



## Presentation to DBSA Knowledge Week

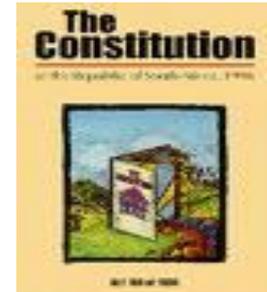
# What will enable the State to Drive and Enforce a More Integrated and Sustainable Approach

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**21 October 2010**

# My starting point

- The danger of speaking on the second day after prominent speakers have done so is that you find yourself with two options:
  - Repeating what has been said hoping that someone is listening
  - Giving an anti-thesis of what experts have synthesized and run the risk of being totally irrelevant
- Perhaps my topic might have been covered by the NPC on Constructing the spatial vision for the Country

# South Africa's system of governance is based on three distinctive, interrelated and interdependent spheres of government



*“...It is critically important that our system of cooperative governance must continually operate in ways that **result in better coordinated and integrated planning, budgeting and service delivery within and across spheres of government**, if we are to promote sustainable community development and help bring a better life to all citizens...”*

*“We decided that our **system of governance was not to be hierarchical** but that they should be **one integrated unit** with different parts or spheres, namely: national, provincial, and local government. Each of the spheres has to be **loyal to the National Constitution** and implement it irrespective of who is in power. This was designed to achieve sound intergovernmental relations and cooperative governance across the board.”*



## Cooperative Government

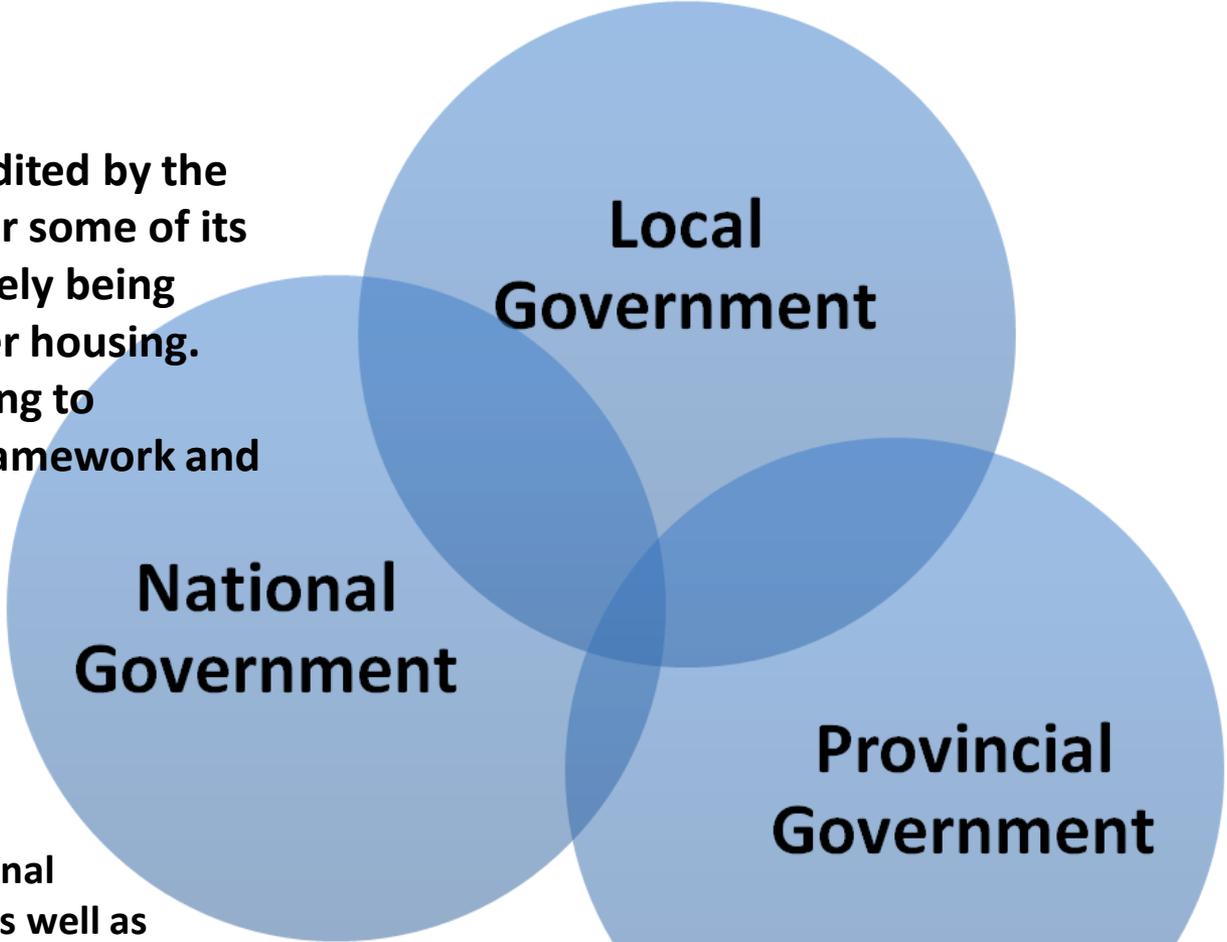
Promoting mutual cooperation in midst of inherent tension between the three spheres of government in an unitary but de-centralised system

The constitution builds in a **tension between national direction and locally defined perspectives and contexts**

Each sphere is democratically elected and has its **own electoral mandate to fulfill**. Yet, these mandates may not be achievable without cooperative efforts between the spheres

# Intergovernmental and Integrated Planning Tensions – Human Settlements

**Municipalities can be accredited by the Province to gradually deliver some of its functions, including ultimately being accredited to directly deliver housing. This would be done according to Municipal Accreditation Framework and process**



**National  
Government**

**Local  
Government**

**Provincial  
Government**

**National Government sets national housing policy and legislation, as well as standards and targets**

**The Provincial Department of Housing develops and implements provincial housing plans, administers subsidy schemes, and builds houses. These functions can be gradually assigned to municipalities via the accreditation process**

# Key Risk



**In practice, huge pressures on the system of governance which have both tested its effectiveness and prompted calls for institutional, policy and legislative reforms...**

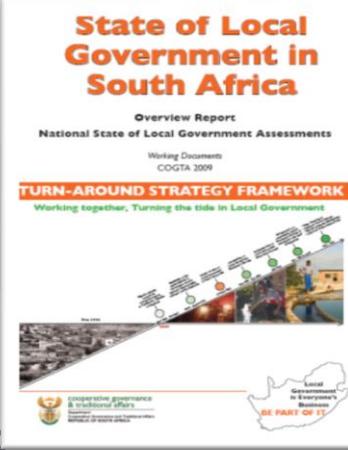
**Key risk of not driving integrated development planning....**

**Inefficiencies; service delivery failures  
Failure to reduce inequality and poverty**

# Context for driving Integrated Development Planning

**POLICY REVIEW : PROVINCIAL ASSESSMENT PROCESS; STATE OF LOCAL GOVERNMENT REPORT; LGTAS; OUTCOMES-BASED GOVERNMENT**

*Proposed reforms intended to build the capability of the state and support long-term goals of the LG Turn-Around Strategy.*



Reforms to the local government system linked to a differentiated and spatially informed approach to powers and functions

## **Defining and regulating the role of provinces**

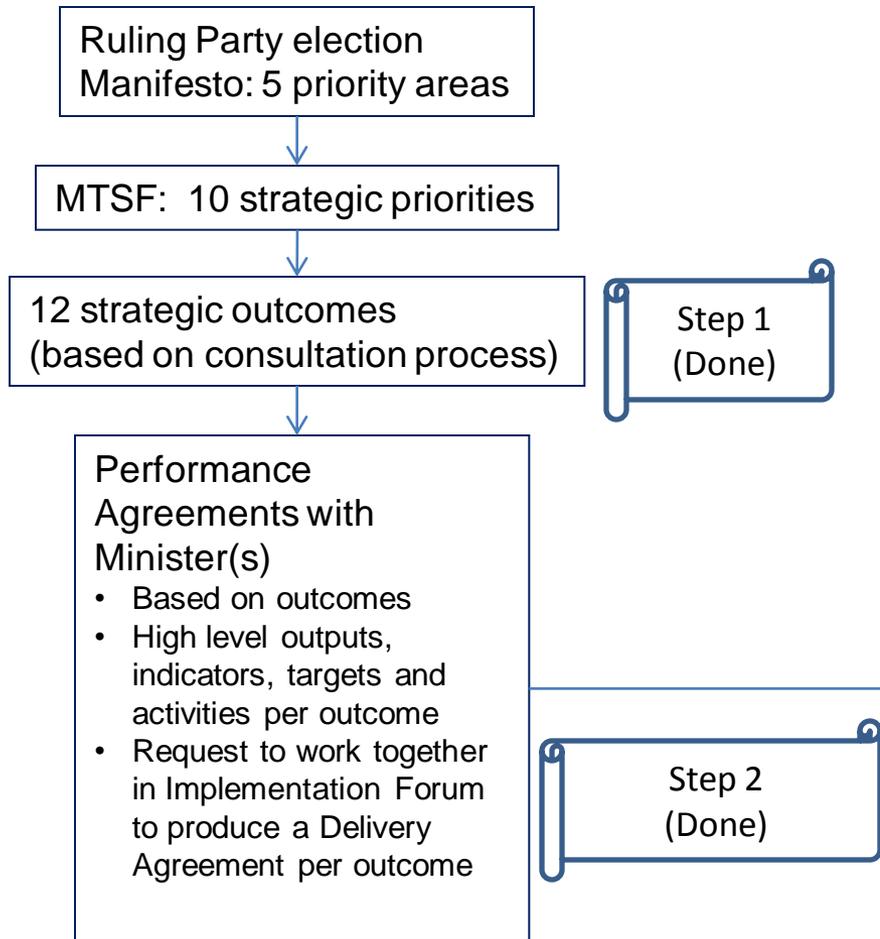
Strengthening monitoring and evaluation and oversight instruments

Cooperative governance: developing improved management systems for coordination of spheres:

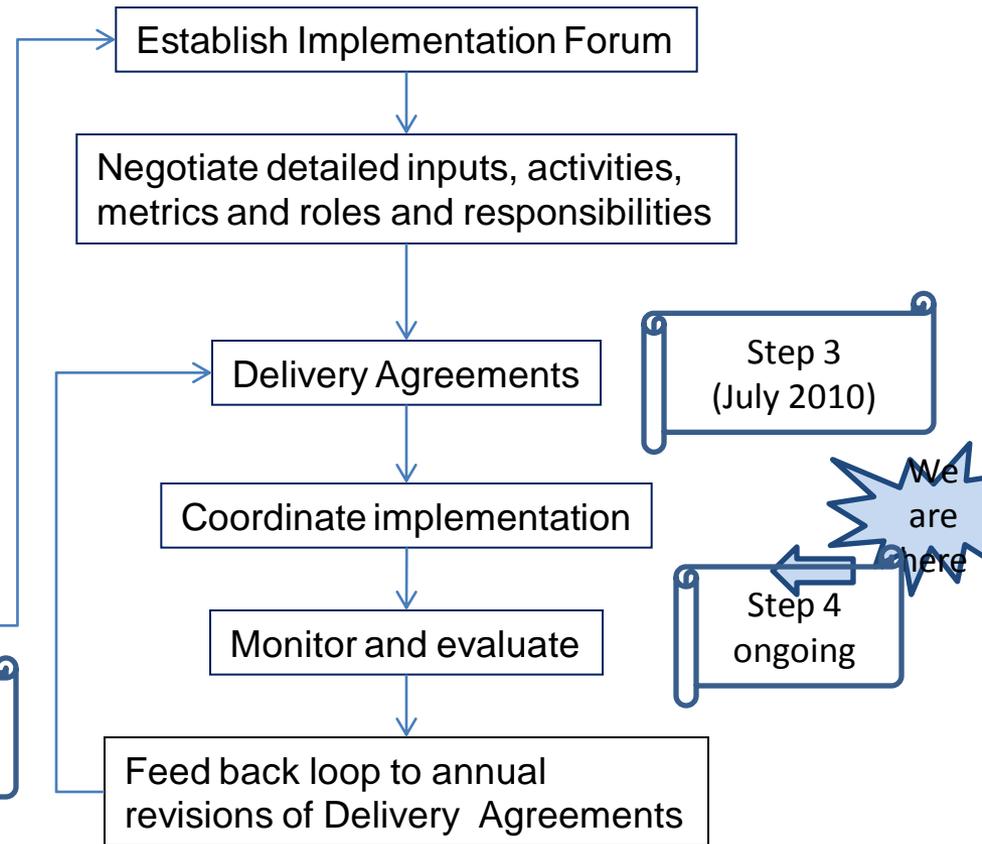
# Local Government 10 Point Plan

1. Improve the **quantity and quality of municipal basic services** to the people in the areas of access to water, sanitation, electricity, waste management, roads and disaster management.
2. Enhance the municipal contribution to job creation and sustainable livelihoods through **Local Economic Development (LED)**.
3. Ensure the development & adoption of **reliable and credible Integrated Development Plans (IDPs)**.
4. Deepen democracy through a **refined Ward Committee model**.
5. Build and **strengthen the administrative, institutional and financial capabilities** of municipalities.
6. Create a **single window of coordination** for the support, monitoring and intervention in municipalities.
7. **Uproot fraud, corruption**, nepotism and all forms of maladministration affecting local government.
8. Develop a coherent and **cohesive system of governance** and a **more equitable intergovernmental fiscal system**.
9. Develop and strengthen a **politically and administratively stable system** of municipalities.
10. Restore the **institutional integrity** of municipalities.

Development of high level outcomes, outputs, activities and metrics



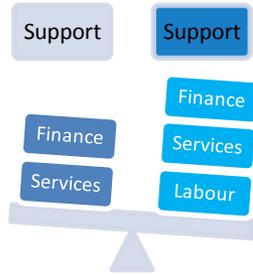
Develop and implement detailed inputs, outputs, activities, metrics and roles and responsibilities



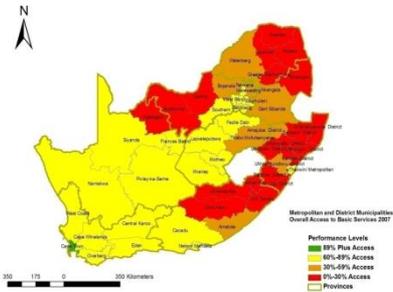
# The 12 Outcomes – Driving Integration

- 1. Quality basic education**
- 2. A long and healthy life for all South Africans**
- 3. All people in South Africa are and feel safe**
- 4. Decent employment through inclusive economic growth**
- 5. Skilled and capable workforce to support an inclusive growth path**
- 6. An efficient, competitive and responsive economic infrastructure network**
- 7. Vibrant, equitable, sustainable rural communities contributing towards food security for all**
- 8. Sustainable human settlements and improved quality of household life**
- 9. Responsive, accountable, effective and efficient Local Government system**
- 10. Protect and enhance our environmental assets and natural resources**
- 11. Create a better South Africa, a better Africa and a better world**
- 12. An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship**

# Priority Focal Points of Outcome 9



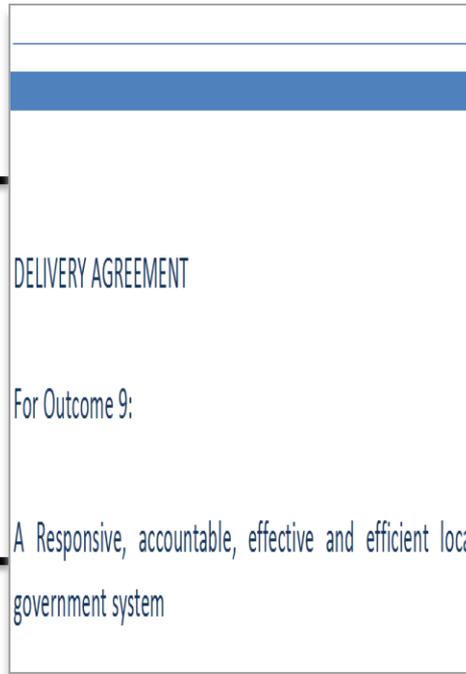
Differentiated approach



Access to basic services



Community Work Programme



Single window of coordination



Municipal Finance & Administration



Support to Human Settlements



Refined Ward Committee Model

# The Green Paper on Cooperative Governance – Enabling and Driving Integration

- Our national democratic and economic transformation has been hampered by **wastage and squandering of valuable public resources**
- Wastage is caused by a **lack of sufficient accountability** on the part of individual institutions and organs of state
- Part of this accountability includes working cooperatively with other organs of state and with civil society
- The Green Paper on Cooperative Governance is a signal of Government's wish to **radically improve coordination within government and between government and civil society** with the aim of enhancing the impact of public spending and mobilising resources and talent.



## Legislative Constraints to Integrated Planning

- No legislative framework as a mandate within government; the Constitution and current legislation address cooperation within government in respect of principles and structures but a comprehensive policy framework is lacking
- The functional arrangements of government (powers and functions) are not supporting optimal results of infrastructure and development planning
- The relationship between government and communities needs to address **more involvement, ownership and oversight by communities** in matters of their own development
- The current paradigm is still predominantly one of “delivery” without sufficient responsiveness and accountability. The **social distance** between government and communities grows and frustration mounts with service delivery failures.

## Constraints to Integrated Planning and cooperative Governance

- Fragmentation and **lack of common purpose** across government and society
- **Weak policy coherence**: policy developed in silos
- Inadequate **coordination system** for planning, budgeting, implementation, monitoring and reporting
- Weak **human resource capability** of the public service to turn cooperative governance into a reality through the day-to-day functioning of the state
- Poor execution of vision of **community-driven development**
- Lack of **Innovative mechanisms** for coordination and communication

# Vision that drives Integrated Development Planning and Co-operative Governance

- *The following constitute the key outcomes govt would like to see from a functioning cooperative governance system:*

1. **Sustainable, well-governed communities** wherein service delivery is efficient, affordable and accessible to the poor
2. There is **zero tolerance** from government for duplication or wastage of resources
3. **De-concentrated administration** in respect of national and provincial functions is established and the accountability of every organ of state is clear
4. **Skills and capacity are used optimally**, and support is well coordinated through the Single Window of Coordination
5. The institutional arrangement in government including allocation of powers, functions and resources are **responsive to the different spatial, settlement and capacity considerations** .

# Driving integration through

- Common Purpose
- Policy Coherence
- Structure and Organization
- Coordination
- Human Resources
- Community Development

# Driving Integrated Planning – Common Purpose

- The formulation and implementation of a ***long term development plan*** – ***NPC is currently busy with this***
- A clearly outlined and institutionalised IGR planning system is needed which will strengthen the IDP and sector planning processes – ***DCoG leading on developing Green Paper and IGR Act***
- The IDP needs to allow for differentiation and improved spatial contextualisation of local conditions – ***Busy with Differentiation & simplified IDP for smaller municipalities***
- The LGTAS and the newly established ***outcomes-based government*** approach will support shaping and managing common purpose
- Vision 2014 for local government includes the proposal for a ***single election*** for national, provincial and local government.

## Driving Integrated Planning – Policy Coherence

- To ensure better policy coherence there will be a government-wide focus on the **national long-term development plan**. All planning instruments of all spheres and organs of state will be aligned to it and sector policies and plans must be informed by it
- **Protocol for Policy Development** in the country that would enable all policy to be informed by the impact it would have on all spheres and on communities is on the plan for DCoG
- A **clearing house mechanism is being planned to manage scrutiny** prior to departmental policies reaching the Directors-General and Cabinet Clusters
- Policy implementation and its impact will be monitored by various role-players , including G&A Cluster being supported by a network of research institutions, policy think tanks and tertiary institutions.

# Driving Integrated Planning – Structure and Organization

- **Reviewed and Improved allocation of powers and functions** across the state to redress the fragmented approach , especially schedule 4 and 5 of the Constitution is being undertaken
- A **management authority** within government as single point for the movement of powers and functions across all three spheres of government may is being considered.
- The introduction of a **Single National Act governing powers, functions and global equitable share split** between the three spheres would inject certainty, stability and coherence into the system as a whole;
- The role and position of provincial government in the state must be settled. Greater stability and performance can be achieved by introducing **comprehensive framework legislation on provincial government;**
- The current two-tier system of districts and local municipalities is complex and ineffective. It may be preferable to simplify the system by establishing a **single tier of local government** and abolishing district municipalities.

# Driving Integrated Development Planning - Coordination

- Adoption of a **single window of coordination for the support and oversight of local government**
- **Improve oversight and coordination** of functions, especially concurrent
- **Provide for differentiation** in the assignment and coordination of priority functions, with regard to spatial characteristics and performance differences
- Strengthen application of **baseline data and information across government** to enhance coordination by sectors and provinces
- Transforming the **IDP as a key long-term cooperative governance instrument** and window for coordination at regional level
- Revise the IGRF Act to **remove 'voluntarism'**, deepen participation and provide for accountability in contribution to municipal development outcomes
- Optimise use of IGR structures to facilitate coordination.

# Driving Integrated Development Planning – Human Resource

- A need for a **capacitated public sector** with properly skilled individuals imbued with public service ethos re ethics, attitude and behaviour
- The development and implementation of a **Public Sector Development programme** - set norms and standards for all public servants
- The **Integrated Public Service** is based on the principle that the institutions across government need to cooperate, share resources and share common standards
- Mainstreaming cooperative governance requires that elements are included in performance agreements of senior management as a core competency – **Integrated Project management Approach**
- The **fight against corruption, nepotism and all forms of maladministration must be intensified** across government and especially at local government in both the political and administrative domains
- Procurement and supply chain management processes is also being strengthened to ensure that all forms of corruption are eradicated

# Invitation to Drive Integrated Development Planning

- **New model of co-operative communication** should be employed by government at all levels
- **e-government programme** must enable better cooperation and sharing of information between national, provincial and local government, facilitate joint work and community access to information and service delivery data
- Facilitate **improved community access** to government information services through ward committees and improved municipal communication systems to drive community-driven development
- Look for smart ways to **strengthen institutional mechanisms** for knowledge sharing
- Encourage acceptance of **alternative service delivery methods** where these are relevant (e.g. in remote rural areas, green technologies for energy, waste removal).

## Invitation to Drive Integrated Development Planning

- Get involved and participate in the Green Paper on Cooperative Governance
- Participate and Support the Development of the Differentiated and simplified Integrated Development Planning Project
- Assist and Support the Pilot Project on Spatially Designed Budgets
- Participate and support the various legislative developments and the outcomes based approach

*Thank you*