a plan for MIR to support their municipal priorities as part of the IDP process;
- to submit this plan and details of any official international visit or MIR agreement to the proposed MIR Co-ordination Group;
- to prepare an annual record and evaluation of all international co-operation arrangements and events they have been involved for public scrutiny and for submission to national, provincial government and organised local government; and
- to ensure that MIR activities are adequately managed and resourced and that councillors and officials participating in MIR activities are properly briefed and trained.

5.4. Implementation

An implementation plan for the MIR policy and the support framework will need to be developed subsequent to the finalisation of the policy. It is suggested that a workshop be convened for this purpose involving representatives of organised local government, national Departments of Constitutional Development, Foreign Affairs and Trade and Industry and the provincial departments of local government. Important issues at such an implementation planning meeting would include:

- the establishment of adequate MIR capacity by SALGA including the possible establishment of an MIR unit support;
- the creation of a functioning and accessible MIR data base;
- the establishment and operation of an MIR Co-ordination Group; and
- the identification of MIR priority issues and preferred approaches.

Developing priority focus areas for MIR

National and provincial government and organised local government require a regular national process for establishing and reviewing a framework of priorities and preferred approaches for MIR as indicated in the previous section. In the immediate future, it can be anticipated that such priorities will be strongly influenced by the focus on developmental local government as contained in the Local Government White Paper.

There is a strong resonance between the concerns in the White Paper and key areas of focus for MIR internationally at present. Some relevant areas where there are currently high levels of international municipal co-operation and networking are discussed below:

6.1. Local economic development

The promotion and development of the local economy is one of the most complex and critical challenges that municipalities need to address. This area of expertise is emergent in South Africa and the Department of Constitutional Development is still developing national guidelines. In the meanwhile, municipalities must formulate policy frameworks and implementation strategies quickly, but have very limited capacity and resources to do so effectively. There are various research institutions, networking forums and study clusters within international local government organisations that are attempting to distil key lessons and make them available more broadly. An effective networking strategy based on a thorough survey and guided by clear priorities can make a huge difference in fast-tracking local expertise. Given the different economic conditions and institutional issues, it would also make sense to combine this with information from the experiences of cities with comparable economic bases and positions in the global economy.

6.2. Environmental management

Environmental sustainability is one of the important elements of a comprehensive IDP. All municipalities are also meant to develop and popularise Local Agenda 21 plans in keeping with the UNCED agreement that the government has ratified. In addition, local government is the only tier constitutionally tasked with promoting 'a safe and healthy environment'. This has far-reaching capacity implications for local governments who must design, implement, monitor and refine IDP and Local Agenda 21 frameworks in consultation with communities. An effective international networking strategy can substantially reduce the cost of this and accelerate the rate of learning and adaptation in the organisation. For example, municipalities could establish contact with the International Council for Local Environmental Initiatives (ICLEI, established by the World Congress on Local Governments for a Sustainable Future in 1990), and draw on its resources and capacity to develop a Local Agenda 21 framework. Most importantly, ICLEI's research programme is beginning to offer valuable lessons on the effectiveness of different strategies.

6.3. Poverty alleviation

In the wake of continuous urbanisation and the inability of urban systems and investments to keep pace with the growing numbers of urban poor, it is critical that urban local government is geared to address the problem of poverty alleviation. The key lesson emerging across the world is that cities require explicit anti-poverty strategies that are connected to regional and national strategies. A major reason why poverty has increased throughout the world over the last three decades (in both the industrialised and developing countries) is because alleviation measures have been fragmented and executed without the active participation of the poor. Various global forums over the last few years have identified poverty as the number one priority. They have also stressed that local governments are best able to implement effective micro-level anti-poverty measures.

6.4. Management development

Global discussions about effective local governance emphasise the importance of new management and organisational paradigms. There is a general recognition that management should encompass more than planning, supervisory and monitoring functions by being strategic and empowering of all organisational parts.

Annexure 1

Guidelines for twinning arrangements

Twinning agreement

A twinning agreement should not be confused with a so-called international agreement. A twinning agreement is an informal arrangement, indicating mutual intentions and goodwill, but which does not entail a legally binding document. An international agreement on the other hand can be defined as a written agreement between states and/or international organisations and therefore governed by international law whatever its particular designation.

The basic purpose of a twinning agreement should be to provide an opportunity for contact on as wide a scale as possible with local communities of other countries. Contact should therefore include all levels of a community and not only be limited to a few functionaries.

It is also preferable that the twinning should be preceded by the forming of a twinning committee. The twinning committee should predetermine the objectives, areas and manner of contact before an agreement is presented.

Care should also be taken when considering twinning to ensure that the potential partner municipalities are able to afford the twinning.

Twinning objectives

The following objectives should be considered before signing a twinning agreement:

- the agreement must not be cosmetic;
- the agreement must be aimed at real socio-economic interaction;
- funding must be available as this increases the effectiveness of projects arising from such an arrangement;
- the agreement should promote good relations between local authorities; and
- the agreement should create opportunities for the extension of mutual understanding, visits, contact and co-operation, as well as an exchange of knowledge and information concerning the various activities of the respective municipalities.

Factors in determining a suitable twin city

A twin municipality should be selected with care and the eventual agreement between two municipalities should benefit the community and country. The choice of a twin municipality should also be practical in the sense that it should be financially viable to ascertain the different goals. The proposed twin municipalities should also be able to communicate efficiently in order to formulate necessary exchange programmes.

Several other factors could play a role in determining a suitable twin municipality, for instance:

Size and location

Corresponding population size should be considered. The fact that the potential partners are ports might also be relevant.

Resemblance and character

Corresponding character is also important. Both municipalities could be university towns/regions or tourist attractions or popular holiday destinations, or capitals cities.

History

A shared historical association such as having similar town names.

Specific issue or project

Twinning should not be a meaningless exchange of office bearers and consideration should be given to structure a twinning around a specific issue or project such as tourism, public transport or housing.

Procedures regarding twinning agreements

The twinning request, addressing at least some of the above-mentioned objectives and factors, should ideally be channelled via the relevant MIR co-ordinating group. This group will endorse a proposed twinning partner or make alternative recommendations or try to identify a suitable twinning partner where the municipality wishing to enter into a twinning relationship did not have a specific partner in mind. Once initial contact has been established, further negotiations would be done directly between the twinning municipalities.

The following formal procedures regarding a twinning agreement, should be adhered to:

- formal acceptance of the agreement should be arranged in one of the twin cities/towns. The acceptance ceremony could take any form, but should normally be done during a special Council meeting. The ceremony should also include the formal signing of the proposed agreement by both Mayors; and
- the acceptance date should be planned carefully to ensure maximum publicity. It is recommended that the date should correspond with an important event of national or local interest such as an art festival or the opening of a sporting complex or trade fair.

Annexure 2

Overview of important international organisations

Contents

1. **International associations of municipalities**
 - 1.1. International Union of Local Authorities (IULA)
 - 1.2. United Towns Organisation (UTO)
 - 1.3. Summit Conference of Major Cities of the World (SUMMIT)
 - 1.4. World Association of Major Metropolises (METROPOLIS)
2. **Other organisations involved in international municipal co-operation**
 - 2.1. International City/Council Management Association (ICMA)
 - 2.2. The Commonwealth Local Government Forum (CLGF)
 - 2.3. International Council for Local Environmental Initiatives (ICLEI)
 - 2.4. Council of Local Authorities for International Relations (CLAIR)
 - 2.5. Local Government International Bureau
 - 2.6. Towns and Development
 - 2.7. Mega-Cities
3. **Multilateral institutions**
 - 3.1. Southern African Development Community (SADC)
 - 3.2. United Nations Centre for Human Settlements (UNCHS) - Habitat
 - 3.3. Urban Management Programme (UMP)
 - 3.4. United Nations Development Programme (UNDP)
 - 3.5. Other United Nations Agencies
 - 3.6. The European Union
 - 3.7. The World Bank
4. **Funding agencies**
 - 4.1. Ford Foundation
 - 4.2. United States Agency for International Development (USAID)
 - 4.3. The German Technical Co-operation Agency (GTZ)
 - 4.4. The Department for International Development (DFID)
 - 4.5. Canadian International Development Agency (CIDA)
 - 4.6. Swedish International Development Authority (SIDA)
5. **Research institutes and networks**
 - 5.1. Municipal Development Programme (MDP)
 - 5.2. Capacity 21
 - 5.3. Management of Social Transformation (MOST)
 - 5.4. Global Urban Research Initiative (GURI)
6. **Local government associations**
 - 6.1. The Association of Netherlands Municipalities

1. International associations of municipalities

1.1. International Union of Local Authorities (IULA)

Aims of IULA

- To promote local government as a cornerstone of democracy.
- To represent and defend the interests of local government at the national and international level.
- To foster improvement in the quality of local decision-making, administration, and service provision.
- To strengthen local government and its institutions as instruments for socio-economic development, with special emphasis on national associations.
- To promote and encourage international information exchange and co-operation between local governments.

Areas of operation

Representation and lobbying: assisting the active development of relations at national, regional and international community levels to promote and strengthen local government.

Communications and networking: facilitating the efficient sharing of information and resources amongst the members and regional sections of IULA, and proactively identifying issues whose resolution can benefit membership.

Decentralised co-operation and capacity building: maintaining the existing platform to promote and enlarge decentralised co-operation and municipal international co-operation (MIC) activities. The platform brings together key practitioners and policy makers to share information and develop collaborative programmes.

Fund raising: searching for additional resources for the activities of the IULA-network.

Governance: service its members, develop and expand its network, and hold regular statutory meetings of IULAs governing bodies and standing committees according to its Constitution. Host the biennial World Congress. Work closely with external institutions, programmes and partners involved with local government, such as donor agencies, NGOs, and other international organisations and networks representing local government.

Structure

IULAs worldwide network is organised on a decentralised basis. In addition to the World Secretariat, there are now eight Regional Sections which provide information and documentation services, run local government training courses, conduct research, consultancy and capacity building projects, and promote international co-operation between municipalities.

The highest policy-making body within IULA is the Council, composed of IULA's local government members. It sets budgetary and programme priorities for the future, discusses specific topics of interest to elected and appointed local government officials, and biennially elects the President, the First Vice-President, and the World Executive Committee (WEXCOM). The WEXCOM is comprised of 47 members and is regionally balanced. It meets twice a year and oversees the implementation of the policy priorities established by the Council. The WEXCOM is chaired by the President, a senior local government politician who represents IULA in its dealing with other international organisations. The Secretary General of the organisation directs the work of the World Secretariat in The Hague.

Membership

IULA currently has members in over 100 countries worldwide. Membership falls into three categories:

- Local Government members: national associations of local governments and individual local governments; they form the core of IULA's membership and have voting rights in the Council.
- Associate members: research, training, and academic institutions; non governmental organisations; ministries and government agencies; foundations, enterprises, and individuals.
- Honorary members: persons who have provided outstanding services to local government and democracy.

Associated organisations

IULA has formal working relations with various organisations involved in policy development and activities of relevance to local government. These are termed 'Associated Organisations' and they share the main goals and objectives of IULA. They are:

- The International City/County Management Association (ICMA)*
- The International Council for Local Environmental Initiatives (ICLEI)*
- The International Daughter Companies Network of IULA (IDCN)
- The IULA Municipal Insurance Group (MIG)
- Towns and Development (T&D)*
- The IULA Office for Research and Training (ORT)
- The World Academy for Local Government and Democracy (WALD)
- The World Union of Wholesale Markets (WUWM)

[Note: An asterisk (*) indicates described below.]

(While all of these are important contacts, it is best to initially contact IULA directly, and from there explore these contacts. The other organisations' contact details can be found at the IULA website, provided below.)

IULA also has a standing committee called the World Capitals Forum (WCF), which promotes an active exchange of experience between Mayors and Governors of capital cities around the world.

Contact details:

IULA World Secretariat
P.O. Box 90646
2509-LP The Hague
Netherlands

Tel: +31 70 306 6066
Fax: +31 70 350 0496
E-mail: IULA@IULA-hq.nl

African Union of Local Authorities (AULA)
108 Central Avenue
P.O. Box 6852
Harare, Zimbabwe

Tel/Fax: (263.4) 726289
E-mail: aula@harare.jafrica.com
Internet: <http://www.cuapp.udel.edu/aula/>

1.2. United Towns Organisation (UTO)

UTO, which is based in Paris, is comprised of approximately 2,500 municipalities and is active in over 100 countries. UTO's founding objectives were to become an agency of international peace and understanding through municipal twinning, intermunicipal co-operation and aid programmes. In order to deal directly with local problems, it works closely with the mayors of its member municipalities. It has long promoted North-South municipal co-operation and citizen involvement in local government.

UTDA was created by UTO as a specialised agency for decentralised co-operation. Its aim is to explore and generate new forms of international co-operation involving municipalities, including technical twinning, co-operation agreements, and networking. It acts as an intermediary and facilitator for municipalities seeking funding and developing exchange programmes. UTDA also acts as the central organiser of Medcities, CODATU (urban transport), and MDP (support for local autonomy in Africa).

Contact details:

United Towns Organisation (UTO) and
United Towns Development Agency (UTDA)
22, rue d'Alsace
92300 Levallois-Perret
France

Tel.: +33 1 47 39 36 86
Fax: +33 1 47 39 36 85

1.3. Summit Conference of Major Cities of the World (Summit)

Summit is a forum whereby mayors and administrators of some of the world's largest metropolitan centres meet every three years to discuss issues of urban management. The group secretariat is in Tokyo. At each conference Summit addresses themes that attempt to contribute to world peace and understanding through the actions and commitments of the leaders of the world's largest cities.

Contact details:

Summit Conference of Major Cities of the World (SUMMIT)
C/o Tokyo Metropolitan Government
8-1 Nishi Shinjuku – Chome
Shinjuku-ku, Tokyo 163-01
Japan

Tel.: +81 3 5388 3164,
+81 3 5388 3165
Fax: +81 3 5388 1328

1.4. World Association of Major Metropolises (Metropolis)

Metropolis, headquartered near Paris, was founded in 1985 and has as members over 50 major urban regions in all continents. Its aim is to bring together representatives of major metropolitan areas to compare experiences and develop remedies for the crucial problems of urban development. It carries out programmes of decentralised co-operation among its members in the interests of sustainable urban development. Its expertise on the problems of large cities is used by the major international institutions for their policy research and aid projects.

Contact details:

World Association of Major Metropolises (METROPOLIS)
16, boulevard Raspail
75005 Paris
France

Tel.: +33 1 40 43 78 00
Fax: +33 1 40 43 79 85

2. Other organisations involved in international municipal co-operation

2.1. The International City/County Management Association (ICMA)

Founded in 1914, ICMA is the professional and educational association for more than 8,000 appointed administrators and assistant administrators serving cities, counties, other local governments, and regional entities around the world. ICMA's membership also includes directors of state associations of local governments, other local government employees, members of the academic community, and concerned citizens who share the goal of improving local government.

Goals

The purposes of ICMA are to enhance the quality of local government through professional management and to support and assist professional local government administration. To that end, ICMA:

- supports and actively promotes council-manager government and professional management in all forms of local government;
- provides training programs and publications for local government professionals that improve their skills, increase their knowledge of local government, and strengthen their commitment to the ethics, values, and ideals of the profession;
- supports members in their efforts to meet professional, partnership, and personal needs;
- serves as a clearinghouse for the collection, analysis, and dissemination of local government information and data to enhance current practices, and serves as a resource to public interest groups in the formulation of public policy; and
- provides technical assistance on a broad range of management issues to local governments in emerging democracies.

In South Africa

Since early-1997, ICMA has been working on a programme targeted at "emerging managers" in South Africa under an agreement with USAID. The National Forum for Black Public Administrators (NFBPA) is a partner with ICMA in this programme. The focus of the ICMA/NFBPA programme is on providing training opportunities for the new managers entering local government and assisting local government organisations in meeting the housing and public service needs of disadvantaged communities.

Contact details:

International City/County Management Association (ICMA)
 777 North Capitol Street, NE
 Suite 500
 Washington, DC 20002-4201
 U.S.A.

Tel.: +1 202 289 4262

Fax: +1 202 962 3500

Internet: <http://www.icma.org>

2.2. The Commonwealth Local Government Forum (CLGF)

The CLGF aims to encourage the development and strengthening of participatory local government in Commonwealth countries. Inaugurated in 1995, CLGF's members include national local government associations, ministries of local government, individual municipalities and local councils and other interested parties. Members make an annual contribution, and sponsorship is obtained through the Commonwealth Secretariat, other Commonwealth institutions and bilateral and multilateral donor agencies.

The CLGF promotes democratic government at the local level throughout the Commonwealth, in the interests of participatory democracy, respect for fundamental human rights, the rule of law, and the independence of the judiciary.

To this end CLGF aims to provide and disseminate information on the issues surrounding local government in developing countries; provide a forum for the exchange of information between practitioners and professionals in the field; and laise and co-operate with other organisations with similar objectives.

The CLGF has enabled senior practitioners in local government to meet and exchange experiences, holding symposia and round-table discussions. Individual projects are underway in Malawi, Tanzania, South Africa and the Caribbean, involving specialised councillor training programmes, study visits and exchanges between countries.

Contact details:

35 Great Smith Street
London SW1P 3BJ
Great Britain

Tel: +44 171 799 1730

Fax: +44 171 799 1731

Tel: (Johannesburg office) +27 11 622 6972

2.3. International Council for Environmental Initiatives (ICLEI)

ICLEI was established at the World Congress of Local Governments for a Sustainable Future held in 1990 at the UN headquarters in New York. Its purposes are to:

- serve as an international clearinghouse on local sustainable development projects, policies, and techniques;
- initiate joint projects among governments to address environmental and development problems;
- organise training programmes on environmental management practices; and
- serve as an advocate for local government in the fields of environmental protection and sustainable development.

ICLEI's membership includes a world-wide network of more than 210 local governments and municipal associations undertaking innovative environmental management practices.

Contact details:

ICLEI (World Secretariat)

City Hall, East Tower, 8th Floor
 Toronto, Ontario
 M5H 2N2
 Canada
 Tel: 416-392-1462
 Fax: 416-392-1478
 E-mail: iclei@iclei.org

ICLEI (Africa Regional Coordinator)

108 Central Avenue
 P.O. Box 6852
 Harare
 Zimbabwe
 Tel: 263-4-728984
 Fax: 263-4-728984
 E-mail: iclei@zol.co.zw

Internet: <http://www.iclei.org>

2.4. Council of Local Authorities for International Relations (CLAIR)

CLAIR is a joint organisation of Japanese local authorities established in 1988 to support and promote internationalisation at the local level. CLAIR has regional offices around the world that support the overseas activities of Japanese local authorities, including programmes of international exchange, co-operation, and twinning. The bulk of the work pertains to relationships between Japanese and South-East Asian local authorities, but this is progressively expanding. CLAIR works in co-operation with organisations such as the International Union of Local Authorities (IULA), the United Towns Organisation (UTO), the Federation of Canadian Municipalities (FCM), and the Local Government International Bureau (LGIB) of the United Kingdom, on gathering and circulating information on foreign countries, administrative and fiscal systems, international co-operation initiatives undertaken by overseas local authorities, and needs of such projects. CLAIR gathers and manages information about local authorities and their international co-operation activities. It advances this through the following core activities:

- Collection and Dispatch of Information;
- Local Authorities International Co-operation Human Resource Bank;
- Development Education Activities;
- Officials Co-operation and Exchange Project, and
- Facilitation of Affiliation Agreements.

Contact details:

Council of Local Authorities for International Relations (Headquarters)
 Shin Kasumigaseki Building
 19F 3-3-2 Kasumigaseki
 Chiyoda-ku, Tokyo 100
 Japan

Tel: 03-3591-5342

Fax: 03-3591-5403

Internet: <http://www.clair.nippan-net.ne.jp/>

2.5. Local Government International Bureau

Based in the UK, the Local Government International Bureau serves as an intermediary between British local governments and international organisations and funding agencies. It promotes partnership programmes and provides advice, support and grants to local authorities wishing to establish links with partners in developing countries.

Contact details:

Local Government International Bureau
35 Great Smith Street
London SW1P 3B1
United Kingdom

Tel.: +44 171 222 1636

Fax: +44 171 233 2179

E-mail: sylvia.jones@lgib.lgorgs.gov.uk

2.6. Towns and Development

Towns and Development is a global network of associations of municipalities and community groups working together to promote joint local action for North-South co-operation and sustainable development. The network arose from conferences sponsored by IULA, UTO and UNESCO in 1983 and 1985. It has since arranged conferences in Europe, Africa, and India on international co-operation for sustainable development. In 1992 it convened a North-South conference on local initiatives for sustainable development that adopted the Berlin Charter and Action Agenda, which has since served as the framework for its co-operation projects. The network is affiliated to IULA and has its headquarters in The Hague.

Contact details:

Towns and Development
P.O. Box 85615
2508 CH The Hague
The Netherlands

2.7. Mega-Cities

Megacities Inc, which started in 1987, is an information and research network of over 15 metropolises, based in New York. It produces and exchanges information and research about large cities, and investigates innovative solutions to problems in areas such as environmental protection, poverty, decentralising decision-making, encouraging citizen participation, and women's issues.

Contact details:

MEGA-CITIES
New York University
Urban Research Center
4 Washington Square North, 4th Floor
New York, NY 10003
U.S.A.

Tel.: +1 212 998 7520
Fax: +1 212 995 3890 or 979 7624

3. Multilateral institutions

3.1. Southern African Development Community (SADC)

The declaration and treaty establishing the Southern African Development Community (SADC), which replaced the Southern African Development Co-ordination Conference (SADCC), was signed at the Summit of Heads of State on 17 July 1992, in Windhoek, (SADCC), was signed at the Summit of Heads of State on 17 July 1992, in Windhoek, Namibia. Member states are Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland, Tanzania, Zambia, Zimbabwe, Mauritius and South Africa. New members are allowed to join by unanimous decision of the SADC Summit.

The aim of SADC is to create a community providing for regional peace and security, sector co-operation and an integrated regional economy.

The objectives of SADC are:

- to achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa and support the socially disadvantaged through regional integration;
- to evolve common political values, systems and institutions;
- to promote and defend peace and security;
- to promote self-sustaining development on the basis of collective self-reliance, and the interdependence of member states;
- to achieve complementarity between national and regional strategies and programmes;
- to promote and maximise productive employment and utilisation of resources of the region;
- to achieve sustainable utilisation of natural resources and effective protection of the environment; and
- to strengthen and consolidate the long-standing historical, social and cultural affinities and links among peoples of the region.

3.2. United Nations Centre For Human Settlements (UNCHS) Habitat

Goals of UNCHS:

- to assist governments in policy and strategy formulation to improve the living conditions of people in their communities by expanding access to adequate shelter, infrastructure and services for all; and
- to strengthen the capacity of national governments and local authorities to mobilise public and private resources to improve urban environmental conditions and productivity.

The work of UNHCS (Habitat) is based on improving human settlements (i.e., the physical articulation of the social, economic and political interactions of people living in communities). According to UNHCS, the development of human settlements involves a transformation of the environment from its natural state to a built one. The elements required to meet basic human needs include housing and its related infrastructure, places of work, social services and recreation, and the institutions to produce and manage them.

UNCHS (Habitat) is the United Nation's focal point for facilitating human settlement solutions as an integral component of sustainable development processes, not only for individual countries but also the world community. The Centre is particularly conscious of the urgent need to bring more direct benefits to the millions of inadequately sheltered and homeless people throughout the world. UNCHS stresses the vital role of human settlements, and especially cities, in a country's sustainable development, serving as a "think tank" within the United Nations system.

Activities

The agency's activities focus on programmes of research, training, technical co-operation, and information dissemination, and are primarily aimed to improve the living conditions of low income groups in developing countries and to improve institutional and management capacity, particularly at the local level. Technical Co-operation Division executes a wide range of programmes and projects of technical assistance to developing countries. The Research and Policy Division produces documents and monographs on best practices in the field of human settlements.

THE GLOBAL STRATEGY FOR SHELTER TO THE YEAR 2000 is the framework for some UNCHS programmes in the area of housing and basic services. Endorsed by the General Assembly, the Global Strategy stresses the need for governments to mobilise local authorities, community groups, and NGOs to devise and implement policies to improve the urban environment. The Global Strategy's recommendations and principles include achieving effective urban management for sustainable shelter settlement development, providing convenient access to employment and community services and facilities, and adopting preventive strategies to avoid environmental problems which directly affect the living and working conditions of urban and rural populations. Because external assistance accounts for only 3 to 4 per cent of the investments made in infrastructure and housing in the urban areas of the South each year, the agency focuses on capacity building and on strategies to mobilise domestic resources for settlements development. The Global Strategy for Shelter is based on an 'enabling' approach utilising key principles, approaches and criteria for shelter development and improvement. The fundamental feature of this approach is to free the full potential and resources of those sectors concerned with human settlements, leaving the final decision on how to house themselves to the people concerned.

SUSTAINABLE CITIES PROGRAM (SCP) of UNCHS was launched in 1990 to support municipal authorities worldwide in improving their environmental planning and management capacity. SCP is closely linked to UMP.

AGENDA 21: Habitat is the United Nations Task Manager for Chapters 7 and 21 of Agenda 21 – 'Promoting Sustainable Human Settlements Development' and 'Solid Waste Management and Sewage Related Issues'. In order to address these responsibilities, Habitat works closely with national governments, local authorities, the private sector, NGOs, the United Nations Commission on Sustainable Development, and the United Nations Environment Program.

Contact details:

United Nations Centre for Human Settlements (Habitat)
PO Box 30030
Nairobi
Kenya

3.3. United Management Programme (UMP)

THE URBAN MANAGEMENT PROGRAM (UMP) is a long-term global technical assistance activity begun in 1987 that originally sought to 'develop and promote appropriate policies and tools for land management, infrastructure, municipal finance, poverty alleviation and the urban environment.' The programme is a partnership of the international community with UNCHS acting as the executing agency. UMP initially supported policy papers and case studies in the above four areas, but the focus has since shifted to implementation, translating the output of earlier work into operational support for policy action, planning, and programming, and to poverty alleviation. A major activity sponsored by UMP is 'urban consultation,' in which national and local authorities, research and training institutions, NGOs, consultants, and funders work together to address urban issues identified by respective national governments.

Programme areas

The UMP presently assists cities in implementing innovative programmes in the following areas:

- urban land management;
- infrastructure management;
- urban environmental management;
- municipal finance and administration; and
- urban poverty alleviation.

Regional activities

Through its regional offices in Africa, the Arab States, Asia and the Pacific, and Latin America and the Caribbean, the UMP seeks to strengthen urban management by harnessing the skills and strategies of regional networks of experts, communities, and organisations of the private sector.

Regional co-ordinators and their networks address the programme areas in two ways:

- i) City and Country Consultations: This entails national consultations that bring together all stakeholders to discuss very specific problems and propose reasoned solutions. Consultations are held at the request of a city or country and usually result in a concrete action plan. By 1995, 61 such consultations had been held.
- ii) Technical Co-operation: This entails the UMP using regional experts to follow-up on the city consultations by providing technical advice and co-operation to build local capacity to implement the programme of action.

Contact details:

UMP Co-ordinator
 Technical Co-operation Division
 UNCHS (Habitat)
 PO Box 30030
 Nairobi
 Kenya

Tel: 254-2-623 218

Fax: 254-2-624 264

3.4. The United Nations Development Program (UNDP)

The UNDP is at the core of United Nations development activities. Among its activities, the UNDP provides finance for technical assistance in the urban sector chiefly through funding the human settlements sector (i.e. urban) of its country-based programmes. Contributions also support urban development, including telecommunications, regional planning, health centres, transportation planning, and rural-to-urban migration. The UNDP cooperates with governments and NGOs in all stages of urban environmental problem solving. The UNDP has targeted the building and strengthening of national and local government and administration. Efforts to strengthen local government and administration are focused on decentralising power and resources to cities and towns, by bolstering the capacity of local authorities to plan, finance, and manage urban programmes, and by improving systems for land management and information.

The United Nations Capital Development Fund (UNCDF) is the branch of the UNDP that functions as a fund for local development, providing soft loans and small grants to municipalities, NGOs, and the private sector within urban areas.

3.5. Other United Nations agencies

Most of the UNDP urban projects are initiated in association with other UN system agencies, which may then finance and implement the projects. These agencies include:

- the International Labour Organisation (ILO);
- the United Nations Environmental Programme (UNEP), which supports a wide range of programs directly related to the sustainability of communities;
- the United Nations Children's Fund (UNICEF), whose Urban Basic Services strategy ensures the provision of basic services for the poorest inhabitants of cities and towns and the development of local community participation;
- the United Nations Educational, Scientific, and Cultural Organisation (UNESCO), which has conceived and implemented numerous interdisciplinary research programmes bearing on urban social and environmental problems and the quality of life in marginalised urban and peripheral areas; and
- the World Health Organisation (WHO), which has been a major supporter of programmes linked to the Healthy Cities Network, which involves cities in all parts of the world developing action plans to promote a healthy urban environment.

3.6. The European Union

The European Union (EU) tends to use its aid to encourage economic and political reform. Development policy gives priority to measures that encourage domestic reform in the developing countries on the basis of the four main principles set out in the Treaty on European Union:

- developing and consolidating democracy;
- economic and social development;
- integration into the world economy; and
- the campaign against poverty.

The EU is active in decentralised co-operation involving municipalities. It supports intermunicipal co-operation projects as effective instruments with which to further European integration, encourage the process of reforms in Central and Eastern Europe, and promote social and economic development in Mediterranean non-member countries.

The Development Department of the European Commission (EC) implements the EU's aid programmes in several countries of the South, including Africa. Their focus has been on rural development and food strategies. Recently some attention has been given to urban issues, particularly urban-rural relationships and urban employment.

Contact details:

Internet: <http://europa.eu.int>

3.7. The World Bank

In the 1990s the World Bank has been concerned with the productivity of urban economies, employment, improved infrastructure and services, reversing the deterioration of the urban environment, and achieving better understanding of urban issues so as to provide a sound analytical basis for urban policy.

The Bank's Economic Development Institute funds municipal programmes. A major focus is on decentralised co-operation to improve municipal capacity and service delivery through exchanges of experience, policy research, training, and direct support to local authorities and their local associations.

Most of the World Bank's recent lending programmes in the urban field have reflected an evolution from a sectoral approach to an emphasis on building capacity in local governments.

The World Bank in South Africa

In South Africa, the Bank has recently signed an Industrial Competitiveness and Job Creation project, which, along with the Global Environmental Facility-financed Cape Peninsula Biodiversity project, represent the first Bank operations with the post-apartheid government.

Contact details:

The World Bank
P.O. Box 12629
Hatfield 0028
Pretoria
South Africa

Tel: +27-12 342-3111

Fax: +27-12 342-5511/5151

Internet: <http://www.worldbank.org>

4. Funding agencies

4.1. Ford Foundation

The mission of the Ford Foundation, a private New York City-based foundation, is to strengthen democratic values, reduce poverty and injustice, promote international co-operation, and advance human achievement.

Urban poverty activities

The foundation's urban assistance activity is part of its Urban Poverty Programme, which is mostly aimed at the alleviation of poverty in the US. The Ford Foundation has developed a new strategy for more active support for urban research throughout the developing world. Presently about half the Foundation's international urban assistance is in the shelter sector. The other half is for community development, employment, micro-enterprise development, and social services. Within the framework of its urban research programme for eastern and southern Africa it collaborates with UNCHS (among others) especially in such areas as poverty alleviation. The foundation was a major financial contributor to the preparatory process for the Habitat II Conference.

In South Africa

In 1997, specific grants were given to strengthen and assist governmental structures and functions, civic participation, public service, and public policy analysis.

Contact details:

The Ford Foundation
(Headquarters)
320 East 43rd Street
New York, NY 10017 USA
Tel: +1 212 573 5000
Fax: +1 212 599 4584
Internet: <http://www.fordfound.org>

The Ford Foundation
P.O. Box 30953
Braamfontein 2017
Johannesburg
South Africa

4.2. United States Agency for International Development (USAID)

USAID is the U.S. government agency responsible for development assistance. USAID seeks to support sustainable and participatory development, emphasise partnerships, and use integrated approaches to promoting development.

USAID is mandated to help developing countries foster open markets and individual initiative, and also strengthen governments and build open and democratic societies.

Urban activities

Urban issues have been considered in many parts of USAID's activities. They have been the special focus of USAID's Office of Housing and Urban Programmes. USAID explicitly promotes municipal international co-operation through international and national municipal associations. Recently, USAID has become more concerned with strengthening the capacity of local governments to manage resources effectively for expanded service delivery.

In South Africa

USAID/South Africa's goal is sustainable transformation from apartheid conditions to sustainable development conditions. It assists government and non-government institutions in South Africa to contribute to the political, social, and economic empowerment of the disadvantaged majority population, both men and women.

Contact details:

USAID/South Africa
 P.O. Box 55380
 Arcadia, 0007
 Cnr. Church and Beatrix Street
 Sancierdia Building
 9th Floor
 Pretoria
 South Africa

Tel: (27-12) 323 8869
 Fax: (27-12) 323 6443
 Internet: <http://www.info.usaid.gov>

4.3. The German Technical Co-operation Agency (GTZ)

GTZ prepares and executes technical co-operation projects for the German government.

Urban activities

The GTZ's priorities in the urban area are decentralisation and the strengthening of medium-sized cities, the strengthening of local authorities and other urban local bodies, urban infrastructure, and improving shelter.

In South Africa

All activities are targeted towards groups disadvantaged during apartheid. In order to create sustainable conditions for self-sufficiency, German support has above all focused on those areas of social life long denied to these groups: the educational system and the established economic sector. Vocational training and upgrading therefore constitute a

key area for co-operation with South Africa.

Further important areas for GTZ assistance are the improvement of living conditions for the black population in rural areas and urban townships and the generation of income in the informal sector through the support of small business. In total, GTZ is presently involved in 15 different projects, most of them located around Johannesburg.

Contact details:

GTZ Office Pretoria
 Dr. Hans Martin Schmid
 Hatfield Gardens, Block C
 Cnr. Arcadia/Hilda Str.
 Hatfield
 P.O. Box 137 32
 0028 Pretoria
 Republic of South Africa

Tel.: +27 12 3420 181
 Fax: +27 12 3420 185
 E-Mail: gtzsa@icon.co.za

4.4. The Department for International Development (DFID)

DFID was created in May 1997 after the UK General Election. It subsumes the responsibilities of the Overseas Development Administration in managing Britain's bilateral and multilateral development programmes in poorer countries. It also has wider responsibilities including working together with other Government Departments to promote consistency and coherence in all policies affecting the development of poorer countries.

Contact details:

DFID (Headquarters)
 94 Victoria Street
 London SW1E 5JL
 United Kingdom

Tel.: (44) 0171 917 7000
 Fax: (44) 0171 917 0019
 Internet: <http://www.dfid.gov.uk>

4.5. Canadian International Development Agency (CIDA)

CIDA is the federal government agency responsible for most of Canada's international co-operation programs. It provides Official Development Assistance to developing countries in Africa, Asia and the Americas, where its purpose is to support sustainable development to reduce poverty and help create a more secure, equitable and prosperous world. CIDA programming in developing countries focuses on six priorities:

- basic human needs, which accounts for 25 percent of Official Development Assistance;
- women in development;
- infrastructure services;
- human rights, democracy and good governance;
- private-sector development; and
- the environment.

CIDA's programs are implemented by a wide range of partners in Canada and overseas, including non-governmental organisations, the private sector, universities and colleges, co-operatives, international organisations and local and national governments.

CIDA and urban areas

CIDA, whose work has focused on rural areas, is developing more of an urban aspect, particularly as it moves from sectoral to integrated approaches to development assistance. CIDA has a policy of requiring that all its programmes are carried out within the context of sustainable development and good governance.

In South Africa

In South Africa, CIDA focuses its development assistance on four areas: good governance, human resource development, non-governmental institutions and economic development.

In support of good governance, CIDA has been funding a project that is supporting programs in constitutional development, public-sector restructuring, and education and policy reform. This project is also promoting links between Canadian and South African provinces to allow for the exchange of expertise in public-sector efficiency, operations and reform. The International Development Research Centre (IDRC) is the executing agency.

Contact details:

Canadian International Development Agency
200 Promenade du Portage
Hull, Quebec K1A 0G4
Canada

Tel: (819) 997-5006
Fax: (819) 953-6088
Internet: <http://www.acdi-cida.gc.ca>

4.6. Swedish International Development Authority (SIDA)

SIDA's main aim is to raise the standard of living of poor people. This aim is specified in five policy goals:

- economic growth;
- economic and social equality;
- economic and political self-determination and democratic development;
- the sustainable use of natural resources; and
- the protection of the environment in the recipient countries.

With respect to urban areas, this involves support for local and regional government institutions.

Contact details:

Swedish International Development Agency (SIDA)
S-105 25 Stockholm
Sweden

Tel: 46-8-728-51-00

5. Research institutes and networks

5.1. Municipal Development Programme (MDP)

MDP was initiated by the Economic Development Institute of the World Bank to strengthen the capacity of municipalities to deliver services in sub-Saharan Africa. It operates through two offices, one for the Eastern and Southern Region (headquartered in Harare), and the other for the West and Central African Region (headquartered in Cotonou). From 1991 to 1994, the Eastern and Southern Region supported 43 international, regional, and national activities in 10 countries, involving 1,200 participants from 18 of the Region's 25 countries. Activities cover four main areas: policy research, policy advocacy, training and direct support to municipalities, and support for national associations of local authorities.

5.2. Capacity 21

Capacity 21 was launched in 1992 at the United Nations Conference on Environment and Development in Rio de Janeiro. It was created to assist developing countries to build their capacity to integrate the principles of Agenda 21 into national planning and development. It is implemented by the UNDP with the collaboration of UNEP and WHO. It helps national governments transform global principles of sustainable development into plans, programmes, and legislation. Within the context of national programmes, local programmes are being developed.

Contract details:

Capacity 21
 One United Nations Plaza
 Rm. FF-1026
 New York, NY 10017
 USA

Tel: +1 212 906 5045
 Fax: +1 212 906 6973
 Internet: <http://www3.undp.org/c21/>

5.3. Management of Social Transformation (MOST)

This is a programme initiated and supported by UNESCO to develop and disseminate comparative research on urban social and environmental problems. In 1995, a project comparing 12 cities in Europe, Africa, and the Americas with respect to social sustainability was undertaken. A six-year programme on the management of urban social change and the environment began in 1996 that involves pilot projects and the training of municipal administrators in addition to interdisciplinary research.

Contact details:

Paul de Guchteneire
UNESCO
MOST Clearing House
1, rue Miollis
F-75732 Paris
Cedex 15
France

Tel: +33 1 45 68 38 50

Fax: +33 1 45 68 57 24

E-mail: p.deguchteneire@unesco.org

5.4. Global Urban Research Initiative (GURI)

GURI is an international network of researchers from all parts of the third world and Canada. It provides some of the most innovative information and analysis of the specific issues facing local government in the context of meeting imperatives around sustainable development, effective urban management, financial reform and democratisation.

Contact details:

Centre for Urban and Community Studies
University of Toronto
455 Spadina Avenue, Room 426
Toronto
Canada

Tel: 416-978 5590

Fax: 416-978 7162

6. Local government associations

In addition to the above international organisations dedicated to supporting local government through information, research, funding and networking advice, there are a number of country-based local government associations. These are the natural starting points for initiating contact in any country, i.e. via the formal associations and their support agencies that specialise in local government and development research. A good starting point for these contacts is one of the important global electronic notice boards of the network, CITYNET — International Local Government Research Centre.

6.1. The Association of Netherlands Municipalities

Created in 1912, this national association of local authorities is engaged in such activities as policy advice, communications (including a weekly newspaper), information exchange, public management, planning, environmental promotion, and economic development. Its research arm comprises academic and other experts in many aspects of public administration and urban affairs. Its international co-operation arm has been active in aid projects since 1970, especially in Latin America, Asia and Africa.

In South Africa

The Association of Netherlands Municipalities and South African employer- and employee-organisations have signed the "Solidarity Project Agreement." The Agreement is aimed at providing training to and building the capacity of SALGA, SAMWU and IMATU members in labour relation matters generally, and key issues of the National Bargaining Council (NBC) in particular. The labour relations training is meant to equip councillors to make strategic input within the NBC as well as set proper mechanisms for implementation and monitoring at the municipal level.

Contact details:

Association of Netherlands Municipalities (VNG)
 Nassaulaan 12
 2514 JS The Hague
 The Netherlands

Tel.: +31 70 373 8393
 Fax: +31 70 373 8660

Annexure 3

Addresses and contact details

All enquiries should be addressed to:

The Director-General
Department of Constitutional Development
Private Bag x 804
PRETORIA
0001

KEY DEPARTMENTAL CONTACT PERSONS:

Dr. Crispian Oliver

Deputy Director-General: Local Government
Telephone: 012 334 0793
Facsimile: 012 334 0609

Mr. Sledge Sakele

Director: Local Government Institutional Affairs
Telephone: 012 334 0662
Facsimile: 012 334 0608

Mr. Gerson Masakona

Deputy Director: International Relations
Telephone: 012 334 0797/0600
Facsimile: 012 334 0608