



## Towards A Provincial and Local Government Coordination & Integration Framework

“We cannot solve today’s problems with the same level of thinking that created the problems in the first place” (Albert Einstein).

**OTP, Cogta and PT**

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# 1 INTRODUCTION AND PROBLEM STATEMENT

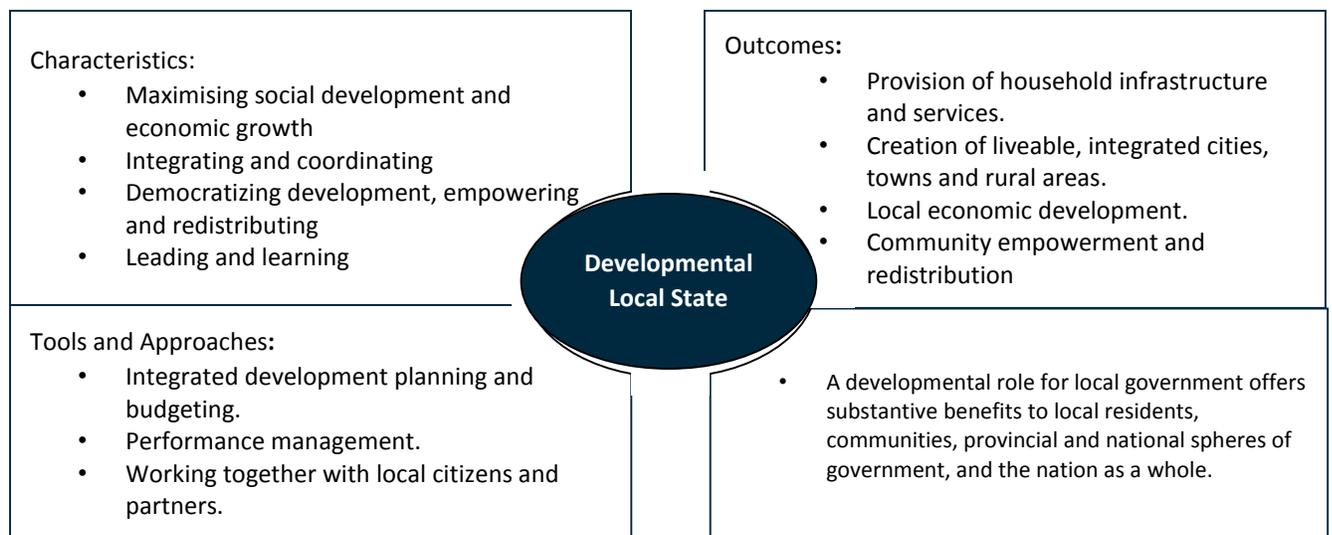
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The government of the country has put in place a series of measures in a form of legal, policy and planning frameworks aimed at ensuring that an enabling system of governance and integrated planning is in place to facilitate and champion development as well as ensure that quality services are provided to communities.

The National Development Plan identifies eight areas of targeted action towards of the Developmental state<sup>1</sup>; and the White Paper on Local Government identifies:

- ☞ Stabilise the political-administrative interface.
- ☞ Make the public service and local government administration careers of choice.
- ☞ Develop technical and specialist professional skills.
- ☞ **Strengthen delegation, accountability and oversight**
- ☞ **Improve interdepartmental coordination**
- ☞ **Take a proactive approach to improving relations between national, provincial and local government.**
- ☞ **Strengthen local government.**
- ☞ Clarify the governance of SOEs.

The White Paper on Local Government<sup>2</sup> articulates the Role of Developmental Local Government as being:



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<sup>1</sup> NDP 2030 p410

<sup>2</sup> White Paper on Local Government: Section B

Both of the foregoing are mutually reinforcing, with the role of developmental local government oriented more to citizens and both enlisting the need to build municipalities into best functioning entities that can achieve the outlined outcomes. Therefore the coordination and integration framework endeavors to ensure that the Eastern Cape supports and builds the ***ideal municipalities*** which must bear the following amongst others:

- ☞ Provide democratic and accountable government for local communities
- ☞ Be responsive to the needs of the local community
- ☞ Ensure the provision of services to communities in a sustainable manner
- ☞ Promote social and economic development
- ☞ Promote a safe and healthy environment
- ☞ Encourage the involvement, (active participation), of communities and community organisations in the matters of local government.
- ☞ Facilitate a culture of public service and accountability amongst its staff
- ☞ Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms.
- ☞ Ability to collect revenue.
- ☞ Have proper financial management system and controls.

In the recent past, however, ***the following glaring weaknesses have been identified in the EC province with respect to the functionality and efficacy of the systems put in place to ensure that government works as a singular system with different spheres that are distinct, interdependent and interrelated:***

1. Lack of integrated planning between and within the two spheres of government in the province.
2. Intergovernmental fora have not always been driven by a common developmental agenda. The various IGR structures have not always been connected by a desire to pursue a development agenda predicated on agreed provincial priorities.
3. At a provincial level there has been a lack of a coordinative mechanism to ensure that there is joined up action and approach to supporting and monitoring the work of local government. Each department has always intervened unilaterally in local government to drive in the main compliance imperatives in isolation from other imperatives aimed at making this sphere of government work and deliver on its mandate as envisioned in chapter 7 of the South African Constitution.
4. The Office of the Premier, historically has had an inactive approach (i.e. oversight) to local government albeit being given the role of coordinating IGR in terms of the Intergovernmental Relations Framework Act, 2005. Whilst the Premier's Co-ordinating Forum meets from time to time, there is inadequate evidence to show that the provincial intergovernmental forum has been achieving the objectives it was established for in terms of the IGRF Act.

5. There has been no common appreciation and response to the challenges faced by local government as a critical sphere for the implementation of government policy and programmes.
6. There has been no common appreciation and response to the challenges faced by three coordinating departments for the implementation of government policy and programmes

## 1.1. COORDINATION AND INTEGRATION DEFINED

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Co-ordination and integration can be defined using the following definitions:

- ☞ “The instruments and mechanisms that aim to enhance the voluntary or forced alignment of tasks and efforts within the public sector. These mechanisms are used in order to create a greater coherence and to reduce redundancy, lacunae and contradictions within policies, implementation or management” (Bouckaert et al. 2010).
- ☞ “A process in which two or more parties take one another into account for the purpose of bringing together their decisions and/or activities into harmonious or reciprocal relation” (Kernaghan and Siegel, 1987: 263).
- ☞ “The development of ideas about joint and holistic working, joint information systems, dialogue between agencies, process of planning and making decisions” Perri. 2004:106).
- ☞ “globally and locally, governments continually seek to do more with less, knowing that in part this requires improved coordination and more integrated service delivery” (Everatt and Gwagwa, 2011: 268)
- ☞ The IGRF Act as its object is to provide within the principle of co-operative government set out in Chapter 3 of the Constitution a framework for the national government, provincial governments and local governments, and all organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation, including-
  - (a) coherent government;
  - (b) effective provision of services;
  - (c) monitoring implementation of policy and legislation; and
  - (d) realisation of national priorities.

The foregoing definitions have a number of common operative themes that are critical variable for coordination, integration and of better and greater achievement thereof; and these are:

- ✓ Alignment; coherency; harmony; joint
- ✓ Implementation, activities, integrated effective services delivery.

Therefore from these themes it is correct to sum up coordination and integration in this framework on the basis of a systems approach; in which the whole (provincial government) is the sum total of its component (departments and local government) part which are both independent and interdependent.

## 2 OBJECTIVES OF THE FRAMEWORK

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2.1. The framework for the co-ordination of provincial and local government is aimed amongst others at responding to the challenges outlined above as well as in ensuring that the province has an integrative mechanism in fulfilling its constitutional and legal responsibilities over local government.

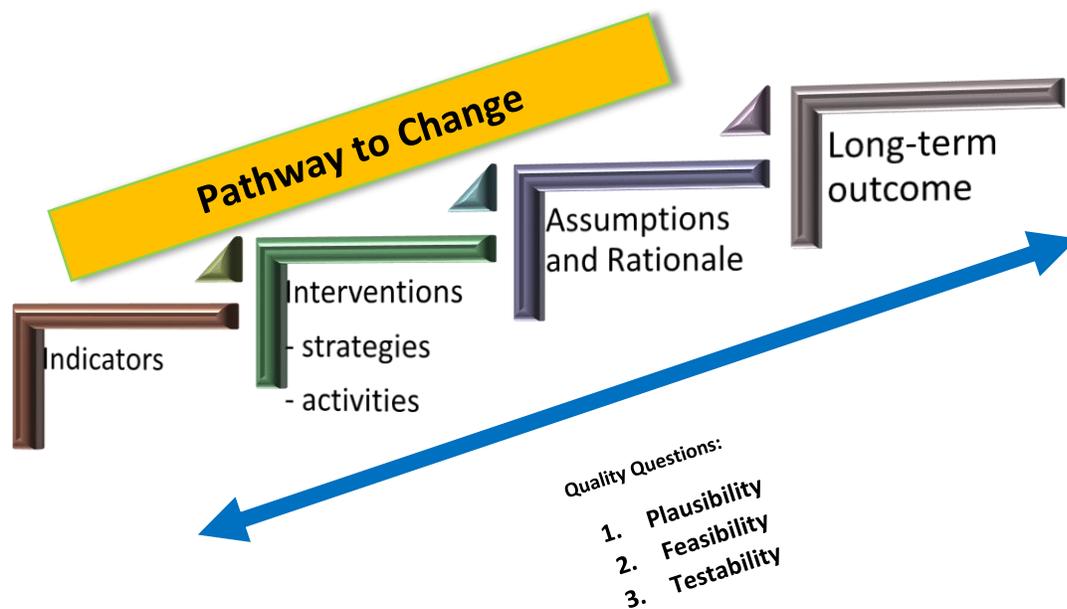
Some of the more specific objectives of the framework are as follows:

- a. Improvement of and commitment to integrated planning in addressing provincial development initiatives.
  - b. Creation of a central coordinative architecture for support and monitoring programmes as well as other intervention initiatives, in the municipalities, driven by various provincial departments and partners. The focus will be the creation of a nucleus to integrate disparate intervention efforts in the municipalities into an integrated programme with unified set of outcomes and objectives.
  - c. A joined up mechanism to support the building of a capable developmental local state that:
    - ☞ Partners with the citizens in planning and implementing the development agenda as articulated in the NDP, PDP and IDPs. This will lead to a shared and inclusive understanding of the development imperatives and the commitment required from all actors in the local development space.
    - ☞ Drives and leads sustainable development
    - ☞ Consciously and consistently improves citizen's participation and ownership of their development.
- 2.2. Coordination and integration framework must build the requisite competences in both skills and system:
- ☞ Strategic facilitation;
  - ☞ Stakeholder management;
  - ☞ Strategic leadership and management, also based on the ability to appreciate the endgame but then to translate it into implementation in a coordinated manner;
  - ☞ Programme management;
  - ☞ Entrepreneurial management;
  - ☞ Optimisation;
  - ☞ Critical analysis; and
  - ☞ Strategic planning

### 3 A THEORY OF CHANGE (TOC)

An enabling theory of change to underpin the change process. A theory of change (ToC) is a “theory of how and why (*the desired change is expected to come about*) an initiative works” (Weiss, 1995). More fully articulated, this can be understood as a way to describe the set of assumptions that explain both the mini-steps that lead to a long term goal and the connections between these activities and the outcomes of an intervention or programme. The ToC is most often defined in terms of the connection between activities and outcomes, with the articulation of this connection the key component of the ToC process. The theory of change helps with:

- ☞ The design of complex initiatives with a rigorous plan for success.
- ☞ Evaluation of appropriate outcomes at the right time and the right sequence.
- ☞ Explaining why an initiative worked or did not work, and what exactly went wrong.
- ☞ Defining preconditions for success - what has to change first if the long term goal will be realised. This should be underpinned by clear assumptions and rationale.
- ☞ Creating roadmaps that work with the necessary milestones to be measured in appropriate intervals. It is thus critical to create a pathway to change. The schema below is a suggested pathway to change.



## 4 LEGAL FRAMEWORK

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There are different types of legal provisions that define the role of various players in the support, monitoring and interventions aimed at ensuring that the objects of local government as enshrined in Chapter 7 of the SA Constitution are fulfilled. The following pieces of legislation amongst others have been promulgated to regulate developmental local government:

1. The SA Constitution – 108 Of 1996
2. White Paper on Local Government, 1998
3. Local Government Municipal Structures Act 117 of 1998
4. Local Government Municipal Systems Act 32 of 2000
5. Local Government Municipal Finance Management Act 56 of 2003
6. Intergovernmental Relations Framework Act 13 of 2005
7. Traditional Leadership and Governance Framework Act 41 of 2003
8. Spatial Planning and Land Use Management Act 16 of 2013
9. Public Finance Management Act 1 of 1999
10. Division of Revenue Act
11. Municipal Finance Management Act 56 of 2003

Each of the above Acts define a specific role for the various spheres of government in ensuring that the objectives of local government are realised.

The matrix below provides a comparative analysis of roles flowing from the above pieces of legislation with a specific focus to the Office of the Premier, Co-operative Governance and Traditional Affairs Department and the Provincial Treasury.

The matrix clearly demonstrates a need for collaboration and co-ordination of the three departments in the support, monitoring and intervention work at local government. On the basis of the analysis of the legal framework, the three departments should form a nucleus of the provincial coordinating nexus on local government.

#### 4.1 A MATRIX DESCRIPTION OF ROLES AND RESPONSIBILITIES OF OTP, COGTA AND PROVINCIAL TREASURY OVER LOCAL GOVERNMENT

Acts and regulations are minimum guide however the overall underpinning will be on management of relations both vertically and horizontally.

Lead Responsible Department

NAME OF LEGISLATION	SECTION	POWERS AND FUNCTIONS	RESPONSIBILITY FOR THE FULFILLMENT OF THE FUNCTION				
			OTP	COGTA	TREASURY	DM	LM
SA Constitution	125	Executive Authority of the Province	✓				
		Premier Exercises the Executive Authority together with other members of the Executive Council	✓	✓	✓		
	126	Assignment of Power and Function to a Municipal Council	✓	✓	✓		
	137	Transfer of functions to a member of the Executive Council	✓				
	137	Temporary assignment of functions	✓				
	139	Provincial intervention in local government	✓	✓			
	154	National and provincial governments by legislation and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their duties	✓	✓	✓		✓
	155 (6)	Establishment of municipalities in accordance with legislation	✓	✓			
	155 1 (a)	Category A: A municipality that has exclusive municipal executive and legislative authority in its area.					✓
Structures Act	12	Establishment of Municipalities		✓			
	18	Determination of a number of councillors and a number of full-time councillors in a municipality		✓			
	34 (3) & (4)	Dissolution of Municipal Councils		✓			
	85	Adjustment of division of functions and powers between district and local municipalities.		✓			
	86	Resolution of disputes concerning performance of functions or exercise of powers		✓			
	87	Temporary allocation of powers and functions		✓			
	88 (3)	Assist a district municipality to provide support services to a municipality		✓			

NAME OF LEGISLATION	SECTION	POWERS AND FUNCTIONS	RESPONSIBILITY FOR THE FULFILLMENT OF THE FUNCTION				
			OTP	COGTA	TREASURY	DM	LM
Systems Act	14	Making of standard draft –by laws					✓
	27 & 29	Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.				✓	
	28	Each municipal council, within a prescribed period after the start of its elected term, must adopt a process set out in writing to guide the planning, drafting, adoption and review of its integrated development plan.					✓
	31	Provide monitoring and support to the IDP development process		✓		✓	
	32	Receives a copy of the IDP and requests adjustments where necessary by the respective municipality		✓			
	47	Compilation and submission of a consolidated performance report of municipalities to the Legislature and National Minister		✓			
	105	Establishment of mechanisms, processes for provincial monitoring of municipalities		✓			
	106	Institute investigations on non-performance and maladministration		✓			
Municipal Finance Management Act	26	Intervention in terms of section 139(4) of the constitution in cases of failure by a municipality to approve budget before the start of budget year	✓	✓	✓		
	27	Non-compliance with the provisions of the Chapter on Municipal Budgets	✓		✓		
	34	Capacity building and support to build efficient, effective, and transparent financial management			✓		
	36	Provincial allocations to municipalities			✓		
	131 (2)	Assessment of annual financial statements, audit reports on the statements and the adequacy of the responses of municipalities to the issues and report omission to the legislature within 60 days		✓			
	132 (3)	Monitoring of the submission of annual reports by municipalities to the provincial legislature		✓			

NAME OF LEGISLATION	SECTION	POWERS AND FUNCTIONS	RESPONSIBILITY FOR THE FULFILLMENT OF THE FUNCTION				
			OTP	COGTA	TREASURY	DM	LM
	136 -137	Provincial Interventions	✓	✓			
	139	Mandatory provincial interventions arising from financial crisis	✓		✓		
	141(3)	Comment on financial recovery plans for municipalities		✓	✓		
	141(4)	Approval of the financial recovery plan			✓		
	143 (1)	Approval of the financial recovery plan – discretionary intervention		✓			
	143 (2)	Approval of the financial recovery plan – mandatory intervention			✓		
	147	Regular reviews of provincial interventions - at least every three months		✓	✓		
	148	Termination of provincial interventions	✓	✓	✓		
Inter-Governmental Relations Framework Act	16	Establishment of a Premier’s intergovernmental forum to promote and facilitate intergovernmental relations between the province and local governments in the province	✓				
	21	Establishment of other intergovernmental forums in the province	✓	✓			
	30	Establishment of intergovernmental support structures	✓	✓			
	37	Responsibility for coordinating intergovernmental relations in the province	✓				
	42 – 44	Dispute resolution between provincial organ of state and local government and between local governments		✓			
Spatial Planning and Land Use Management Act 2013	10	Provincial governments must develop mechanisms to support, monitor and strengthen the capacity of municipalities to adopt and implement an effective system of land use management in accordance with this Act.	✓	✓	✓	✓	✓
	12	The national and <i>provincial</i> spheres of government and each municipality must prepare spatial development frameworks	✓	✓		✓	✓

NAME OF LEGISLATION	SECTION	POWERS AND FUNCTIONS	RESPONSIBILITY FOR THE FULFILLMENT OF THE FUNCTION				
			OTP	COGTA	TREASURY	DM	LM
	15	The Premier of each province must compile, determine and publish a provincial spatial development framework for the province.	✓	✓			
	24 (4)	The local municipalities within a district municipality may by agreement request the district municipality to prepare a land use scheme applicable to the municipal areas of the constituent local municipalities within that district municipality.		✓		✓	✓
	34(2)	A district municipality may, with the agreement of the local municipalities within the area of such district municipality, establish a Municipal Planning Tribunal to receive and dispose of land development applications and land use applications within the district municipal area.		✓		✓	✓
Traditional Leadership and Governance Framework Act 2003	4(1d)	Facilitating the involvement of the traditional community in the development or amendment of the integrated development plan of a municipality in whose area that community resides;		✓			✓

## 5 PRINCIPLES

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The framework is predicated on and seeks to advance in the main the principles of co-operative government as enshrined in Chapter 3 of the constitution, the objectives and developmental roles of local government as contained in Chapter 7 of the constitution as well as the ethos of public administration as stipulated in Chapter 10. The principles are also based on a need to advance and align the development priorities of government and thus ensuring that government works as a single and cohesive unit to achieve common goals.

### 5.1 PRINCIPLES OF CO-OPERATIVE GOVERNMENT

Chapter 3 of the Constitution of South Africa provides that the three spheres of government are distinctive, interdependent and interrelated. The principles that underlie the relations between the spheres are that of co-operative government and intergovernmental relations (IGR). In terms hereof, each sphere must, among other things:

1. Respect the constitutional status, institutions, and powers and functions of government in the other spheres;
2. Exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere;
3. Co-operate with one another in mutual trust and good faith by:
  - ☞ Assisting and supporting one another;
  - ☞ Consulting one another on matters of common interest;
  - ☞ Co-ordinating their actions and legislation with one another; and
  - ☞ Adhering to agreed procedures.

### 5.2 DEVELOPMENTAL OBJECTIVES OF LOCAL GOVERNMENT

The constitution envisions a local government that is able to fulfill and advance the following objectives and duties which are to:

1. Provide democratic and accountable government for local communities;
2. Ensure the provision of services to communities in a sustainable manner; to promote social and economic development;
3. Promote a safe and healthy environment;
4. Encourage the involvement of communities and community organisations in the matters of local government;
5. Structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and
6. Participate in national and provincial development programmes.

The national government’s **Back to Basics Approach** identified five key results areas that should underpin the work of building a responsive, caring and accountable local government and these are the same with the local government KPAs, with the exception of one outlier from the KPAs namely the Integrated Development Planning.

Articulation between National Municipal KPAs and B2B:

<b>Local Government KPAs</b>	<b>B2B</b>
Service delivery	Basic Services: Creating decent living conditions through delivering quality services.
Governance	Good Governance: Effective functioning of municipalities
Community engagement	Public Participation: Municipalities engage their communities – putting people first
Financial management	Financial Management: Sound financial management and accounting
Human resource management	Institutional Capacity: Building and maintaining sound institutional capabilities
Integrated Development Planning	

### 5.3 BASIC VALUES AND PRINCIPLES GOVERNING PUBLIC ADMINISTRATION

The constitution provides for a creation of a public administration that advances democratic values and principles contained in the constitution as well as the following public administration principles which must apply across the spheres of government:

1. A high standard of professional ethics must be promoted and maintained.
2. Efficient, economic and effective use of resources must be promoted.
3. Public administration must be development-oriented.
4. Services must be provided impartially, fairly, equitably and without bias.
5. People’s needs must be responded to, and the public must be encouraged to participate in policy-making.
6. Public administration must be accountable.
7. Transparency must be fostered by providing the public with timely, accessible and accurate information.
8. Good human-resource management and career-development practices, to maximise human potential, must be cultivated.
9. Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

#### 5.4 BATHO PELE AND PUBLIC PARTICIPATION / MASIPHATHISANE PRINCIPLES

The Batho Pele principles will be fully integrated in all aspects in the application of this framework and its attendant tools.

- ✓ Consultation
- ✓ Service standards
- ✓ Access
- ✓ Courtesy
- ✓ Information
- ✓ Openness and transparency
- ✓ Redress
- ✓ Value for money

## 6 VERTICAL AND HORIZONTAL COORDINATION AND INTEGRATION [RESPONSE, INTERVENTIONS & TOOLKITS]

### 6.1 BARRIERS AND ENABLERS [DEVELOPMENT ENABLERS]

Barriers		Enablers	Solutions / interventions	Mechanism & Toolkits
Driving Provincial development agenda	Vision and mission common ownership	Shared Vision	Enhance common provincial vision [PDP]	<b>CoGTA &amp; Provincial Treasury have developed Mechanisms and Tools Annexed hereto</b>
	Provincial development agenda			
	Service Delivery Agreements between Premier and	Leadership and stability ☞ Admin ☞ Political	☞ Management leadership continuity planning ☞ Systematize the hierarchy of outputs to synergize from political to administrative KPA	
	MECs, MEC CoGTA and Mayors; and their synergy with the Performance Management Systems			
	Legal status of service delivery agreements between Mayors and MECs			
Planning & Programme Design Coherency	Common data & information Sharing	Provincial Information repository/hub for planning, decision making & implementation	☞ Establish a central business intelligence centre; ☞ Developing a common but sphere and sectoral specific situational analysis of the province for all planning	
	Misaligned planning process: content issues at either level are not informed by mutual interest	Compelling and clear Annual POA IGR Functional IGR structures Planning cycle harmony	☞ Programme design and Management must assure synergy between POA, APP, IDPs/SDBIPs and agenda content of IGR Structures	
	Lack of common normative and standards based planning culture and tools			
Enforceability of IGR decisions Lack of agenda setting at the IGR structure				

Barriers		Enablers	Solutions / interventions	Mechanism & Toolkits
	<p>IDP / APP : little of APP contents find space in the IDPs</p> <p>PSPDP as the bases for spatial referencing the plans</p>		<ul style="list-style-type: none"> <li>☞ Supported by the MOU and specific SLAs as envisaged in the IGR Act</li> <li>☞ APPs must be spatially referenced and projects included in the sectoral chapters of the IDPs of the respective LMs</li> </ul>	
Coordinated and integrated provincial and local government support	Disparate support to municipalities	Common coordination and integration framework, nucleus with support mechanisms and toolkits	<ul style="list-style-type: none"> <li>☞ Establish the nucleus</li> <li>☞ Inform the entire government system of the Nucleus system</li> </ul>	
	Urgency in implementation of policies e.g. SPLUMA]			
	☞ Overlapping powers & functions between departments			
	Local government support is beyond coordinating departments			
	Resources function alignment			
	Intra-department Service Delivery Modelling:			
	☞ Imbalance between Core vs Support			
	Local government financing model		Continuously lobby for a differentiated local government funding model that appreciates the EC conditions	

## 6.2 CREATION OF A PROVINCIAL NUCLEUS TO IMPROVE PROVINCIAL AND LOCAL CO-ORDINATION

This is a think-tank responsible to drive the provincial and local coordination and integration linking directly with the overall government functions and decision making structures. OTP Policy Planning and M&E [information] will provide the macro planning direction; CoGTA will be the main cog for the local government coordination and hence along this process will build her capabilities in all local government content support functions.

The country's legal framework on local government envisaged a system of governance that is one and working towards common objectives. It also envisaged central coordinating mechanism that ensures that there is integration and co-ordination of planning across the spheres. In the context of the province, the OTP, Treasury and COGTA play a central role in achieving this objective when they work as one. It is thus important that the three departments work together towards the building of a provincial and local governments that have:

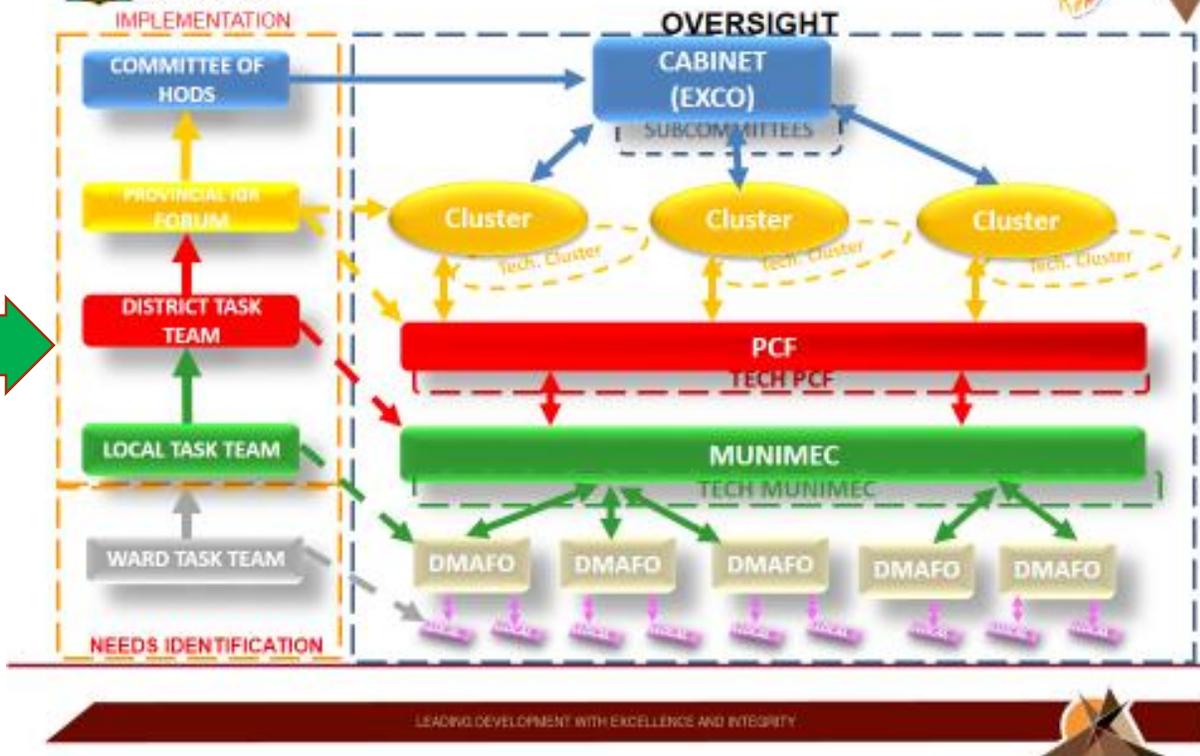
- ☞ Indispensable organisational capabilities to champion and enable development and service delivery.
- ☞ Capabilities to configure, stimulate and sustain development partnerships designed to champion the implementation of a common vision for the development of the province.
- ☞ Technical capacity to interpret policy into implementable development programmes.

## 6.3 INTEGRATIVE CO-ORDINATION MECHANISMS [INTERVENTION AND INTEGRATION]

1. The draft revised IGR strategy for the province has proposed the following mechanism for the co-ordination of intergovernmental relations as contained in the IGRF Act. The mechanism seeks to create a relationship between oversight IGR structures and various implementing agents. According to the strategy, the model aims to:

- ☞ Ensure the integration of services
- ☞ Centralise co-ordination & alignment of planning (Ward Based Planning, IDPs, APPs)
- ☞ Improve vertical and horizontal linkages
- ☞ Ensure pooling of resources (human & financial)
- ☞ Encourage community action
- ☞ Streamline structures
- ☞ Give credibility to IDPs

Multi-disciplinary Task Force with Works treams



2. Whilst the above schemata is welcomed especially the link between oversight and implementation in a broad scheme of things, the provincial local government coordination framework is intended to:
  - ☞ Complement the framework at an administrative functional level
  - ☞ Strengthen the relationship between the three coordinating departments.
  - ☞ Ensure that the three departments play their **regulatory** (development of frameworks in line with the constitution and the Systems Act e.g. monitoring system, capacity building); **monitoring** (e.g. implementation of programmes, capacity building, compliance); **support** (e.g. the work of districts, capacity building programmes); and **intervention** (e.g. in terms of the constitution using different sections and in terms of sub-ordinate legislation).
  - ☞ A collective effort and unity of purpose in tackling challenges facing local government.
3. The coordinating centre of the three departments will be the OTP which shall take full responsibility for ensuring the effective functioning and implementation of the framework.
4. The OTP co-ordinating nucleus will execute its functions on the basis of the terms of reference outlined in the framework. It must not be seen as another additional structure in the system of provincial administration but as a functional structure established to oversee, support and facilitate the building of developmental local government as envisioned in the constitution.

## 6.4 IMPLEMENTATION PROTOCOLS

The following mechanism is proposed for the implementation of the framework:

- Provincial Top Management has established a Task Force aimed at developing integrated plans to improve the effectiveness of local government. The Task Force is chaired by the HoD of COGTA and supported by the OTP.
- The Task Force will develop an integrated support plan to municipalities. The integrated support plan will be a composite plan to be jointly implemented by COGTA, OTP, SALGA and Treasury.
- The integrated support plans will be based on the B2B assessment that was conducted by COGTA.
- The integrated support plans will be implemented at district and metro level in collaboration with the respective districts or metros.
- Criteria will be set to determine municipalities that will be prioritised for intervention.
- Multi-disciplinary integrated work streams that will be responsible for the implementation of integrated support plans in collaboration with the district municipalities will be set up and each workstream will be led by a knowledgeable project leader in that particular focus area.
- An Operations Centre dedicated to supporting and crafting interpreted district intervention plans will be established and will support the work of the Task Force. The nerve centre should support the Task Force with planning, monitoring and review on a monthly basis of the execution of the integrated support plans at district level.
- A technical support team will be established to develop common tools and methodologies to support the workstreams. This should include issues of change management, skills transfer and the institutionalization of the support work, and a clear theory of change.
- A communication feedback loop will be developed between the work streams and the technical support teams for purposes of sharing leanings, knowledge management, and reflections as well as for giving feedback to the Top Management Task Force.
- Need a dedicated administrative support system that will serve as an information centre for all the work of the team.
- The work of the Task Force will be knowledge based and driven and ECSECC will support the team with research work and will particularly focus on issues of sustainability and economic development. The research focus areas should be informed by issues arising from implementation of integrated support plans as well.
- Formalise the partnership on local government effectiveness through a Memorandum of Understanding.
- The Task Force will meet on a monthly basis to review the work of workstreams and make the necessary interventions where needed.

## 6.5 ROLE OF THE OFFICE OF THE PREMIER

The role and responsibilities of the Office of the Premier in the Coordination of Local Government as outlined in the legislation and various policies is as follows:

- a. Delegate the Premier's powers in terms of section 125 of the Constitution and various other legislation to the MEC: Cogta;
- b. Assure that the Socio-Economic Development Agenda of the Province is at the centre in turning around the Local Government and;
- c. Strengthen the coordinative overseeing mechanism over local government through strengthening the partnership both at a political and administrative level between the OTP, COGTA and Treasury. Ensure that the three departments work in unison in their efforts to support, facilitate and co-ordinate the work of local government.
- d. Ensure cohesive management and leadership of vertical & horizontal coordination and integration of all local government support efforts;
- e. Ensure that the province establishes seamless, integrated systems and structures to support, oversee the development of local government.
- f. Support CoGTA to Mobilize and optimize resources utilization for the successful implementation of local government support and intervention initiatives;
- g. Support CoGTA Co-ordinate the creation of shared services to optimise integrated planning and facilitation of strategic economic development programmes and projects to overcome the challenge of scarce skills as well as optimise and improve efficiencies within government. Initially the shared services could be located at district level in the following areas where the province has and continues to underperform:
  - ☞ Town and Regional Planning
  - ☞ Infrastructure – Detailed Project planning in an integrated way
  - ☞ ICTs – capacity to plan, acquire and properly deploy ICT for development enablement.
  - ☞ Project management – capacity to manage big projects
  - ☞ Systems design and re-orientation to fast track delivery and enable development and investment through cutting red tape and organisational inertia.
- h. Set a proper Agenda for the PCF and ensure that the provincial IGR structures are driven by an appropriate agenda linked to the development priorities.

## 6.6 ROLE OF COGTA EC

The Eastern Cape Department of Cooperative Governance and Traditional Affairs roles and responsibilities continue to be the facilitation of support and monitoring of interventions and adherence to legislative and policy frameworks by all municipalities.

The role and responsibilities of EC CoGTA in the Coordination of Local Government will include amongst others:

- a. Development of support and monitoring programmes to municipalities that are :
  - ☞ Based on a thorough analysis of the challenges and must seek to respond to the identified challenges from a long term development perspective and not only through a kneejerk approach.

- ☞ Sufficiently customised and differentiated, comprehensive, co-ordinated and sustained.
  - ☞ Based on a differentiated support system to municipalities that is predicated on the profile of each municipality and this should lead to the development of a typology for capacity development support system for local government.
  - ☞ Comprehensive and buttressed on uniform monitoring and intervention co-ordinating roles through the development of a uniform analytical monitoring instrument that will inform the development of integrated Municipal Support, Monitoring and Intervention Plans (SMIPs). The SMIPs should be approved by the Premier and the Executive Council of the province.
- b. In collaboration with the OTP, facilitate sector department commitments within the Municipal Support, Monitoring and Intervention Plans (SMIPs) and the implementation of negotiated integrated support to municipalities through SMIPs.
  - c. Monitor and guide municipalities in the appointments of competent and suitably qualified senior managers.
  - d. In collaboration with OTP and Treasury, continuously review the impact and effectiveness of municipal monitoring and support provided by national, provincial and district municipalities to local municipalities.
- b. Ensuring sustained support to all municipalities based on SMIPS and a differentiated support system.
  - c. Bring and share expertise and experiences of approaches, methods and tools for successful support and document these as part of knowledge management.
  - d. Build appropriate capabilities within the department that are commensurate to the dynamic support and oversight demands of local government.

## 6.7 ROLE OF THE PROVINCIAL TREASURY

The Eastern Cape Department of Provincial Treasury roles and responsibilities continue to be the facilitation of support to all municipalities including all legislative and regulated responsibilities bestowed in the Provincial Treasury.

The role and responsibilities of Provincial Treasury in the Coordination of Local Government Support will include amongst others:

- a. Collaborate with COGTA in exercising the responsibilities bestowed upon it by the legal framework.
- b. In collaboration with OTP and COGTA, continuously review the impact and effectiveness of municipal monitoring and support provided by national, provincial and district municipalities to local municipalities.
- c. Build requisite capabilities to support, facilitate and oversee the building of financial capabilities in local government.
- d. Bring and share expertise and experiences of approaches, methods and tools for successful support
- e. Join-up the departments work and resources in the local municipalities within the overall objectives of the Local Government Co-ordination Framework.

## 6.8 ROLE OF THE DISTRICTS

The District Municipalities will continue to play their constitutional roles and responsibilities within their own jurisdictions. The OTP, COGTA and Treasury will amongst others ensure that the District is supported in order to perform its functions optimally, effectively and efficiently.

The role and responsibilities of District Municipalities in the co-ordination of Local Government will include amongst others:

- a. Bring and Share expertise and experiences of approaches, methods and tools of their successful support to local municipalities
- b. Join-up the departments work and resources in the local municipalities
- c. Provide knowledge on the challenges faced by different municipalities in its area and contribute in the development of differentiated municipal support programmes and interventions.

On top of what the various legislations proclaim roles and responsibilities of the different sector departments; the White Paper had envisaged that the district governments will fulfil the following key roles:

- ✓ District government should be reorganized around a set of standard planning and development regions and given key responsibilities for district-wide integrated development planning, including land-use planning, economic planning and development, and transport planning.
- ✓ The role of district governments as infrastructural development agents should be continued through the retention of Regional Services Council levies. District government should also provide bulk-services where required.
- ✓ The ability of district government to provide on-demand assistance, as well as systematic capacity building to municipalities will be promoted. The capacity-building role of district government should be focused on increasing the capacity of Category (B) municipalities to assume municipal functions.
- ✓ In areas where municipalities with inadequate administrative capacity are established, the capacity of district government to provide and maintain appropriate levels of municipal services will be legally permitted and actively fostered.

## 6.9 ROLE OF METROS

Metros have a duty to promoting spatial integration, social and economic inclusive development. Metropolitan governments should utilise their land-use planning and regulation functions to promote integrated spatial and socio-economic development.

The Metropolitan Council have powers over land-use planning, transport planning and bulk infrastructure planning and therefore the Metropolitan integrated development plan should guide the development of the whole metropolitan area.

The economic and social viability of metropolitan areas is closely linked to addressing existing inequities and creating a stable environment for the attraction of capital investment.

To promote local democracy metros have a duty to find meaningful mechanisms of inclusive people participation in the planning and decision making of the municipality.

Metros must structure their functions to give effect to effective and efficient service delivery within its jurisdictions; including ensuring timely responsiveness to all its citizen needs. Metros must share best practices to their neighbouring municipalities and among themselves.

## 6.10 ROLE OF SALGA

Organised local government was established in order to serve as a voice of local government and a consultation platform between local government and other spheres of government on policy matters. SALGA also plays a critical role in strengthening developmental local government and in enhancing the capacity of municipalities. As part of the integrative coordinative mechanism on local government SALGA in the context of its mandate is expected to:

- a. Bring and share expertise and experiences of approaches, methods and tools on successful support programmes to local municipalities.
- b. Collaborate with COGTA and Treasury in providing support to local municipalities.
- c. Provide knowledge on the challenges faced by different municipalities and contribute in the development of differentiated municipal support programmes and interventions.

## 7 CONCLUSIONS

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As a way of conclusion, the Department of Performance Monitoring and Evaluation in the Presidency in its 2014 report titled *Impact and Implementation Evaluation of Government Co-ordination Systems* suggests the following key success and enabling factors for effective co-ordination:

- ☞ **“Mandate:** for successful coordination, leaders must commit to making coordination work by prioritising the coordinated activity within an all-of-government context. Ministers and other stakeholders also need to buy into the coordinated approach and public servants must agree on clearly-defined joint outcomes to focus effort. The roles of each coordination structure must be appropriate and documented, either through legislation or less formally (e.g. TORs, memorandum of understandings etc.).
- ☞ **Systems:** for successful coordination, appropriate governance and accountability frameworks must be in place and sufficient and appropriate resources and meeting management systems must be in place to support effective decision-making, as well as the monitoring of decision-making and enforcing accountability for implementation of decisions. Processes should support coordinated planning of policy and programmes.

- ☞ **Behaviours:** for successful coordination, the right departments/spheres/role-players must be involved at the appropriate level/stage with the appropriate authority, and the right skills and competencies to work collaboratively to take decisions which support coordination. Both departmental organisational culture, as well as cultures developed within specific coordination structures, must support coordination so that, over time, those civil servants involved in the coordinated activity come to share a common culture, and shared priorities, terminology, and values”.

The above propositions assume that the province has a civil service that espouses and shares the transformation agenda of South Africa and the Eastern Cape; with the leadership that has strong strategic thinking, strategic leadership and strategic management abilities; where these lack the framework itself seeks to enhance these attributes.