



**cooperative governance
& traditional affairs**

Department:
Cooperative Governance and Traditional Affairs
REPUBLIC OF SOUTH AFRICA

Strategic Plan: 2009-2014

TABLE OF CONTENTS

1.	FOREWORD BY THE MINISTER.....	4
2.	STATEMENT BY THE DEPUTY MINISTER.....	7
3.	INTRODUCTION BY THE ACTING DIRECTOR-GENERAL.....	8
4.	TERMINOLOGY USED IN THIS STRATEGIC PLAN.....	11
5.	ORGANISATIONAL STRUCTURE OF COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS.....	13
6.	OUR MANDATE	14
7.	VISION STATEMENT	15
8.	MISSION STATEMENT	15
9.	OUR VALUES	15
10.	OUR STAKEHOLDERS	16
11.	LEGISLATION INFORMING AND AFFECTING THE MANDATE OF THE DEPARTMENT	17
12.	STRATEGIC CONTEXT.....	20
13.	PROGRESS IN RESPECT OF KEY FOCUS AREAS OF THE STRATEGIC PLAN (2007-12) UP TO DATE	22
14.	WHAT LESSONS HAVE WE LEARNT FROM THE PAST?	29
15.	STRATEGIC PRIORITIES: 2009-2014	30
16.	IMPLEMENTATION OF THE STRATEGIES.....	31
17.	ALLOCATION OF FINANCIAL RESOURCES AND FUTURE GROWTH	62
18.	EXPENDITURE TRENDS FOR 2009/10 TO 2011/12	63
19.	CONCLUSION	64
20.	ACRONYMS AND ABBREVIATIONS	65
21.	CONTACT DETAILS	66

1. FOREWORD BY THE MINISTER

Mr. S Shiceka
Minister for Cooperative Governance and Traditional Affairs



This Strategic Plan for the Department of Cooperative Governance and Traditional Affairs (**CoGTA**) is a product of a Departmental Bosberaad, which was held in May 2009. This plan outlines the strategic initiatives and commitments by the Department to protect, guide and direct the expanded and unique political mandate of the department over the next five years. It is a blueprint that defines our strategic path in pursuit of a developmental agenda of the fourth administration.

In this country, we are still living in a divided society characterised by the poor, marginalized townships, informal settlements, farm dwellers/workers and rural population on one hand, and the affluent, rich and urban population on the other hand. This state of affairs is somewhat discomfoting and reminds us of the mammoth task ahead for the bridging of the divide. "We need to

create conditions for everyone to realise his or her potential in life and make this country better to live and work in. The development opportunities must be harnessed and made available to all, with a deliberate bias towards the remote, rural and forgotten."

The 2009 electoral mandate from the majority of our people presupposes a new approach to the societal challenges facing the country today. It calls for responsive, effective and efficient state machinery to the needs of the poor. It is therefore, within this context that the strategic thrust of **CoGTA** is repositioned and recontextualised.

The government must be rooted in the people on the ground and continue to remain relevant to its citizenry. However, this requires all spheres of government to operate in unison for the benefit of all people of South Africa, regardless of colour, gender, creed, ethnicity and/or otherwise. There is only one country, with spheres of government, a Constitutional state accountable to the people. The package of services delivered to our people must therefore not discriminate against any citizen of this country because of his or her geographic location. The services must reach all corners of South Africa, even those who live in farms.

CoGTA remains central in the fight against the scourge of abject poverty and underdevelopment in our communities. "Our desire is to ensure that governance systems are streamlined and utilised as a vehicle to change people's lives. How government does its work? How it engages its people? And how it accounts for work done or not done remains critical in deepening and consolidating our democracy. As government departments or entities we exist to serve; not the vice versa.

This task requires the cooperation of all spheres of government. We need to create a platform that encourages co-ordination and elimination of duplication. Synergies have to be leveraged for improved efficiency. Corruption and underperformance have to be history; those serving ought to jealously guard the interests of the communities. **CoGTA** intends distinguishing itself by deploying employees who have passion to serve and whose interests remain indebted to those of the communities they serve.

Main Challenges of Cooperative Governance over the Next 5 Years

CoGTA will need to build on the gains that have been made in the last 15 years and simultaneously attend vigorously to departmental weaknesses and deficiencies inherited from former dplg.

Fighting poverty, creating decent work and improving the lives of our people will be at the centre of the Department's collective actions.

CoGTA will need to address the misaligned planning that exists between national, provincial and local government. The Integrated Development Plans (IDPs) and Local Economic Development Strategies of municipalities must reflect the priorities of the entire public sector, including those of public entities as well as those of private sector, Non-Governmental Organisations (NGO's) and Community based organisations (CBO's).

The department is aware that this planning misalignment is a fundamental challenge. Going forward, the Department will work very closely with the National Planning Commission as the premier partner in improving the alignment of our planning across all spheres and ensure a top-down cascaded implementation of national, provincial and local government priorities.

The implementation of government programmes in many areas continues to be fragmented, disjointed and uncoordinated. This is due to the fact that government has been working in silos and our people have been suffering the effects of this silo approach.

This problem of uncoordinated implementation has also come sharply to the fore in the various Izimbizo this government has undertaken in the past, where national and provincial government and state entities implement their programmes in local areas without the knowledge and input of municipalities.

In the area of oversight, greater attention will need to be given to the implementation of the Inter-Governmental Relations Framework Act and also sharpening our existing tools and instruments to ensure greater compliance and better performance. In order to ensure that the intergovernmental relations system is not dependent on voluntarism, good will and lack of enforcement of the Act.

The core challenge over the next 5 years will be to create a single window of coordination for governance and to significantly strengthen the monitoring and oversight regime for municipalities and communities.

CoGTA's observations of uncoordinated planning, budgeting, implementation and oversight across the three spheres apply equally to local and provincial government. Over the next 5 years, provincial government must receive dedicated attention as a sphere of government. This will entail providing greater support and considering more coherent legislation and frameworks governing this sphere and addressing the issue of sub-national powers and functions.

The institution of traditional leadership is central to our system of governance in rural areas. However, there are key challenges of ensuring greater equity and standardisation on how this institution is treated across various provinces. Furthermore the work of the Commission on Traditional Leadership Disputes and Claims must be accelerated and finalised in the next 5 years.

CoGTA will protect and promote indigenous knowledge management systems; traditional healing and the practice of "floor X-rays". Traditional customs and ways of living must complement and re-enforce our modern systems of democracy. We need to protect our rich heritage as an African state" and ensure that our knowledge and customs are transmitted to future generations. In this regard we will have discussions with the Department of Education to ensure that some of these matters are included in the school curriculum. In our view, rural voices have not been sufficiently heard and recognised. **CoGTA** will create space and opportunities for the institution of traditional leadership and our traditional communities to become a vibrant and active part of this democracy.

Mandate and approach to Cooperative Governance

The birth of the Department of Cooperative Governance and Traditional Affairs ushered a new era, which represents an irreversible shift to an expanded and more deliberate mandate on matters of co-operative governance. Over the next five years **CoGTA** will stay focussed on government's 10 priorities by forging and enabling better vertical and horizontal relationships

between the three spheres of government and all sectors. Beyond government, the Department will find creative and innovative ways of mobilising our communities, stakeholders and organs of civil society to become development partners with government in matters of governance and service delivery. This means **CoGTA** will review all inter-governmental structures across government and strengthen Ward Committees and other participatory governance structures and organs of people's power.

Over the next 5 years **CoGTA** will be more determined in contributing to building the developmental state in provincial and local government by making execution by these levels of government more effective, efficient, responsive and accountable.

A central feature of the South African developmental state must be to ensure seamless and integrated service delivery to our people. The President has announced that in the context of the global economic downturn, this government will rollout a R787 billion social and economic infrastructure programme. It is our view that the availability of resources has not been our central problem, but rather how we managed our resources. Therefore we must ensure that these resources and their leverage are maximised and expended in a coherent manner and we get value for money.

Strengthening our systems of accountability and building clean government is another important pillar of cooperative governance. Public representatives and councillors in particular need to be more accountable to communities and **CoGTA** proposes new and improved measures in this regard. **CoGTA** will strengthen the capability of communities to exercise oversight over councillors, municipalities and all projects in their area of jurisdiction. Performance Management Systems (PMS) of municipalities and those of councillors and officials will all need to be aligned.

Strengthening accountability and building clean government also relates to how the spheres interact with each other politically and administratively.

Placing the institution of traditional leadership at the centre of rural development will be a key objective during this term. This is integral to our

understanding of creating an interactive government that the President referred to in his State of the Nation Address. This institution must play a greater role in fighting poverty, underdevelopment and promoting peace in rural communities.

In summary, the Department as reflected in its new mandate, is positioned to be the custodian of our integrated developmental state through its development facilitation, strategic coordination and interventionist role, as provided for in the applicable legislative frameworks. It is, therefore, within this context that **CoGTA** expects all spheres, sector departments and public entities to act according to established rules and standards on service delivery and good cooperative governance.

Conclusion

In line with the Manifesto of the ruling party, this government has resolved to deepen its base and root itself amongst the poor and working class masses of this country. In doing so, deliberate interventions will be deployed in all spheres of government in order to stay focused on the common national agenda of creating decent jobs, fighting poverty, combating crime and corruption, improving the delivery of health and education to all, and advancing rural development, agrarian reform and food security. **CoGTA** will be a catalyst in ensuring that these initiatives are felt or become a reality in the local communities.



Mr. S Shiceka
Minister for Cooperative Governance and Traditional Affairs

2. STATEMENT BY THE DEPUTY MINISTER

Deputy Minister: Mr Y. Carrim



President Jacob Zuma announced a new configuration of National Departments and new Ministerial appointments on 10 May 2009. In the short time since, our Minister has already decisively shaped the role and priorities of the new Department of Cooperative Governance and Traditional Affairs, as is reflected in this Strategic Plan (2009-2014).

With a new, expanded mandate, our new Department will play a crucial role in building cooperative governance and contributing to the success of Government over the next five years. The Department will also play a major role in rebuilding and consolidating trust amongst communities to actively work together with Government to overcome poverty and ensure quality service delivery.

We recognise that we have to carry out our responsibilities with considerable diligence and care. We want to build partnerships and professional working relations with our fellow national departments, provinces and municipalities to ensure cooperative governance and the necessary support, and, at the same, where appropriate, accountability and compliance. We want to build partnerships with our associated institutions, organs of state and civil society to direct resources effectively into our communities.

We intend to decisively remedy problems that have plagued our governance system. In particular, we will fine-tune the powers and functions across government and introduce policy and legislation that rationalises the system of Government to ensure that it is more efficient, effective, co-operative, cohesive and developmental. We will also monitor the implementation of existing and new legislation much more rigorously.

Building the Institution of Traditional Leadership, especially its developmental role, as part of our governance system, will be a key focus. Traditional Leaders have a fundamental role to play in rural development and we will work closely with the National House of Traditional Leaders to ensure that this role is fulfilled effectively.

We want to cooperate fully with the public, and we trust that this strategic plan will serve as a basis for significant cooperation. We encourage people to engage with this plan and help improve it over time. We want the public to vigorously hold us to account, but also actively participate in the implementation of the plan. Governance is a two-way street: the government must deliver, but the people must also be active in the delivery.

We are not just a Department with a new mandate, but with a new way of doing things. We are going to provide activist leadership. But we also need an activist public. We need, indeed, a mutually reinforcing relationship of activism. And together we can most certainly do more!

A handwritten signature in black ink, appearing to read 'Y. Carrim'.

Mr Y Carrim
Deputy Minister for Cooperative Governance and Traditional Affairs

3. INTRODUCTION BY THE ACTING DIRECTOR-GENERAL

Acting Director-General: Mr E.Africa



As the Department of Cooperative Governance and Traditional Affairs, we have entered into a very exciting term of government with clear national priorities spelt out for the country. These priorities are centrally focused on improving the lives of all our people by working together with and getting support from key partners, stakeholders, organizations and communities. The Department is keen to play its role in executing this mandate.

Expanded Mandate on Cooperative Governance

The new Department's expanded mandate will focus on improving and strengthening coordination across the three spheres of government for faster delivery. Greater emphasis will be placed on working with our

partners, stakeholders and communities outside of government. This is our understanding of cooperative governance.

The metaphor of a choir has been used to describe our system of cooperative governance, where each of us will sing with our distinctive yet complementary voices. Our mantra will be "Many voices, with one Message and Song".

Important Lessons from Past Practice

We have learnt a number of important lessons during the previous terms of government. There have been significant victories and a number of weaknesses that relate to inter-governmental coordination, provincial and local spheres of government, the institution of traditional leadership and our associated institutions.

Some of the specific lessons include the realization that we still need to have more vigilance and have a sustained physical presence in provinces and at the local level. We know that service delivery to the poor remains our greatest challenge. In this regard we will strengthen our support, management and oversight capability of provincial and municipal service delivery. The capacity of Provincial Government needs to be strengthened and their role and responsibilities clarified.

As we approach the 2011 elections, it is our view that local government presently, in 2009, is in a state of distress. Too many South Africans have little confidence in our municipalities. There are poor accountability systems in local government and there are high levels of fraud and corruption. Specific initiatives will be put in place to address this poor state of our municipalities.

The introduction of the Intergovernmental Relations Framework Act in 2005 was a significant achievement and has resulted in demonstrable improvement in cooperative governance. For example all of the institutions of the Act have been established and are operational with varying degrees of effectiveness. A key priority over the next 5 years will therefore be to refine and improve the integrated national regulation, support and oversight of provincial and local government.

Key Priorities for the Current Electoral Term (2009 – 2014)

Based on the lessons of the last 15 years, the electoral mandate of the ruling party and the expanded mandate of the Department, five strategic priorities have been identified for the term 2009 – 2014:

1. Building the Developmental State in Provincial and Local Government that is efficient, effective and responsive;
2. Strengthen Accountability and Clean Government;
3. Accelerating Service Delivery and supporting the vulnerable;
4. Improving the Developmental Capability of the Institution of Traditional Leadership;
5. Fostering Development Partnerships, Social Cohesion and community mobilisation.

This Strategic Plan outlines the primary outcomes, main deliverables, performance indicators and milestones for the next five years.

Style of Work Forward

As a Department we will adopt a new style of work to implement our mandate and this Strategic Plan for the next 5 years. All officials of the Department will adopt an activist, professional, partnership- and outcomes-based approach to work.

The single most important question that will define the style, mind-set and approach to the work of the Department will be to at all times to ask the following,

“How can we best serve the interests of the public and the various communities that make up our society?”

There are a few specific areas, which will receive particular attention going forward:

- a) Improved mechanisms will need to be found to strengthen the accountability and discipline of officials in their daily work, both to each other and to our political principals;

- b) The establishment of project teams across the organisation must become central to a new way of working of officials. This will go a long way in breaking down the silo-approach to work. This project-based approach to work must be directly linked to the performance management system for officials;
- c) Speed, timing and excellence in the quality of daily work must become a key feature in the way in which officials undertake their work. The overall turn-around times of administrative and professional work will require significant improvement. A new sense of urgency must give way to the current lethargy that is found in many instances;
- d) Ways will be sought to ensure that all officials, at some point, interact directly with our communities. Too often the single most important objective of the public service, i.e. of serving our people, becomes an abstract idea that is regarded as the exclusive domain of the political principals;
- e) Giving concrete meaning to cooperative governance must mean that as a Department we take our key partners and stakeholders along with us in our daily work, i.e. both horizontally and vertically across and beyond government. Coordination, consultation and collaboration must define how we work internally and externally as a Department; and
- f) Finally, the Department will ensure that its most valuable resource, i.e. its staff, is highly valued and supported. Training, personal development, career-pathing, talent management, coaching, mentoring and Employment Assistance Programmes are some of the specific interventions that will need to be enhanced.

Partnerships and Resources

We are under no illusion that we will be able to deliver on our strategic priorities by ourselves. Strengthening our associated institutions: South African Local Government Association (SALGA), the Municipal Demarcation Board, the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities (CRL); the National House of Traditional Leadership; and the South African Cities Network and fostering meaningful partnerships across all spheres of government; with civil society and with organized labour and business are essential to the success of our mission.

Over the next three years the financial resources of the Department will increase steadily from R35,6 billion (2009/10), to R42,5 billion (2010/11) and to R47,7bn in 2011/12. We intend to utilize these financial resources prudently and effectively, and in full compliance with all the reporting, auditing and public financial management requirements.

Vision 2014

Over the current term of government, the Department will work hard towards realising a number of important goals. These include:

- A single election for national, provincial and local government (manifesto, budgets, financial years, single public service, 5yr medium term planning & human resources);
- Halving poverty and unemployment;
- Empowered and capacitated organs of people's power (Street, Block / Section, Village & Ward Committees);
- Trained and competent councillors, traditional leaders, officials, Ward Committee members, CDWs and community activists;
- All provinces and municipalities should have clean audits;
- Clean cities, through the management of waste in such a way that it creates employment and wealth;
- Infrastructure backlogs should be reduced significantly;
- Service delivery protests are eliminated; and
- Municipal debt is reduced by half.

We invite all South Africans to join us on this important journey towards a better life for all our people.

Conclusion

As a Department team we will work enthusiastically and to the best of our ability with the political leadership of this portfolio, under the leadership of Minister Sicelo Shiceka and Deputy Minister Yunus Carrim over the next five years in facilitating a better life for all South Africans.

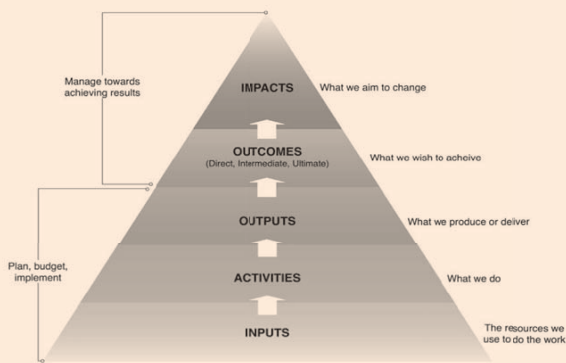
We thank you.



Mr E Africa

Acting Director-General

4. Terminology used In this strategic plan



Logic Model

The Logic Model above illustrates the logical sequence of how planning inputs, activities and outputs may deliver the identified outcomes and impacts.

The input-activity-output-outcome model in government is very relevant. For example, resources (human and financial (inputs), must be able to produce strong infrastructure (output) so that there is change, which could be low levels of accidents on the road (outcome).

Inputs

These are all the resources that contribute to the production and delivery of outputs. Inputs are what we use to do our work; they include finance, personnel and buildings.

Activities

The processes or actions that use a range of inputs to produce the desired outputs and ultimate outcomes; activities describe, "What we do".

Outputs

The final product, or goods and services produced for delivery. Outputs may be defined as "what we produce or deliver".

Outcomes

This is what we are going to deliver as specified in our contract. It is an executive accountability and describes the result of our activities, programmes and projects. It may be defined as "what we wish to achieve".

Impacts

The results of achieving specific outcomes.

Indicators

This is a measurement tool used to ensure that we are achieving the desired outcome and relates to effectiveness, efficiency and economy.

Outcome indicators

Indicators that show to what extent the projects have achieved their planned outcomes.

Output indicators

Indicators that show the specific outputs that have been delivered as a result of the activities.

Impact indicators

Indicators that show to what extent the project have contributed towards the achievement of its goals.

Mandate

The accountability and responsibility allocated to **CoGTA** by Government, in terms of the Constitution of the Republic of South Africa, 1996, is to co-ordinate and support policy development, policy implementation and provide support to service delivery within and between the spheres and tiers of government.

Measurable Objectives

Measurable objectives are defined as quantifiable results that can be achieved within a foreseeable period.

Milestone

A milestone is the target or level of performance that **CoGTA** expects to meet or exceed during a given period or at the end of that period. It relates to the outcome and is defined in annual terms.

Mission

The mission statement identifies who we are, what we do and identifies the critical stakeholders who are the recipients of the services we deliver, based on the major strategic objectives and strategies identified by the department

Project

A project is the implementation of our strategy, in a certain scheduled timeframe, with certain identified resources managed in the following phases: initiation, planning, execution, control (M&E) and closure.

Strategic Priority

The term "strategic priority" refers to our organisation's articulated aims to address major change or improvement and social issues. Broadly stated, they are what our organisation must achieve to implement our mandate and ensure the organisation's long-term sustainability. The strategic priorities set out the organisation's longer-term direction and guide its resource allocations and redistributions.

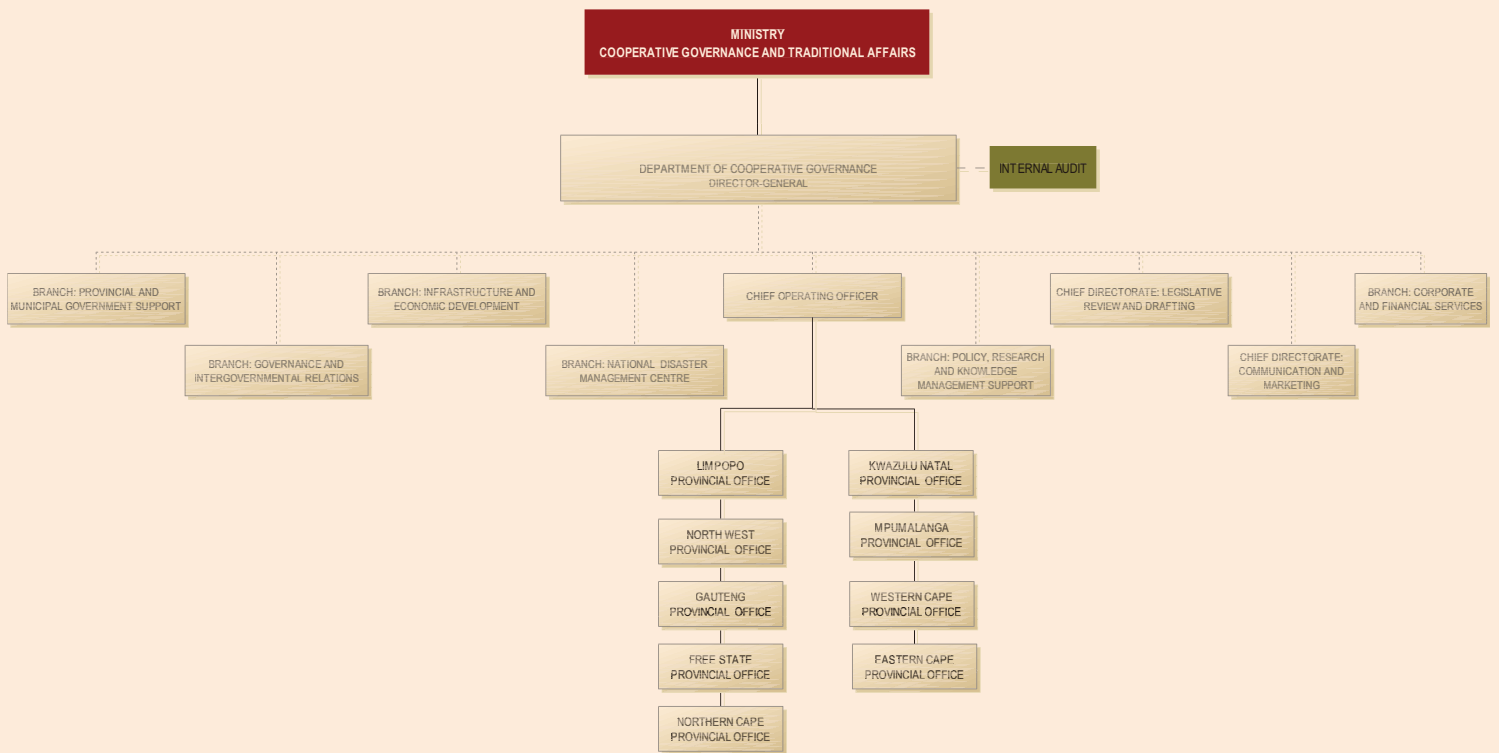
Strategy

Strategies relate to how our strategic priorities and identified outcomes and deliverables will be achieved in the dynamic current context and external macro-environment with available resources. The strategies must be tested against achievement of the outcomes.

Vision

A vision is a picture of ultimate success. This is what **CoGTA** aspires to achieve in the future as it successfully implements its strategies and concretises government strategy. Our vision articulates the "ideal" state that we aim to achieve.

5. Organisational Structure of Cooperative Governance and Traditional Affairs



6. Our mandate

CoGTA is the new Ministry for Cooperative Governance and Traditional Affairs. President Jacob Zuma had announced the establishment of **CoGTA** on 10 May 2009. **CoGTA** was established to shift away from the narrower mandate of the former Department of Provincial and Local Government and to respond decisively to the enforcement and coordination weaknesses and failures observed in Government over the past 15 years.

The main problems that have demanded a shift in focus are:

- a) There was no single authority in Government that was driving and enforcing co-operation between all the three spheres.
- b) Intergovernmental Relations and coordination within Government was voluntary and weak.
- c) The joint impact on and response of Government to communities was limited and the use of resources was inefficient.
- d) The relationship and cooperation between Government and Society at national, provincial and local level was weak or non-existent at times.
- e) The regulation, support and oversight of Provinces were non-existent.
- f) The support to Local Government was not sufficiently hands-on and well coordinated.
- g) The developmental role of traditional leaders was very weak and the relationship was poor.
- h) Monitoring, evaluation and enforcement of compliance by municipalities was extremely weak.

Our mandate therefore is to make Government work better. It is also to get the spheres of government to work far more effectively together with communities and key stakeholders at the local level. Essentially, our mandate is to improve coordination across the three spheres of Government and to make sure that provinces and municipalities carry out their service delivery and development functions effectively.

Working together and better with the people of this country and other institutions of government, **CoGTA** will contribute to Government achieving its promises and priorities for the next five years, which relate to:

- i. Creating Decent Jobs,
- ii. Fighting Crime,
- iii. Rural Development,
- iv. Health,
- v. Education.

CoGTA has with its new, expanded mandate greater authority than before. The Department intends to fulfil this mandate decisively and effectively.

This mandate places **CoGTA** at the very centre of Government as a key partner to the National Planning Commission and the Monitoring and Evaluation unit in the Presidency. We are the "Cog in the Wheel of Government" ensuring that the various parts of Government function with acceleration towards a common purpose.

We will continue to support and ensure alignment between Provincial Growth and Development Strategies (PGDSs) and Integrated Development Plans (IDPs). We will also ensure that development planning, funding, implementation, monitoring and knowledge management are well-related and carried out smoothly across Government in consultation and partnership with Civil Society.

7. Vision statement

An integrated, responsive and highly effective governance system working with communities to achieve sustainable development and improved service delivery.

8. Mission statement

Our mission is to facilitate cooperative governance and support all spheres of government, the institution of traditional leadership and associated institutions through:

- Development and implementation of appropriate policies and regulatory mechanisms to promote integration of government development programmes.
- Achievement of social cohesion through the creation of enabling mechanisms for communities to participate in governance; and
- Monitoring and evaluation of cooperation amongst government stakeholders to achieve improved service delivery.

9. Our values

We have adopted the following core set of values that will inform our conduct and approach:

1. Professionalism in the conduct of all employees;
2. Activist approach;
3. Goal orientation in fulfilling our commitments;
4. Community participation in service delivery; and
5. Excellence in service delivery and development.

10. Our stakeholders

Primary Strategic Stakeholders

- Presidency
- National Planning Commission
- Monitoring & Evaluation
- National Treasury
- Department of Public Service and Administration
- Institution of Traditional Leadership
- Provincial sphere of Government
- Local sphere of Government (Municipalities)
- Municipal Demarcation Board
- Commission for the promotion and protection of the Cultural, Religious and Linguistic Communities
- South African Local Government Association
- National House of Traditional Leaders
- Commission on Traditional Leadership and Claims
- South African Cities Network

Partners

- National Sector Departments
- Professional bodies
- Provincial Academies
- Development Bank of South Africa
- Public Service Commission
- Public Administration Leadership and Management Academy
- Sector Education and Authorities
- Public Entities
- Communities

- Non-Governmental Organisations
- Religious Communities
- Organised Labour
- Organised Business
- Academic Institutions
- Office of the Auditor-General
- Progressive Women's Movement
- National Development Agency
- Department of Women, Youth, Children and People with Disabilities

11. Legislation informing and affecting the mandate of the department

When the Constitution of the country was adopted in 1996, it was agreed that it would reflect a national character and that it would pronounce on a broader vision for a just and democratic state. Consequently, South Africa is described as a sovereign democratic state founded on the values of human dignity, equality, human rights and freedom, non-racialism and non-sexism, universal adult suffrage. The same Constitution established the national, provincial and local spheres of Government. In particular, the establishment of provincial government involved demarcating the country into nine provincial governments, with legislative, executive and administrative powers including assigning powers in accordance with a Constitutional framework.

CoGTA's mandate is derived from **Chapters 3, 5, 6, 7, 9 and 12** of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996).

Chapter 3 section 41 subsection (1) of the constitution provides for the principles of co-operative government and intergovernmental relations where all spheres of government and all organs of state within each sphere must:

- a. Provide effective, transparent, accountable and coherent government for the Republic as a whole,
- b. Not assume any power or function except those conferred on them in terms of the Constitution,
- c. 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.

This **section 41 subsection (2)** (d) and (e) gives National Government responsible for the affairs of Local Government the mandate to develop legislation that must:

- a. Establish or provide for structures and institutions to promote and facilitate intergovernmental relations; and
- b. Provide for appropriate mechanisms and procedures to facilitate settlement of intergovernmental disputes.

The Constitution through **Chapter 5 section 100 subsection (1) and (2)** mandates national government to intervene in provincial administration of any province:

- a. When a province cannot or does not fulfil an executive obligation in terms of the Constitution or legislation, national government may intervene by taking any appropriate steps to ensure fulfilment of that obligation, including –
- b. Issuing a directive to the provincial executive, describing the extent of the failure to fulfil its obligations and stating any steps required to meet its obligations; and
- c. Assuming responsibility for the relevant obligation in that province to the extent necessary to:
 - i. Maintain essential national standards or meet established minimum standards for the rendering of a service;
 - ii. Maintain economic unity;
 - iii. Maintain national security; or
- d. Prevent that province from taking unreasonable action that is prejudicial to the interests of another province or to the country as a whole.

In Chapter 6 Section 125 subsection (3) national government, by legislative and other measures, must assist provinces to develop the administrative capacity required for the effective exercise of their powers and performance of their functions as it relates to policy development and implementation,

the administration of the province and any other function assigned to the provincial executive in terms of the Constitution or an Act of Parliament.

Chapter 6 Section 139 provides for national government to approve or disapprove interventions by Provincial executive when a municipality cannot or does not fulfil an executive obligation in terms of the Constitution or legislation.

Chapter 7, section 151 subsection (4) on the status of municipalities stipulates that National legislation can provide for municipalities to exercise their right to govern, on its own initiative, the local government affairs of its community, subject to national and, as provided for in the Constitution.

Chapter 7, section 154 subsections (1) and (2) on Municipalities in co-operative government requires that,

1. The national government and provincial governments, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.

Through Chapter 7, section 155 subsection (3) of the Constitution, national government is responsible for the establishment of municipalities by developing appropriate legislation that:

1. Defines the different types of municipality that may be established within each category;
2. Outlines criteria for determining these categories (category A, B, and C municipalities);
3. Establishes criteria and procedures for the determination of municipal boundaries by an independent authority; and

4. Subject to section 229, make provision for an appropriate division of powers and functions between municipalities when an area has municipalities of both category B and category C. take into account the need to provide municipal services in an equitable and sustainable manner;
5. The national government, subject to section 44, and the provincial governments have the legislative and executive authority to see to the effective performance by municipalities of their functions in respect of matters listed in Schedule 4 (functional areas of concurrent national and Provincial legislation competence) and Schedule 5 (functional areas of exclusive provincial competencies, by regulating the exercise by municipalities of their executive authority).

Chapter 7, section 163 on organised local government mandates National Government to enact an act of parliament which:

- a. Provide for the recognition of national and provincial organisations representing municipalities; and
- b. Determine procedures by which local government may -
 - i. Consult with the national or a provincial government;
 - ii. Designate representatives to participate in the National Council of Provinces; and

Chapter 9 section 185 provides for the establishment of the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities as a State institution supporting constitutional democracy.

Chapter 12 section 211 of the constitution makes provisions for the recognition of the institution, status and role of traditional leadership, according to customary law.

1. A traditional authority that observes a system of customary law may function subject to any applicable legislation and customs, which

includes amendments to, or repeal of, that legislation or those customs.

2. The courts must apply customary law when that law is applicable, subject to the Constitution and any legislation that specifically deals with customary law.

Chapter 12 section 212 on the Role of traditional leaders stipulates that

1. National legislation may provide for a role for traditional leadership as an institution at local level on matters affecting local communities.
2. To deal with matters relating to traditional leadership, the role of traditional leaders, customary law and the customs of communities observing a system of customary law
 - a. National or provincial legislation may provide for the establishment of houses of traditional leaders; and
 - b. National legislation may establish a council of traditional leaders.

The department has repositioned itself to be able to attend to and exercise all the above provisions as mandated by the Constitution.

Regulation of Provincial and Local Government

A single form of public service was established for the National and Provincial Government whilst Local Government adopted slightly different form of governance arrangements in compliance with the Structures Act of 1998. Specifically, local government has been regulated in detail in that there is legislation on the structures of local government, the system of local government, disaster management, municipal finances, property rates and intergovernmental relations. The provincial sphere of government on the other hand, has not been thoroughly regulated or as regulated as it should be. There are many aspects of the Constitution that require that legislation be developed to regulate the performance of executive obligations of the Provinces. The Legislative authority of Provinces vests with the provincial legislatures whilst that of municipalities vests with the municipal councils. The

Provincial legislature mainly performs three categories of functions: passing of laws representing provincial interests, formally electing the provincial executive and performs oversight functions/responsibilities. The local sphere of government is characterised by the existence of categories A, B and C municipalities. The Constitution requires that National legislation provide for different types of municipalities to be established. This legislation does exist. The following legislation is administered by or impacts on the responsibilities of the Department:

Legislation Administered by the Department:

1. Disaster Management Act, 67 of 1995;
2. Intergovernmental Relations Framework Act, 13 of 2005;
3. Local Government: Municipal Demarcation Act, 20 of 1998;
4. Local Government: Municipal Systems Act, 32 of 2000;
5. Local Government: Municipal Structures Act, 117 of 1998;
6. Organised Local Government Act, 52 of 1997;
7. Fire Brigade Services Act, 99 of 1987;
8. Local Government: Municipal Property Rates Act, 6 of 2004;
9. National House of Traditional Leaders Act, 10 of 1997;
10. Traditional Leadership and Governance Framework Act, 41 of 2003;
11. Remuneration of Public Office Bearers Act, 20 of 1998;
12. The Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities Act, 19 of 2002;
13. Local Government: Cross-boundary Municipalities Act, 29 of 2000; and
14. The Pension Benefits for Councillors of Local Authorities Act, 105 of 1987.

Legislation Impacting on Responsibilities of Department:

1. Constitution of The Republic Of South Africa, 1996;
2. Division of Revenue Act, 7 of 2003;
3. Municipal Finance Management Act, 56 of 2003;
4. Municipal Fiscal Powers and functions Act, 12 of 2007;
5. Public Service Act, 103 of 1994; and
6. Public Finance Management Act, 56 of 2003.

12. Strategic context

On 3rd June 2009 the new President of the Republic of South Africa delivered the State of the Nation Address (SONA) to the joint sitting of Parliament. He emphasised the urgency to implement with speed and determination the ten priorities of the Medium Term Strategic Framework 2009-14 (MTSF), the detail of which later was released by the Minister for Planning on 15th July 2009. As for all national departments, these MTSF priorities involve work that **CoGTA** needs to take forward. The priorities are the following:

1. Speeding up growth and transforming the economy to create decent work and sustainable livelihoods;
2. Massive programme to build economic and social infrastructure;
3. Comprehensive rural development strategy linked to land and agrarian reform and food security;
4. Strengthen the skills and human resource base;
5. Improve the health profile of all South Africans;
6. Intensify the fight against crime and corruption;
7. Build cohesive, caring and sustainable communities;
8. Pursuing African advancement and enhanced international cooperation;
9. Sustainable Resource Management and use;
10. Building a developmental state including improvement of public services and strengthening democratic institutions.

The SONA had emphasised capacity building and skills development; improving the effectiveness of interventions directed at the Second Economy and poverty eradication; and further strengthening the processes of government to ensure that it has the capacity to respond to developmental imperatives. Within this overarching framework, there are specific areas of focus that are prominent in the 5-year Local Government Strategic Agenda Implementation Plan and the Government Programme of Action (GPoA) which require attention and action from all stakeholders. These areas of focus include:

- The development and implementation of implementable integrated development plans informed by master sector plans and inclusive of spatial development frameworks;
- Infrastructure and local economic development (LED) strategies;
- Speeding up municipal infrastructure programmes to meet targets for water, sanitation and electricity;
- Developing the anti-corruption capacity and focus of municipalities;
- Enhancing public participation through ward committees, community development workers and partnerships (public and private);
- Institutionalising performance management and strengthening the monitoring, reporting and evaluation capacity of municipalities in respect of local government service delivery;
- Intensifying support to provinces with a specific focus on the Premiers' Offices and Provincial Departments of Local Government; and
- To provide capacity building and technical support to municipalities.

The Fifteen Year Review (2008) had highlighted a number of findings on governance. Firstly, good progress had been made in consolidating the democratic institutions and an administration committed to good governance. Secondly, areas for attention include public participation, access to information, accountability and trust. Thirdly, that state capacity challenges relate mainly to skills, systems and institutional arrangements.

Fourthly, that planning capacity needs further developing. Lastly, that the anti-corruption fight is limited by implementation capacity.

A range of external developments in the global and domestic environments as well as a set of specific internal challenges also inform the strategic context of the department's strategic plan. In terms of the external challenges, globally, the international economic meltdown and plummeting financial markets in developing economies such as South Africa as well as climate changes were noted as factors that we should take cognisance of and cater for in our planning.

Domestically, factors such as unemployment, population growth and a rapid increase in the number of households equate in sustainable high demand for basic services and social assistance. From 1996 to 2007, according to

Statistics SA Surveys, the country's population grew by 20% and the number of households grew at almost double the rate, by 39%. The scale of new housing and infrastructure has thus greatly increased beyond the point of what would have sufficed to address the neglect of apartheid and population growth (Fifteen Year Review: 2008). Food security as well as social security in the current economic downturn has warranted an intensified contribution to anti-poverty initiatives. Furthermore, the lack of skills in certain fields together with vacancies in technical, professional, management and leadership positions pose a challenge to the department's capacity building work.

Under these environmental conditions and given municipal financial difficulties, both Provinces and the Local Government sector will be under even greater pressure to improve accountability and performance. Cost cutting and effective revenue generation and collection ought to be at the forefront of leadership and management of these institutions. Turnaround and innovation will have to be applied in achieving greater coverage and quality of services with limited resources. **CoGTA** will need to play a critical support and monitoring role in this regard to ensure that there is optimal planning, budgeting and implementation in these institutions that maintains and increases the roll-out of services especially to the poor whilst ensuring proper financial management and sustainability.

A definite escalation in the number of disasters recently demands a relook at the disaster management system with specific focus on the disaster risk reduction, funding, and disaster response and recovery efforts. Internally, organisational alignment of strategy, capability and capacity, inter alia, through aligning and optimising structure has been a necessity. Ensuring appropriate staffing levels, effective human resources development and improving management systems were identified as internal challenges requiring attention to optimise the performance of the organisation. This strategic plan responds to these external and internal challenges facing the organisation with the implementation of defined strategic priorities.

13. Progress in respect of key focus areas of the strategic plan (2007-12) up to date

We are pleased to report some important areas of progress regarding CoGTA's mandate in line with the key focus areas in our strategic plan: 2007-12 which had been in place until now. The selected number of focus areas had served to concentrate and leverage resources in order to accelerate and sharpen programmes of policy development, coordination and support across all the mandated areas of the department. These Key Focus Areas are:

- Policy;
- Traditional leadership;
- Provincial government;
- Service delivery and development targets;
- Capacity building and hands-on support;
- Public participation;
- Stakeholder mobilization;
- Monitoring and evaluation;
- Knowledge management and innovation; and
- Organisational capability and performance.

(i) Policy

The policy review of the system of provincial and local government is arguably one of the most significant reviews that we have undertaken.

Many lessons have been learnt during the last fifteen years of practice with respect to the functionality of the system of provincial and local government, beginning from the establishment of the provincial system of government in 1994-1996, to the advent of a democratic system of local governance in 2000. These lessons have demonstrated the complexity of the cooperative governance system and its impact on the ability of the three spheres to achieve their developmental mandate.

This policy review process presented a series of options for improving and reforming the governance and operations of the intergovernmental system. The clusters of issues that are considered include clarifying the

role of provincial government and the need to deepen local democracy, accountability and participation. Ultimately, the intention is to propose practical and specific ways to make the system of government more efficient, functional, accountable, responsive, equitable and able to provide a better quality of service to all South Africans.

The policy review on provincial and local government was consolidated and presented to Cabinet in July 2008. Presentations on the Policy Review were also made to the Extended PCC, Portfolio Committee, The final draft of the policy review was submitted for noting to the January 2009 Cabinet Lekgotla. In the financial year 2009/10, the focus will be on completing the policy review process subject to guidance by Cabinet in this regard. We will also focus on further refinements and regulations to existing legislation that will facilitate clarity and improvement in implementation during the short-term whilst more medium and long-term adjustments are made through the policy review process.

(ii) Traditional Leadership and Khoi-San Leadership

Strengthening the institutions of traditional leadership and Khoi-San Leadership and the capacity building of these institutions has been a key element in our efforts over the years to improve the South African governance system and the quality of life for traditional communities as well as Khoi-San communities. During the 2007/8 financial year, we finalised a government wide national programme of support to the Institution of Traditional Leadership and Khoi-San Leadership. Recently, the last provincial Council for Traditional Leaders in the Northern Cape has been established.

In March 2008, Cabinet approved, in principle, that a new National Department of Traditional Affairs be established. The Ministry for Public Service and Administration was requested to initiate the legal process to establish the said Department. Following the intensive preparatory work between August 2008 and December 2008, The Minister for Provincial and Local Government approved the strategic plan 2009-2012 and the proposed organizational structure and post establishment for the new department.

The establishment of the new Department is thus the culmination of 15 Years of policy and legislative efforts aimed at defining the place and role of the institution of traditional leadership and the Khoi-San leadership in South Africa's Constitutional democracy. To this end, it is no accident that the vision of the new Department is "To build a coherent and cohesive institution of Traditional Leadership and Khoi-San leadership that play a central role in rural development".

Furthermore, the two bills on the National House of Traditional Leaders and the Traditional Leadership Governance Framework Amendment Act were submitted to Parliament. This new legislation is aimed at strengthening the role of Traditional Leaders and the Khoi-San leaders and their respective communities as well as providing for support, recognition, and new roles and responsibilities. Provincial hearings were led by the National Council of Provinces on the two bills to ensure that stakeholders are fully consulted. The two bills were referred by Parliament back to the Department for further amendments to be incorporated.

(iii) Provincial Government

Our focus on the role of provincial government has led us to coordinate support programmes and discussions through intergovernmental structures such as the President's Coordinating Council. In the past year, coordination and support to this sphere included the following:

- The strengthening of the crafting and implementation of Integrated Development Plans (IDPs) and Provincial Growth and Development Strategies (PGDSs) and their alignment to each other, using the principles of the National Spatial Development Perspective (NSDP).
- The continuous involvement of provincial and municipal disaster centres in implementing the Disaster Management Act, 2002 and the National Disaster Management Framework (NDMF).
- The assessment of strategic and coordination capacity in Premiers Offices and provincial Local Government departments.
- Support to provinces in the organisation and implementation of key participatory events including Presidential Izimbizo.

- The undertaking of an assessment of the capacity of Provincial Departments of Local Government and Departments (Offices) of the Premier as key players in the coordination of government programmes and facilitation of their implementation in the local sphere.
- The initiation of a pilot provincial coordinating unit within **CoGTA** to enable the department to gather first-hand information on the functioning of municipalities and province-specific challenges.
- The initiation of the compilation of all capacity building interventions/support per province targeted at provincial and local spheres to enable the department to get an analytical overview of the status of such interventions.

(iv) Service Delivery and Development Targets

Since the advent of the new Local Government system in 2000, **CoGTA** has paid particular attention to supporting municipalities with their core mandate of providing basic services to communities. A central part of this support has been assistance with the provision of infrastructure especially in previously neglected areas to increase access to basic services by poor households.

Municipalities have used a combination of their own resources, the equitable share and conditional grants such as the Municipal Infrastructure grant (MIG) to extend the provision of basic household infrastructure. There has been a progressive increase in fiscal flows to local government since 2000. For instance, more recently the MIG allocation rose from R4, 48 billion in 2004/5 to R8.6 billion in 2008/9. This has enabled increased household access to basic services in general and free basic services for indigent households in particular. However, some municipalities are still struggling to spend their MIG allocation. As a result a balance of R1, 211 billion was not spent in the 2008-09 financial year.

The combination of own resources and national government support through **CoGTA** and relevant line departments has enabled municipalities to record significant progress with basic service delivery as confirmed by the Community Survey (October, 2007) results that were published by Statistics South Africa. For instance, 80% of households had access to electricity in 2007, compared with 69,7% in 2001. Similarly, 88,6% of households had

access to piped water in 2007 compared with 84,5% in 2001. With respect to sanitation, 60,4% of households had access to flush toilets compared with 51,9% in 2001. The percentage increases in household access to basic services are significant when considering that the population of the country grew by 8,2% between 2001 and 2007.

A major recent achievement has been the eradication of the bucket sanitation system in formal established areas. About 243,124 (96.4%) of the 252,254 buckets identified in 2005 have been removed to date. This has been achieved through a coordinated approach led by **CoGTA**. The bucket eradication programme has brought dignity to over one million people.

In line with the second strategic priority of the MTSF to build social and economic infrastructure and the key focus to ensure universal access to basic services by 2014 (by not only expanding infrastructure, but also through modifying and repairing aging inappropriate infrastructure) **CoGTA** has a strategic drive in coordinating and supporting the development of Comprehensive Infrastructure Plans (CIPs) by municipalities. CIPs are being initiated and supported to enable metropolitan and district municipalities in all provinces to provide a business case for the provision of adequate and affordable infrastructure. CIPs, as components of the IDPs, will continue to receive particular attention in order to ensure that these funding streams, in combination with municipal own revenue, are effectively optimised. A National Strategic Framework for Comprehensive Municipal Infrastructure Management in South Africa, a CIP compilation guide and template have been developed and communicated to all provinces and municipalities through induction workshops, training sessions and even one-on-one support to municipalities by **CoGTA**. As at the end of March 2009, of the 52 districts and metro spaces, 29 CIPs had been developed in collaboration with municipalities.

We have also continued to give priority to development through public sector investment in the 21 urban and rural nodes. Following the development of individual economic profiles for each node, a number of strategic Local Economic Development (LED) projects in Inanda, Ntuzuma and Kwamashu (INK), Ethekwini, City of Johannesburg and City of Cape Town attracted investment from the Neighbourhood Development Partnership Grant (NDPG) and budgets in the IDPs to be a catalyst for economic growth and expansion.

Whereas all municipalities are currently ranked as having 100% IDP adoption rates, the strength of the plans remains questionable. In the past year, the ISRDP/URP targeted two aspects of the IDP, namely Spatial Development Frameworks and Local Economic Development. The analysis revealed that the content of the intentions demand greater detail particularly in the rural municipalities.

The ISRDP/URP was conceptualized to conduct a sustained campaign against rural and urban poverty and exclusion. The intention being to demonstrate that cooperation between government entities can bring more added value in (i) responding to the multifaceted and complex challenges posed by an increasing levels of poverty, but also in (ii) leveraging on the economic opportunities that reside in these nodes.

To date, there is evidence to suggest that the Government has improved access to basic services in the nodes and that 'crowding in' of government investment does have merit in poverty reduction, but decisive integration and coordination mechanisms within the three spheres of government remains a challenge. Economic potentials were always found to be largely untapped and in many instances would require strategic public infrastructure investment.

Since 2001, there has been an increase in the number of sector departments that are able to indicate financial allocations provided to the nodes. However, evidence of the implementation of these allocations is required. Notable allocations in the recent past have been made to the urban nodes where the Neighbourhood Development Partnership Grant allocated R1, 622,090,000. The activities of the URP programme would need to be aligned closely to development planning within **CoGTA** and Human Settlements department with respect to Townships and informal settlements in the country.

CoGTA has secured a funding envelope of R300,000,000 for the Rural ISRDP nodes during Round 4 of the NDPG (in addition to awards applied for by Local Municipalities in the nodes). The establishment of a new Ministry of Rural Development and Land Reform implies that the ISRDP function will migrate to the new departments. The lesson learnt from ISRDP would thus be mainstreamed to other areas beyond the current Nodes. The European Commission (EC) has committed 30 million (14.25 million each) Euro to

support the two Eastern Cape urban nodes (Mdantsane and Motherwell) towards improvements in planning, management and co-ordination.

The Business Trust has approved a further R34 million over the next 2 years towards the functioning of small and emerging businesses in identified sectors, available to all nodes.

(v) Capacity Building and Hands-on-support

The 'Project Consolidate' initiative has enabled the three spheres of government to gain a better understanding of the challenges that face local government. As a result, this department has been able to mobilize higher levels of hands-on support to municipalities. This approach has been mainstreamed throughout government through the adoption of the Local Government Strategic Agenda for the current term of local government (2006-2011). An increased number of municipalities have received technical support through the deployment of experts. As at December 2008, about 1283 technical experts had been deployed to 268 municipalities (including the 139 Project Consolidate municipalities). These have been in the areas of Engineering (Civil), Finance (Billing Systems), Town and Regional Planning (IDPs), Project Management and Human Resources Development. The deployees have had an impact on the overall municipal expenditure. Municipalities were able to spend over R7bn in the 2007/08 financial year compared to R5.2bn the previous financial year. Other successes in capacity building include the following:

- The finalisation of the National Capacity Building Framework and the orientation of relevant components in a number of provinces.
- The revival and operationalisation of Provincial Capacity Building Coordinating Forums in provinces.
- Significant progress with the Skills Audit Project whose outcomes will contribute to addressing capacity challenges in municipalities.
- The piloting of the Municipal Leadership Development Programme (MLDP) in selected municipalities.
- The establishment of a web-based Programmes Database and Training Calendar in order to enhance the coordination of capacity building initiatives.

During 2008, the number of municipalities with functional Performance Management Systems (PMS) increased to 172, and this department will intensify support to assist the remaining municipalities with the development and adoption of organisational PMS Frameworks. This will be achieved through a selection of four district municipalities where their current PMS frameworks will be reviewed and technical support provided to ensure functionality.

a) Municipal Transformation and Institutional Development

With targeted support on integrated development planning, all (100%) municipalities adopted their IDP's within acceptable time frames for 2008/09 as they have in 2007/08. This is juxtaposed against a 98% adoption rate in 2005/6 and a 94% in 06/07 financial years. The IDP credibility rate had marginally improved from 79% to 79,5% by 31 March 2009. In support of development planning, ten departments have completed some form of support plans, to varying degrees. The 2009/10 financial year will see further development and implementation of sector-coordinated support and the finalisation of these plans.

In addition to this, **CoGTA** has introduced initiatives to enhance performance management systems within municipalities. Following the publication of the Performance Management Regulations in 2006, the vacancy rates at management level are starting to decrease. For example, the vacancy rate of municipal managers has decreased from 22% as at the end of September 2007 to 12% by 31 March 2008. Furthermore, a dramatic increase in the representation of women in municipal councils across the country was observed between 2004 and 2006. For example, while only 54 (19%) of mayors were women in 2004, this figure more than doubled to 113 (40%) in 2006. The improvement in the representation of women in municipal councils lays a solid foundation for improvements in the representation of women and people with disabilities in administrative decision-making positions in provincial and local government going forward.

b) Financial Management and Viability

The relationship between financial management and financial viability remains a challenging factor in the support programmes to municipalities. The focus in the next financial year will be on maintaining a balance between financial management and viability. The focus on financial viability will be on revenue enhancement including debt management.

The support and monitoring focus for the financial year 2007/08 was on Annual Financial Statements (AFSs), Internal Audit Committees and CFO turnover rate. Though in 2006/07 financial year the number of municipalities submitting AFSs on time increased to 81% (230 municipalities), 17 municipalities withdrew their AFSs resulting into 75% (213 municipalities) adjusted submission rate. In the 2007/08 financial year, the submission rate increased to 77% (217 municipalities) signifying a modest increase of 2%. In the 2007/08 there were no withdrawals of AFS by municipalities, which indicates an improving trend in the quality of Annual Financial Statements. During the 2008/09 financial year (217) 77% AFS were submitted on time by 31 August 2008 and there were no withdrawals. The vacancy rate of Chief Financial Officers (CFOs) marginally decreased from 17% in the 2006/07 financial years to 15% in the 2007/08 financial years, signifying a 2% improvement in the filling of vacant positions. During the 2008/09 financial year the vacancy rate increased positively to 18%.

The establishment of Municipal Audit Committees also improved significantly in the 2007/08 financial years to 84% compared to the 74% in the 2006/07 financial years, signifying a 10% increase in the establishment rate. The establishment of Internal Audit Committees has decreased marginally improved in the 2007/08 financial year to 73% compared to the 85% establishment rate in 2006/07. The establishment of Internal Audit Committees in the 2008/09 financial year improved to 89% of municipalities having Audit Committees. **CoGTA** will be working with provinces, municipalities, National Treasury and the Office of the Auditor-General to address the remaining challenges.

c) Local Economic Development (LED)

At a national level, the publication of the LED Framework in 2006 was an important development. Provinces are playing a key role in supporting municipalities with the implementation of LED strategies and resolutions of Growth and Development Summits (GDS) that were held in all Metros and Districts. Other important partners in supporting provinces and municipalities in LED are the DTI, IDC, Local Economic Development Agencies, the European Union (EU) and the German Agency for Technical Co-operation (GTZ). The partnerships that are emerging between the Department of Agriculture (DoA), Department of environmental affairs and Tourism (DEAT), Department of Science and Technology (DST), Department of Transport (DoT), Department of Land affairs (DLA), amongst others, through the National Development Planning Implementation and the LED Working group are beginning to form a foundation for all role-players to define their roles and work in a coordinated and collaborated manner.

d) Disaster Management

The preparations for the 2010 FIFA World Cup™ are at an advanced stage. A 2010 National Disaster Management Steering Committee has been established and it has adopted a 2010 Disaster Management Policy document in 2007/08. Host cities have been assisted to develop their Disaster Management contingency plans in line with the 2010 Disaster Management Master Plan. To date, disaster management centres have been established in 7 of the 9 Provinces and in 5 out of the 9 host cities and disaster management host city contingency plans are in place in 5 of the host cities.

CoGTA aims to support the remaining host cities to establish these centres. In general, the National Disaster Management Centre (NDMC) will promote and strengthen an integrated and co-ordinated system of disaster management, with special emphasis on prevention and mitigation, by national, provincial and municipal organs of state, statutory functionaries, other role-players involved in disaster management, and communities. It will further strengthen the preparedness for effective response to disasters by increasing the country's capacity to put in place various early warning systems and to monitor and reduce possible damage caused, by ensuring that disaster

management mechanisms are documented and implemented in respect of funding, disaster reduction, mitigation and emergency response activities. Discussions with National Treasury have commenced to investigate a mechanism to ensure that funding to affected areas is fast-tracked after a disaster has occurred.

e) Youth, people with disabilities, HIV and AIDS, and gender

CoGTA is responsible for supporting the implementation of national equity-related programmes in local government, including programmes on women, youth, people with disabilities and HIV and AIDS. In this regard, guidelines and frameworks have been developed to support municipalities in their efforts to mainstream Youth Development, Gender, Disability, and HIV and AIDS into their policies, programmes and budgets. The department has also placed emphasis on skills development for municipal infrastructure and local economic development that also benefit often marginalised groups in our society. Furthermore, an increased number of interventions were implemented as a part of the 16 Days of Activism Campaign for the Elimination of Violence against Women and Children last year with the involvement of men as partners in fighting this scourge.

(vi) Public Participation

The thrust of **CoGTA's** support effort in respect of public participation has focused on improving the involvement of communities in local decision-making, and in the implementation of development programmes. Some municipalities have managed to institutionalise public participation and communication systems in their daily operations.

Working together with the Department of Public Service and Administration (DPSA), **CoGTA** have supported the implementation of the Community Development Worker (CDW) programme and the CDW master plan. The CDWs continue to play a critical role in working with indigent households and in supporting government in the fight against poverty.

Support to municipalities in developing anti-corruption strategies and/or Fraud Prevention plans were intensified with a total of 187 municipalities being

supported in 2008/9. During the same period, a total of 200 senior officials and councillors in five provinces have been trained on Ethics Management in Local Government. Different types of media have been used to campaign and raise awareness on Anti-Corruption. For the 2009/10 financial year, a total of 180 municipalities will be supported through training of senior officials on the implementation of the Fraud Prevention plans. Simultaneously, provinces will be supported to monitor and evaluate the implementation of the plans. In addition, an anti-corruption best practice framework will be developed to assist municipalities with the necessary tools to prevent corruption.

(vii) Stakeholder Mobilisation

Crucial to the success of the **CoGTA's** work is to mobilise and co-ordinate with stakeholders and partners from the public and private sectors as well as professional bodies, labour, society and communities in the social compact. **CoGTA** will therefore work closely with relevant sectoral departments such as the Department of Water Affairs and Forestry (DWAF) to accelerate progress in providing access to basic services. The Department had mobilised partners that included the Development Bank of Southern Africa (DBSA), the Illima Trust of Old Mutual, the German Agency for Technical Cooperation (GTZ), and the United States Agency for International Development (USAID) in its rolling out of hands-on support to municipalities through Service Delivery Facilitators (SDF's). The Department also partnered with a range of different organisations and initiatives to ensure that core responsibilities can be fulfilled; for example, funding was secured through the European Union for community participation. The USAID supported **CoGTA's** coordination role on the bucket eradication programme and has extended this support to the water programme. The LGSETA has committed resources for the skills audit and ward committee training. The Urban and Rural Development branch has in partnership with the Business Trust completed Local Economic Development Profiles, which had highlighted economic potential in the nodes and the steps required to unlock growth. The Disaster Management Unit, through the NDMAF, has initiated the establishment of task teams with national sector departments taking the lead in driving these task teams.

The Department has initiated and supported the National/Provincial Development Planning Implementation Fora, which seek to improve

coordination in the state and is driven by national sector departments, the Offices of Premiers, Provincial Departments of Local Governments and other stakeholders. This initiative is beginning to bear fruit as the coordinated approach has successfully resulted in national and provincial IDP analysis sessions that involve all role players in provinces.

(viii) Monitoring and Evaluation

During the past financial year the set of proposed core performance indicators have been revised with provinces and data collection tools for reporting and planning on the Local Government Strategic Agenda have been finalised in the streamlining of reporting between local, provincial and national government. In addition to this, substantial progress has been made in implementing the national Performance Management Systems (PMS) implementation support strategy. Furthermore, the best practices of PMS in local government were documented for shared learning.

The proposed set of core performance indicators for local government will be adopted and implemented in the coming financial year to reshape and refocus municipal performance planning, monitoring, reporting and evaluation. This will further enhance and inculcate a culture of results-based monitoring, reporting and evaluating of the impact of government's policies and programmes aimed at improving the lives of the citizens of South Africa.

(ix) Knowledge Management and Innovation

At **CoGTA**, we seek to build a coherent governance framework that supports, enables and empowers the local sphere of government. Accordingly, we adopt innovative models such as Action Learning in our urban renewal and rural development programmes and utilise Research and Innovation that informs the policy process and improve service delivery models. Knowledge management and the process of building capacity through shared learning are central to this notion of innovation. The department will utilise International Relations (IR) and the Official Development Assistance (ODA) programme to develop and implement innovative knowledge development programmes.

(x) Organisational Capability and Performance

The mandate of **CoGTA** demands for the majority of our staff component to be populated with a highly skilled employee base consisting mainly of professionals and experts leading in their respective areas of operation. As such our key organizational competency is our human resources. In ensuring that this key resource is effectively positioned to constantly deliver on the departments overarching mandate which extends across the three spheres of government and offers the necessary support needed, the Human Resources Management and Development unit has packaged key interventions that will ensure adequate capacity is resident within the organization to deliver decisively on **CoGTA**'s contribution to the overall government programme of action.

14. What lessons have we learnt from the past?

We have learnt the following lessons, which are important for us in going forward.

- (a) **Be more vigilant and have greater presence on the ground.** In the past our focus on Local Government was mainly on providing guidelines and training. Our hands-on approach was insufficient and not well coordinated with other support providers. We relied mainly on provinces for reports without always verifying information directly ourselves.
- (b) **Focus on Provincial Government as a whole.** We had a very limited focus on Provincial Government. We did not support or monitor the full scope of provincial functions. We also have lessons on how to engage with provincial governments more effectively in dealing with municipalities.
- (c) **Promote Cooperative Governance vertically and horizontally.** Our focus in promoting cooperative governance was limited to provinces and municipalities. We have not coordinated national line departments and managed cooperative governance across Government as a whole and with civil society. We have not shaped and monitored the impact of sector policies and programs effectively. We are also more aware of the inherent tensions and competing views and interests that underpin the management of cooperative governance.
- (d) **Transform the Institution of Traditional Leadership.** Our focus on Traditional Leadership was weak and limited to the establishment of institutions. The central role of Traditional Leadership to rural development is now better appreciated together with the need to position the institution of Traditional Leadership to partner with Government to accelerate development.
- (e) **Work closer with stakeholders and lead and coordinate other support institutions.** There are many stakeholders such as the Local Government Sector Education and Training Authority (LGSETA) and the South African

Local Government Association (SALGA) as well as the South African Cities Network (SACN) and Municipal Demarcation Board, amongst others, that can contribute to achieving our objectives. We have to work more closely with them and tap into their knowledge, experience and resources. We also have to lead and coordinate support initiatives of various institutions such as the Development Bank of Southern Africa (DBSA) in order to improve the impact of public resources.

- (f) **The management of the different grants administered by the department is still a challenge.** The key lesson is better coordination and planning. Challenges in the Municipal Infrastructure Grant, Municipal Systems Improvement Grant and the Neighbourhood Development Grant include non-spending by municipalities. In respect of the Municipal Infrastructure Grant Municipalities had a balance of R1.2 billion that was not spent for the 2008-09 financial year.
- (g) **Single window of coordination for local government.** Our experience is that government is working in silos. Therefore there is a need for a single window of coordination to ensure that legislation developed takes into consideration the consultative process in municipalities.

Strategic shifts required. The Ministry and the Department's management team have acknowledged at the departmental bosberaad that the following strategic shifts are required to execute its expanded mandate:

- From a weak undefined role to strong mandates for governance;
- From supply-side service delivery to community-driven development approaches;
- From abstract policy and interventions to programmes based on real experience and knowledge, including community or indigenous knowledge;
- From technocratic models of accountability to community oversight of government;
- From paternalistic support to empowering provincial and local institutions to perform their functions;
- From state supply to state facilitated partnerships for development, in particular with Institutions of traditional Leadership;
- Domestic focus to growing regional and international influence; and
- From fragmented strategic plan to pursuing the minimum objectives that give the maximum impact.

15. Strategic priorities: 2009-2014

Given our new expanded mandate we have adopted the following five strategic priorities for the Ministry and Department for the next five years, 2009 - 2014.

Strategic Priority 1: Build the Developmental State in Provincial and Local Government that is efficient, effective and responsive;

Strategic Priority 2: Strengthen Accountability and Clean Government;

Strategic Priority 3: Accelerating Service Delivery and supporting the vulnerable;

Strategic Priority 4: Improving the Developmental and Governance Capacity and Capability of Traditional Affairs, the Institution of Traditional Leadership and the Khoi-San Leadership;

Strategic Priority 5: Fostering Development Partnerships, Social Cohesion and community mobilisation.

For each of these strategic priorities a set of strategies, outcomes and deliverables have been identified. Our approach to implementation of the identified strategies and deliverables with its targeted milestones for the period 2009 – 2014 is fully outlined in the next section.

16. Implementation of the strategies

Focus on our Mandate

In implementing its strategies, the department is mindful of the expanded mandate. This will include giving full effect to the various provisions of the Constitution and numerous laws that oblige us to act in a way that ensures:

- i. Cooperative Governance across all three spheres and with communities;
- ii. Compliance, support and monitoring of Local Government;
- iii. Compliance, support and monitoring of Provincial Government;
- iv. Support and monitoring of the Institution of Traditional Leadership;
- v. Community participation, mobilisation and empowerment.

Definition of a Coordination Model

CoGTA will coordinate the work of Government more decisively and with greater authority than in the past. At the same time, the department shall be far more active in strengthening performance and accountability in provinces and municipalities.

The Department will define and drive a coordination model for Development Planning and Monitoring & Evaluation centred on IDPs that represent the expression of government-wide and community priorities synthesised into a strategic and realistic development programme for each of the 52 district and metropolitan areas. These 52 IDPs will be the focal point of the Developmental State in ensuring the necessary local level coordination to bring about change and accelerate development. This is a critical success factor in ensuring that plans and frameworks do not sit at national level, but reach implementation on the ground. Integrated Development Planning as a planning instrument is already being regulated in law by **CoGTA** as part of the Local Government Municipal Systems Act 32 of 2000. Therefore there is need to ensure that all other planning matters such as spatial planning resides at **CoGTA** as part of the broader development planning objective.

Stakeholder Relations and Partnerships

CoGTA will work with other Government departments, provincial and local government and stakeholders to make sure that there is effective coordination within government and between government and communities when it comes to planning, implementation and monitoring.

The Department will work closely with the National Planning Commission and the Monitoring & Evaluation unit in the Presidency. **CoGTA**'s supportive role will focus on facilitating input from provinces and municipalities to national planning. It will also focus on cascading national policies and plans down to the local level and ensure that they are implemented and respond to community needs.

CoGTA's coordination role will be distinguished from the support functions and responsibilities of implementing national departments.

CoGTA's responsibility extends to ensuring that governance in and between our institutions is sound and effective. We will play a greater role, where necessary, in establishing alternative delivery models when governance of provinces and/or municipalities is weak or failing.

The implementing National Departments will focus on setting policies, norms and standards and providing technical support to provinces and municipalities in their area of responsibility. Sections 100 and 139 of the Constitution will be invoked, where required.

Finalise the Movement of Functions

The functions related to spatial planning, land-use management and the Surveyor General affecting local government that resides with the former Department of Land Affairs would have to be moved across to the Department of Cooperative Governance and Traditional Affairs. This is necessary due to the fact that the department is currently responsible for the primary planning instrument in development planning. The transfer of these functions will consolidate the overall mandate of the Department and thus ensure the provision of a packaged set of services to the people on the ground.

On the other hand, the current functions related to the rural nodes will be moved across to the new Department of Rural Development and Land Reform. The functions related to the urban nodes will be aligned closely with the new Department of Human Settlements; especially in as far as township development and the eradication of informal settlements are concerned.

The Municipal Infrastructure Grant (MIG) will remain with the Department, but will function under an entirely new policy framework with the aim of aligning the built environment related conditional grants to achieve sustainable human settlements. Consideration will be given to defining better the urban and rural components of the grants and how they are applied in these different areas.

The regulation of Local Government including Human Resource Management and administration remains the responsibility of **CoGTA** in order to ensure the holistic turnaround of municipalities in line with their developmental mandate.

The Community Development Worker (CDW) programme sits officially on the budget vote of **CoGTA**. It has been incubated at the Department of Public Service and Administration (DPSA) and will be fully implemented by **CoGTA**.

There are discussions underway to move the Thusong Service centres to **CoGTA** as this function was created to provide better access of government services by all communities.

Ensure Compliance

CoGTA will work more closely with both Provinces and municipalities. The department will increase its physical footprint through provincialised teams and offices whose role will remain complementary yet distinct from that of the Local Government departments in provinces. This work will be focussed on bringing about the necessary compliance and service delivery turnaround in Provinces and Local Government.

The creation of an improved interface between provinces and municipalities on issues of planning will be at the centre of the provincialisation of the department.

The department has submitted comments on the Single Public Service Bill to ensure that the Bill makes provision for an integrated approach.

Programme of Action

CoGTA strategy will be implemented through a programme of action that consists of numerous projects under each Priority Area. This programme of action has specific targets that have to be achieved before 2011 when the Local Government elections take place.

There are also targets that have to be achieved by 2014 when the current term of office of Government ends.

Organisational Capability

This programme of action will be supported by re-arranging existing or current organisation and capacities and by introducing new capacities. The following principles have guided the new organisational design and capability of **CoGTA**:

- i. Structure will follow and be informed by the new functions and priorities and allow for organisational "re-alignment";
- ii. The organisation will be positioned and aligned to execute key national development priorities for 2009 – 2014;
- iii. Ensure a tangible, physical presence in provinces and municipalities;
- iv. Create a flat organisational structure (shorten the distance between vision, policy and management and execution);
- v. Provide for professionals and specialised professional/ Technical Units;
- vi. Foster a collective management approach across the Department;
- vii. Support decentralised responsibility, while maintaining transparency and clear accountability;
- viii. Create conditions for improved coordination and team work in a "Project Management approach" across the Department;
- ix. Build a learning organisation & culture of coaching/ mentorship;
- x. Encourage and celebrate "Performance Excellence" (Our people deserve nothing but the best quality public service).

CoGTA's strategy will be implemented through activist and decisive leadership who will mobilise and steer a team of officials towards the targets and milestones defined in our programme of action.

Priority 1: Build the developmental state in Provincial and Local Government that is efficient, effective and responsive

CoGTA has a key responsibility to make government work and function better in a more integrated way in order to accelerate development that is sustainable and that improves the lives of communities. Over the next 5 years **CoGTA** will play a significant part in building a democratic developmental state in provincial and local government by making it more effective, efficient and responsive. A central feature of the South African developmental state must be to ensure seamless and integrated service delivery to our people.

Another key attribute is the leadership capacity to drive a common national agenda and mobilise all in society. Another key attribute that needs to be strengthened is the organisational capacity of the three spheres of government through effective Intergovernmental Relations and stability in the management systems. The technical capacity building for execution through dynamic leadership, training and skills development is a critical task in building the developmental state. The effective management of resources to ensure that it is expended in a coherent manner and the impact is maximised will be imperative in the rollout of government's R787 billion social and economic infrastructure programme.

The misaligned planning that exists between national, provincial and local government needs urgent attention. **CoGTA** needs to ensure that the Integrated Development Plans (IDPs) and Local Economic Development Strategies of municipalities reflect the priorities of the entire public sector, including those of public entities as well as those of business. Going forward, the Department will work very closely with the National Planning Commission as the premier partner in improving the alignment of our planning across all spheres. Key deliverables identified in this regard are the strengthening of the regulatory framework for development planning, facilitating the alignment between Provincial Growth and Development Strategies and IDP's, as well as supporting and monitoring spatial planning and land use management in municipalities.

In the area of oversight, this government has major lessons to learn. It is **CoGTA's** view that one of the crucial weaknesses of the country's young intergovernmental relations system is that it is largely based on voluntarism and good will. Attention will be given to reviewing and strengthening the current Inter-Governmental Relations Framework Act and also sharpening our existing tools and instruments to ensure greater compliance and better performance. The regulatory frameworks for the current two-tier system of local government and the intergovernmental fiscal system will be reviewed and legal reforms implemented to achieve a coherent system of legislation across the three spheres of government.

In order to strengthen and support institutional and cooperative governance capacity the department will be reorganized to better provide hands-on support to provinces and municipalities and launch an initiative to build targeted capacity in provincial and local government. Other key deliverables in this respect will be to establish a public service school in partnership with the Public Administration, Leadership and Management Academy (PALAMA) and the development of a recruitment and retention strategy for local government and for specific occupations and professions. Within this framework **CoGTA** will make government work and function better in order to accelerate development that is sustainable geared towards improving the lives of the communities.

How will we be measured?

The level to which:

- The establishment of a new development planning system ensures funding and implementation of priorities agreed between government and communities as expressed in the Integrated Development Plans (IDPs). These IDPs will be more closely linked to the PGDSs and the national plans determined by the new National Planning Commission.
- The existing pieces of legislation on Intergovernmental Relations (IGR) and provincial and local governance and accountability will be reviewed, strengthened and implemented to ensure improvement and alignment to the new role of the department.
- Capacity of institutions and structures to enhance cooperative governance and service delivery are strengthened, and monitored and evaluated.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
1 A: Development Planning & Facilitation	Integrated, coordinated and coherent system of development planning across the 3 spheres of government	1.1 Strengthen the regulatory framework for development planning ¹	Regulatory framework for development planning implemented	Provincial and Municipal Government Support, Legislative Review and Drafting	New policies and legal reforms on regulatory framework for development planning developed and implemented	New policies and legal reforms on regulatory framework for development planning applied
		Revised development planning legislation and ordinances				
		1.2 (a) Support the National Planning Commission (Human Settlements, Land Reform and Rural Development)	National planning commission is supported	Provincial and Municipal Government Support, Governance and Intergovernmental Relations	Establishment of comprehensive strategies, programmes, tools and systems that integrates and aligns the national priorities to the work of three spheres of government	Strategy and systems of cooperative governance institutionalised across the 3 spheres
		1.2 (b) Facilitate alignment of MTSE, National Plan(s), PGDS's and IDP's	Integration of national & provincial government and local priorities in the municipal IDPs	Provincial and Municipal Government Support, Governance and Intergovernmental Relations	Framework for Integrated development planning reviewed and implemented	Framework for Integrated development planning and implemented, monitored and reviewed
		1.3 Establish new systems of spatial planning and land use management in municipalities with participation of department of Traditional Affairs	Land-use management policies and procedures in the municipalities incorporate the priorities of the IDP's	Provincial and Municipal Government Support, Legislative Review and Drafting	New policies and legal reforms on spatial planning and land use management in municipalities implemented	New policies and legal reforms on spatial planning and land use management in municipalities improved
	Integrated, coordinated and coherent system of development planning across the 3 spheres of government	1.4 Targeted Technical support programme to enhance Provincial and municipal institutional capacity and capabilities to develop and implement PGDSs and IDPs	Improved alignment between national strategic priorities and spatial budget expenditures	Provincial and Municipal Government Support, Infrastructure and Economic Development	Baseline Report on provincial and municipal spatial budget expenditures	Alignment between national strategic priorities and budget expenditures for Provinces and municipalities improved and maintained

¹The Department of Cooperative Governance and Traditional Affairs will support and work closely with the National Planning Commission.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
	Integrated, coordinated and coherent system of development planning across the 3 spheres of government	1.5 Support programme for community participation and practice in IDPs and area-based planning and governance systems	Increased community and ward committee participation and practice in IDPs and area-based planning and governance systems	Provincial and Municipal Government Support, Governance and Intergovernmental Relations	Status Quo report on policies, legislation and programmes impacting on community participation and practice in IDPs and Area-based planning and governance systems	Revised policies, legislation and programmes to strengthen community participation and practice in IDPs and Area-based planning systems
			Regulatory frameworks are developed to guide community participation	Governance and Intergovernmental Relations, Legislative Review and Drafting	Impact evaluation of the current system of policies and legal reforms and programmes to strengthen community participation	New policies and legal reforms and programmes implemented to strengthen community participation
1B: Review and strengthen the current policy and legislation	Integrated, coordinated and coherent system of policy and legislation across the 3 spheres of government for cooperative governance and the implementation of service delivery	1.6 Review and strengthen the current IGR Act and other legislation	Policy and Legislation for national provincial and local government reviewed	Governance and Intergovernmental Relations, Legislative Review and Drafting	Policy Review adopted by cabinet	Implementation of amended policy and legislation
					Amendment Bill introduced in Parliament	Evaluation of the impact for developmental outcomes

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
1B: Review and strengthen the current legislation		1.7 Reform the 2 tier system of local government	2 tier system of local government reviewed	Legislative Review and Drafting	Adoption of reforms on the two tier system of local government	Implementation and monitoring of reforms on the two tier system of local government
		1.8 Reforming the intergovernmental fiscal system	Intergovernmental fiscal system reviewed	Governance and Intergovernmental Relations Legislative Review and Drafting	Adoption of reforms	Implementation and monitoring of reforms
		1.9 Strengthen legislative provisions to intervene directly in provincial and local government	Legislation implemented to intervene directly in provincial and local government	Legislative Review and Drafting	Adoption of reforms	Implementation and monitoring of reforms
Improving accountability systems within Provincial and Local Government	Enhance Service Delivery	1.10 Reform the regulatory and support mechanisms for Municipal Councils and ward committees	Regulatory and support mechanisms for Municipal Councils and ward committees reformed and implemented	Governance and Intergovernmental Relations Legislative Review and Drafting	Funding mechanisms for Municipal Councils and ward committees developed	Reformed support mechanisms for Municipal Councils and ward committees implemented and monitored

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
1C: Strengthen and support institutional and cooperative governance capacity	Increased institutional and cooperative governance capacity	1.11 Re-organize the department to better provide hands-on support to provinces and municipalities	Increased number and enhanced quality of hands-on support interventions provided to provinces and municipalities	Office of the DG	Re-organization of department for hands-on support and recruitment and placement of required skills completed	Hands-on Support mainstreamed in programmes and Impact Assessment mechanism in place
		1.12 Establish a public service school on local government for elected public officials and public servants	Increased number of public officials and servants capacitated through the public service school	Provincial and Municipal Government Support	Policy proposals for the establishment of the school adopted and implemented	Roll-out of core set of training programmes

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
1C: Strengthen and support institutional and cooperative governance capacity	Organised framework to build capacity at CoGTA and in provincial and local government	1.13 Develop and implement a recruitment and retention strategy for local government and for specific occupations and professions	Recruitment & Retention strategy for specific occupations and professions in local government adopted and implemented	Provincial and Municipal Government Support	Policy proposals outlining the proposals for tabled and discussed and adopted at Cabinet level Finalize the strategy and implement the roll-out	Roll-out of implementation of the recruitment strategy for local government evaluated
		1.14 Develop and launch an initiative to build targeted <i>quality</i> capacity in municipalities formed by the National Capacity Building Framework (NCBF)	Increased number of municipal officials capacitated	Provincial and Municipal Government Support	Policy proposals for the initiative to build targeted capacity in municipalities developed, adopted and implemented	Review of the initiative to build targeted capacity in municipalities
			Skills audit in municipalities completed for employees below Section 57 managers	Provincial and Municipal Government Support	Skills audit in municipalities completed for employees below Section 57 managers by December 2010	Efficacy of skills audit methodology, tools and structures maintained and reviewed
			Framework for Classification of Jobs in Local Government implemented	Provincial and Municipal Government Support	Framework for Classification of Jobs in Local Government developed, consulted on, approved and implemented	Framework for Classification of Jobs in Local Government reviewed and implemented
		1.15 Review the capacity building strategy and take into consideration skills audit outcomes	Capacity building Strategy implemented and Skills Audit findings at all levels addressed	Provincial and Municipal Government Support	Capacity building strategy reviewed and implemented Skills Audit findings for Section 57 managers addressed	Capacity building strategy implementation monitored for improvement

Priority 2: Strengthen accountability and clean government

Strengthening the systems of accountability and building clean government is another important pillar of co-operative governance. Public representatives and councillors in particular need to be more accountable to communities and **CoGTA** will propose new and improved measures in this regard. In particular, the department will strengthen the capability of communities to exercise oversight over councillors and municipalities. Performance management systems of municipalities and those of councillors and officials will all need to be aligned.

Enhancing the quality of monitoring, reporting and evaluation on the performance of provinces and municipalities has been the key strategic focus of the department to date. However, the reconfigured structure of government and the establishment of **CoGTA** have expanded the scope to include other stakeholders such as national departments, associated institutions and communities. The intention is to enhance accountability through improved reporting on service delivery, knowledge sharing and development, and providing reliable information to guide policy decisions. Therefore a key focus of the revised monitoring and evaluation agenda will be on the regulatory environment and practice. It does this specifically from the perspective of cooperative governance, and prioritisation is primarily based on the associated impact on the policy environment. The establishment of a functional computerized MR&E system with a data repository and including early warning mechanisms will be key in the enhancement of oversight in provincial and local government in line and supporting national M&E. The core challenge for the Department over the next 5 years will be to create a single window of coordination for local government and to significantly strengthen the monitoring and oversight process for municipalities.

The implementation of Operation Clean Audit 2014 will complement a campaign to manage municipal debt and promote a culture of payment of services, the improvement of the quality of financial statements and the submission rate thereof, and monitoring financial and performance audits of provinces and municipalities. This targeted support and the implementation of Audit Remedial plans will be instrumental to obtain clean audits. The

strengthening of the capacity of provinces to achieve clean audits and to support and oversee municipalities in relation to financial management will be one drive in order to obtain unqualified audits.

CoGTA will within this priority support provinces and municipalities to be more accountable to communities and to comply with all good governance policies, practices and laws.

How will we be measured?

The degree to which:

- Monitoring and oversight of Provincial and Local Government is carried out by national government and by communities.
- Service delivery, accountability and transparency are significantly improved within Provinces and Municipalities.
- Corruption is combated and ethics and integrity is promoted.
- Provinces and Municipalities achieve clean audits by 2014.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
2(A) Enhance Monitoring and oversight of Provincial and Local Government	Maturity in M&E system for cooperative governance	2.1 Strengthen, mainstream and rationalise M&E for provincial and local government	A coordinated and functional MR&E system for Provincial and Local Government	Policy, Research and knowledge management support	Guidelines for Monitoring, Reporting, and Evaluation (MR&E) for provincial and local government	Computerised MR&E system with data repository
	Coordinated M&E system for cooperative governance	2.2 Strengthen the regulatory framework for M&E ²	Regulatory framework for M&E implemented	Policy, Research and knowledge management support, Legislative Review and Drafting	New policy and regulatory framework for M&E developed	Policy and regulatory framework for M&E improved
	Community oversight enhanced	2.3 Develop formal mechanisms to enhance public oversight, monitoring and evaluation	MR&E Systems at provincial and local government with community oversight component	Policy, Research and knowledge management support	MR&E system, with a community oversight component, that focuses on outcomes developed	Implementation of the MR&E system with a community oversight component
	Enhanced MR&E system at provincial and local government	2.4 MR&E system that includes effective Early warning mechanisms	MR&E system institutionalised at provincial and local government	Policy, Research and knowledge management support	Early Warning System established	Implementation of the MR&E Early Warning system

² The Department of Cooperative Governance and Traditional Affairs will support and work closely with the Monitoring and Evaluation component in the Presidency.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
2(A) Enhance Monitoring and oversight of Provincial and Local Government	Entrenched culture of public accountability	2.5 Establish an Inspectorate for provincial and Local Government	Inspectorate for Provincial and Local Government	Policy, Research and knowledge management support	Develop appropriate legislation for the establishment of an Inspectorate for Provincial and Local Government (that will collaborate with the law enforcement agencies)	Implement and review of effectiveness
					Establishment of an Inspectorate for Provincial and Local Government (that will collaborate with the law enforcement agencies)	Support provided to Provincial and Local Government in maintaining an efficient and effective Inspectorate for Provincial and Local government
2(B) Improving accountability systems within Provincial and Local Government	Enhanced service delivery and clear accountability in local government	2.6 Review Legislation in as far as the separation of powers is concerned regarding the legislative and executive competencies of municipalities	Legislation on separation of powers reviewed	Legislative Review and Drafting, Provincial and Municipal Government	Legislation on separation of powers reviewed and submitted to cabinet for approval	Amended clauses implemented
Improving accountability systems within Provincial and Local Government	Improved service delivery, accountability and transparency Regulatory framework Strengthened	2.7 Review Legislation in as far as performance management and compliance with the Codes of Conduct for elected representatives	Legislation on performance management and compliance with the Codes of Conduct for elected representatives reviewed	Legislative Review and Drafting, Provincial and Municipal Government support	Legislation on performance management and compliance with the Codes of Conduct for elected representatives reviewed	Performance management policy implemented
			Performance management Framework for councilors developed	Provincial and Municipal Government support Governance and Intergovernmental Relations	Performance management Framework for councilors developed and implemented	Performance management Framework for councilors implemented and monitored

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
Improving accountability systems within Provincial and Local Government "Municipal Ethics Campaign (Ayihlome): focus month and ethics management program"	Enhance community participation in government programmes at local government level	2.8 Establish institutional arrangements for ministerial engagement with ward committees	Engagement Forums for Ward Committees established	Governance and Intergovernmental Relations, Provincial and Municipal Government Support	Provincial and National, District and Local Forums for Ward Committees established	Forums for Ward Committees operational
	Improved culture in the ethical conduct of public servants and elected representatives in provincial and local government	2.9 Municipal Ethics Campaign (Ayihlome): focus month and ethics programme conducted	National campaign and number of awareness sessions and capacity building programmes held	Governance and Intergovernmental Relations	Campaign launched and programmes to inculcate ethical culture and to raise awareness implemented and ethics programme conducted	Campaign launched and programmes to inculcate ethical culture and to raise awareness implemented
2 (C) Combat Corruption & Promoting Ethics and Integrity	Improved service delivery, accountability and transparency	2.10 Reform the regulatory system for supply chain management in provincial and local government ³	Regulatory system for supply chain management in provincial and local government reformed	Provincial and Municipal Government Support Legislative Review and Drafting	Regulatory system for supply chain management in provincial and local government reformed	Improved system for supply chain management in provincial and local government Implemented
	Good governance practices in Provincial and Local government entrenched	2.11 Support all provincial government departments and municipalities to develop and implement anti-corruption policies and programmes	Number of Provincial government departments and municipalities supported to develop anti-corruption policies and programmes	Provincial and Municipal Government Support Governance and Intergovernmental Relations	All Provincial government departments and municipalities supported to develop and implement anti-corruption policies and programmes	Reduced incidences of fraud and corruption in provincial and local spheres

³ The Department of Cooperative Governance and Traditional Affairs will support and work closely with the National Treasury.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
	Improved culture in the conduct of public servants and politicians	2.12 Support all provincial government departments and municipalities to develop and implement anti-corruption policies and fraud plans	% Reduction in incidences of fraud and corruption in provincial and local spheres	Provincial and Municipal Government Support, Governance and Intergovernmental Relations	50% reduction in incidences of fraud and corruption	95% reduction in incidences of fraud and corruption
		2.13 Review Legislation on anti-corruption as it relates to local government	Anti-corruption legislation for local government reviewed	Provincial and Municipal Government Support, Legislative Review and Drafting Governance and Intergovernmental Relations	Anti-corruption legislation for local government developed and gazetted	Support local government to implement anti-corruption legislation
2 (C) Combat Corruption & Promoting Ethics and Integrity	Improved financial management by municipalities and oversight by communities	2.14 Campaign to manage municipal debt "Consumer Debt Promote a Culture of Saving"	Consultation process on the legislation	Governance and Intergovernmental Relations, Provincial and Municipal Government Support	Launch and implement a Campaign to promote a culture of payment for municipal services	Campaign to promote a culture of payment for municipal services implemented
2 (D) Operation Clean Audit 2014 for Provincial and Local Government:	Enhanced corporate governance	2.15 Improve Quality of the Annual Financial Statements (AFS) and Submission rate	Number of municipalities with improved quality of the Annual Financial Statements	Governance and Intergovernmental Relations.	50% Municipalities with improved quality of the Annual Financial Statements by March 2011	100% Municipalities with improved quality of the Annual Financial Statements by March 2014

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
2 (E) Operation Clean Audit 2014 for Provincial and Local Government	Unqualified audits for Provincial and Local Government	2.16 (a) Monitoring financial and performance audits of provinces and municipalities for targeted support in the implementation of Audit Remedial plans	Provinces and municipalities with clean audits	Governance and Intergovernmental Relations, Provincial and Municipal Government Support	Implement remedial Plans to issues raised in the Audit Reports	Support provinces and municipalities in maintaining clean audits
	Increase in the number of provinces and municipalities achieving unqualified audits	2.17 Strengthening of Provinces capacity to achieve clean audits and to support and oversee municipalities in relation to financial management	Provinces have operations clean audit programme and implementation projects aimed at achieving clean audit by 2014	Governance and Intergovernmental Relations, Provincial and Municipal Government Support	Development of Consolidated Province specific (MFMA) Audit Remedial Plans categorized into Districts. All Provinces supported to oversee the strengthening of municipal financial management	Monitoring, Support and Evaluation of the Province specific MFMA audit remedial plans Provinces and municipalities with clean audits.
	Enhance the quality of municipal performance reports	2.18 Monitor and report on performance of municipalities	Develop a report on municipal performance by target date.	Policy, Research & Knowledge Management Support Provincial and Municipal Government Support	Presentation of the report on municipal performance to Parliament	Presentation of the report on municipal performance to Parliament

Priority 3: Accelerating Service Delivery and Supporting the Vulnerable

The department will play a support, monitoring and evaluation role so that service delivery is accelerated and that vulnerable groups receive targeted support. Towards the acceleration of service delivery in the provision of municipal infrastructure and basic services the development and implementation of a coordination model using the IDP, as a basis will be a key strategy in the way forward. Another critical deliverable will be to complete a national investigation on service delivery status, backlogs and progress. **CoGTA** will coordinate and monitor the realisation of universal access to basics services through a programmatic approach as it pertains to provincial and local government.

Towards the national imperative of infrastructure investment, the development and implementation of Comprehensive Infrastructure Plans (CIPs) by municipalities will be supported in all the provinces to achieve improved planning and provision of adequate, quality and sustainable infrastructure. The effective and efficient allocation as well as monitoring of the Municipal Infrastructure Grant (MIG) will be instrumental to accelerate progress towards universal access to basic services by households. An audit on selected MIG funded projects will be conducted.

In the implementation of the strategy to accelerate service delivery to stimulate the local economy the role of sectors and SOE's will be reviewed with a view to identifying potential infrastructure related projects to be coordinated and implemented. The focus will be to improve governance and reduce red tape in the district family of municipalities to increase the number of LED projects in district spaces.

In supporting the vulnerable, a number of support measures and interventions for children, youth, women, people with disabilities, the elderly, those affected by HIV and AIDS including child-headed households will be developed including support to qualifying members of these groups through free basic services. Focus will also be on the implementation of existing frameworks in relation to service delivery and development initiatives targeting these groups. Efforts will be undertaken to improve ward committee capacity and

functionality towards enhanced public participation through the application of the Ward Funding model. Funding will be mobilized for community development projects to improve public participation and empowerment of communities in sustainable livelihoods.

The National Disaster Management Centre (NDMC) will promote and strengthen an integrated and coordinated system of disaster management, with special emphasis on prevention and mitigation, by national, provincial and municipal organs of state, statutory functionaries, other role-players involved in disaster management, and communities.

Preparations for the 2010 FIFA World Cup will be supported through appropriate interventions and guidance provided to National and Provincial Government Departments, Host Cities and other stakeholders to effectively deliver on commitments made to FIFA. Forums to be utilised will include the Inter-Ministerial Committee, the Technical Co-ordination Committee and the Host Cities Forum (HCF). It will further strengthen the preparedness for effective response to disasters by increasing the capacity to predict, monitor and reduce possible damage caused by ensuring that disaster response and management mechanisms are documented and implemented in respect of funding, disaster reduction, mitigation and emergency response activities.

How will we be measured?

The extent to which:

- Municipal infrastructure and basic services are provided to communities and the quality and extent to which municipalities plan for, fund and budget, operate and maintain infrastructure and deliver sustainable services.
- Infrastructure and services stimulate local economies and the extent to which investment in local areas is increased.
- Provincial and municipal services benefit the vulnerable.
- Responses to disasters is accelerated and improved across all three spheres of Government and the extent to which municipalities invest in and improve emergency and fire services.
- The relevant provinces and Host Cities deliver on their 2010 World Cup and other international event obligations and the extent to which they create conditions for lasting benefits for their communities.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
3(A) Municipal Infrastructure and basic services	Effective coordination model to accelerate service delivery	3.1 Develop a coordination model to accelerate service delivery, using the IDP as the basis	Stakeholder participation and decisions taken at planning fora and structures that support the intergovernmental coordination model	Infrastructure and Economic Development Provincial and Municipal Government Support	Service delivery coordination model piloted and communicated to key stakeholders	Service delivery coordination model institutionalized across tiers of government
	Coordinated infrastructure grant funding across tiers	3.2 Coordinate the various infrastructure grants in each municipal space	Number of municipalities that are able to use multiple grant funding streams effectively	Governance and Inter-governmental Relations Provincial and Municipal Government Support	Mechanism to coordinate infrastructure grants implemented	Improvements to the grant coordination mechanism
	Municipalities plan for and deliver sustainable infrastructure and services	3.3 Coordinate the roll-out of Comprehensive Infrastructure Plans	Number of municipalities with comprehensive infrastructure plans linked to IDP	Infrastructure and Economic Development Provincial and Municipal Government Support	Comprehensive Infrastructure Plans in 26 district spaces developed and implemented	Comprehensive infrastructure plans in the remaining 26 district spaces rolled out, implemented and monitored
	Accurate reporting on service delivery status	3.4 Complete a national investigation on service delivery status, backlogs and progress	Number of municipalities confirming service delivery status, backlogs and progress	Infrastructure and Economic Development Provincial and Municipal Government Support	Annual CoGTA -StatsSA report publication on service delivery statistics by end August 09	Annual CoGTA -StatsSA report publication on service delivery statistics

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
3(A) Municipal Infrastructure and basic services Planning Practice	Improved community participation in governance	3.5 Develop a Framework to ensure the monitoring of service delivery by ward committees and CDWs and the Institutions of Traditional Leaders	Number of municipalities with CDW and the Institutions of Traditional Leaders reporting on service delivery	Governance and Inter-governmental Relations, Traditional Affairs	Ward committees, CDWs and the Institutions of Traditional Leaders confirm infrastructure delivery status reports	Effective communication and reporting system on infrastructure for CDWs and the Institutions of Traditional Leaders
	Sustainable Municipal Infrastructure	3.6 Effective management of the municipal infrastructure grant	Number of households served through allocation of MIG	Governance and Inter-governmental Relations	Allocated funds spent with priority given to pre-1994 backlogs in rural communities	Coordinate the eradication of the historical backlogs (pre-1994) in rural communities
		3.7 Conduct an audit on selected MIG funded projects	Number of municipalities using the MIG for the intended purpose	Infrastructure and Economic Development Governance and Inter-governmental Relations	Audit report on MIG funded projects	Implement the audit report recommendations
3(B) Accelerating Service Delivery to stimulate the local economy	Sustainable local economic development in local spaces through Infrastructure Provision	3.8 Review the role of Sectors and SOEs with a view to identifying potential LED projects for coordination and implementation	Sector and SOE Plan developed and operationalized	Infrastructure and Economic Development, Provincial and Municipal Government Support	Sectors and SOEs confirm infrastructure related LED plans and projects in each municipality.	Infrastructure related LED projects coordinated and implemented
	Investment increased in local areas	3.9 Improve governance and reduce red-tape in District Family of Municipalities	Number of municipalities benefiting from sustainable LED opportunities	Infrastructure and Economic Development, Provincial and Municipal Government Support	LED related infrastructure projects implemented in the 52 district spaces	Programme evaluation

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
3(C) Supporting the Vulnerable through internal and external coordination	Services benefit the vulnerable	3.10 Prioritise support for children (including child headed households), youth, women, people with disabilities, elderly and those affected by HIV and AIDS, Farm Workers and Military Veterans	Number of provinces and municipalities supported to provide services to identified designated groups	Provincial and Municipal Government Support, Governance and Inter-Governmental Relations	Support measures and interventions developed and implemented by provinces and municipalities. Identified designated groups developed and implemented	Support measures and interventions for identified designated groups improved/re-invented after programme evaluation
		3.11 Households benefiting from Free Basic Services	Children (including child-headed households), youth, women, people with disabilities, elderly, those affected by HIV/AIDS, farm workers and military veterans benefiting from Free Basic Services	Provincial and Municipal Government Support, Governance and Inter-Governmental Relations	Report and implementation strategy to support vulnerable groups with Free Basic services	Implement Programme to support vulnerable groups with Free Basic Services

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
3 (D) Establishing and Strengthening Disaster Management capability across government	Disasters are addressed urgently by all spheres of Government	3.12 Improve the proactive, monitoring, and responsive capability of the National Disaster Management Centre	Capability developed and fully operational to support communities	NDMC	Near real time wide area monitoring Early warning system Vulnerability mapping system implemented	Local communities are able to communicate and access disaster management Services.
	Fire Services improves across the country	3.13 Reviewing the legislative framework for Fire Services	Amended legislation submitted to Cabinet	NDMC Legislative Review and Drafting	Amended legislation submitted to Cabinet	Amended legislation implemented
	Ensure that all the host cities have the necessary disaster management capacity to host 2010	3.14 Coordinated and effective operational plans for 2010 FWC	Disaster management capacity for host cities is adequate	NDMC Provincial and Municipal Government Support/ FIFA 2010 Flagship Project	Provincial operational plans in place Provincial Coordinating teams established National Support for funding requests Training & simulation conducted Priority Areas established and Contingency plans reviewed	Legacy established on: Development of sustainability plans Periodical review of Plans Permanent Structures established for all special events management

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
3 (E) 2010 World Cup	FIFA WC 2010 is successful	3.15 Ensure that host provinces and Host Cities successfully deliver on the 2010 obligations	Implementation and operational plans are operationalized and funded	FIFA WC 2010 - Flagship Project	Risk assessment for all host cities completed and all obligations and requirements for a successful 2010 World Cup coordinated	
		3.16 Support provinces and Host Cities to create conditions for sustainability and long term benefits (Legacy Projects)	Support Plan developed and implemented	FIFA WC 2010 - Flagship Project	Operations and maintenance plans for new stadia beyond 2010 discussed with key stakeholders	Operations and maintenance plans for new stadia beyond 2010 implemented.

Priority 4: Improving the Developmental and Governance Capacity and Capability of Traditional Affairs, the Institution of Traditional Leadership and The Khoi-San Leadership

In the 2009 Budget Vote of the Minister for Co-operative Governance and Traditional Affairs (CoGTA), the Minister alluded to the fact that his role as Choir Conductor "is both new and expanded one". This means that that "in this current term, we will shift from a focus on the institution of traditional leadership to a broader one on Traditional Affairs".

In this regard, therefore, the institution of traditional leadership and the Khoi-San leadership are translated into a broader concept of Traditional Affairs, although these will remain the center pillars or fulcrum of Traditional Affairs. This is because they are linked to, and interdependent on, the communities they are involved with.

It is within the context of a broader definition of Traditional Affairs that the Department of Traditional Affairs (DTA) is established to provide an instrument for the Minister's enhanced shift of focus by moving from the narrower approach dealing only with the institution of traditional leadership and the Khoi-San leadership to the broader concept on Traditional Affairs. Traditional Affairs is thus defined widely to include the institution of traditional leadership, Khoi-San leadership, traditional communities and Khoi-San communities, indigenous knowledge systems, traditional courts and indigenous law, other alternative traditional dispute resolution mechanisms, traditional healing and medicine, African traditional communities protocols, indigenous languages and other valued African cultural practices to name only a few.

The new DTA is thus poised to play a key strategic role not only in assisting the institution of traditional leadership and the Khoi-San leadership to transform themselves to be central partners with Government in the development of traditional communities and the Khoi-San communities but also in co-ordinating the Traditional Affairs activities of this Department and those of other government departments at the national, provincial and local government levels so as to ensure that the needs of traditional and Khoi-San communities (development, service delivery, governance, access

to indigenous knowledge systems, traditional courts and indigenous law, traditional healers and medicine, African traditional communities protocols, indigenous languages and other valued African cultural practices) are sufficiently met. In addition, the Department must ensure that sufficient resources (human, financial and infrastructural) are provided by the State to transform the landscape in the functional domain of the DTA.

- 4.1 Against this background, it is important to note that a significant number of recent (post-2000) legislative developments have resulted in the vastly increased workload of the current Chief Directorate responsible for traditional affairs within Department of Cooperative Governance and Traditional Affairs, as a result of which, Cabinet, decided in March 2008 that a separate national DTA must be established to focus primarily on the mandate outlined above, including-
 - 4.1.1 The implementation of the institution of traditional leadership and Khoi-San functions;
 - 4.1.2 The co-ordination of the allocation of roles and delegation of functions to traditional leaders and traditional councils by organs of state, national and provincial government departments as contemplated in sections 19 and 20(1) of the Traditional Leadership and Governance and Framework Act, 2003;
 - 4.1.3 The co-ordination of-
 - (a) All traditional community and traditional leadership and Khoi-San community and leadership and governance functional domains that are within the focus areas of other national and provincial government departments, including-
 - (i) Indigenous knowledge systems (Department of Arts and Culture and the relevant provincial departments);
 - (ii) Traditional courts and indigenous law (Department of Justice and Constitutional Development and the relevant provincial departments);

- (iii) Traditional community land (Department of Rural Development and Land Reform and the relevant provincial departments);
- (iv) Traditional healers and medicine (National and Provincial Department of Health);
- (v) Indigenous languages (Department of Arts and Culture and the relevant provincial departments);
- (vi) Relationship between traditional communities and municipal structures (Department of Co-operative Governance and the relevant provincial departments).

4.1.4 The establishment of partnerships between-

- (a) The traditional leaders and traditional councils and municipalities to improve development and service delivery;
- (b) Traditional councils and other relevant stakeholders regarding rural development, local economic development, alternative energy, indigenous knowledge systems, fighting poverty and promoting peace;

4.1.5 The approach in fulfilling this commitment is to-

- (a) Ensure that the traditional and Khoi-San communities and their respective leadership are empowered to respond to the work at hand and the realities on the ground; and
- (b) Ensure that key partnerships are established with relevant role-players, including the communities themselves, to enhance and accelerate development and service delivery in the functional domain of the DTA.

4.1.6 The performance of the DTA will be measured by the extent to which-

- (a) The traditional communities and Khoi-San communities, including the respective leadership are enabled and supported by Government to contribute towards development and service delivery;

- (b) The institution of traditional leadership and the Khoi-San leadership have established functional and effective partnerships with municipalities, organs of state, national and provincial government departments, civil society, communities and private business sector in matters relating to development and service delivery, rural development, local economic development, alternative energy, indigenous knowledge systems, fighting poverty and promoting peace;
- (c) Well functioning and effective Inter-Governmental Relations (IGR) structures, chaired by the DTA at national and provincial level, to ensure appropriate implementation of the above by the three spheres of government have been established (notwithstanding the fact that no traditional leadership institution and the Khoi-San leadership are part of one of the three spheres of government, or a separate fourth sphere of government; and
- (d) The supportive role and place of the institution of traditional leadership and Khoi-San leadership in South Africa's governance system and its contribution to development is known and appreciated across society; and Traditional Affairs including the traditional leadership and Khoi-San leadership have contributed to ensure that current levels of underdevelopment, poverty and unemployment are reduced.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
4 A Organisational development and Integration of Traditional Affairs, the Institution of Traditional Leadership and Khoi-San Leadership into the Governance System in South Africa	A functional and effective Department for Traditional Affairs	4.1 Establish a Department for Traditional Affairs	Strategic plan 2009-2014, Organizational Structure, Budget Vote, Communication and marketing strategy and functional Website for the new department developed and implemented	Traditional Affairs, Corporate Services	Organizational Structure, Strategic plan 2009-2014, Budget Vote, Communication strategy and functional Website for the new Department of Traditional Affairs developed and implemented by March 2010	New Department fully functional and operational
Advocacy and Communication	Institution of traditional leadership/ Khoi-San leadership and the DTA popularized amongst all citizens, organs of state, organs of civil society, communities and private business sector	4.2 (a) Communication and marketing strategy	Communication and marketing strategy developed and implemented	Traditional Affairs, Communication and Marketing	Development communication and marketing strategy	80% national penetration. Implementation of Communication and marketing strategy
		4.2. (b) Trackable Perception Survey	Trackable Perception Index Survey developed and implemented	Traditional Affairs, Communication and Marketing	Create Perception Index and conduct customer perception survey	Report on community and other role players survey developed and findings addressed

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
Policy Development, Legislation and Research	Constitutionally compliant regulatory framework for initiation and ukuthwala African cultural practices	4.2 (c) Ensure a greater alignment and standardization in the regulatory, institutional and support framework for Traditional Affairs, the institution of traditional leadership and the Khoi-San leadership across provinces and municipalities	Regulatory framework for the initiation and ukuthwala African cultural practices developed and implemented by target date.	Traditional Affairs, Legislative Review and Drafting	Policies on initiation, ukuthwala developed and implemented in partnership with affected State Departments and Organs of state	Policies on initiation and ukuthwala implemented, monitored and reviewed.
Policy Development, Legislation and Research	A functional protocol system for Traditional and Khoi-San Leadership	4.2 (d) Ensure the development of a Protocol system for traditional and Khoi-San Leadership	A generic protocol system pertaining to Traditional Affairs including the institution of traditional leadership and Khoi-San leadership developed and implemented	Traditional Affairs, Legislative Review and Drafting	Protocol system for Traditional and Khoi-San leadership developed and implemented	Protocol system for Traditional and Khoi-San leadership aligned to the state protocol
Policy Development, Legislation and Research	Uniformity within the institution of traditional leadership across country regarding the administration, location of the institution and the Houses, the provision of resources and infrastructure, capacity building and national funding model	4.3 Policy on National Norms and Standards Legislation on national norms and standards	Policy on the National Norms and Standards developed, approved and implemented; Legislation on national norms and standards developed and implemented	Traditional Affairs, Legislative Review and Drafting	Development of policy on the National Norms and Standards	Implementation and monitoring of policy and legislation on national norms and standards and the national funding model Development of legislation on national norms and standards

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
Policy Development, Legislation and Research	Refined policy and regulatory framework for Traditional Affairs; including the institution of traditional leadership	4.4 Traditional Leadership and Governance Framework Amendment Act, National House of Traditional Leaders Amendment Act	Traditional Leadership and Governance Framework Act, 2009 and the National House of Traditional Leaders Act, 2009 reviewed	Traditional Affairs, Legislative Review and Drafting	Review and implement the Traditional Leadership Governance Framework Act and the National House of Traditional Leaders Amendment Act	Implementation and monitoring of the Traditional Leadership Governance Framework Amendment Act and the National House of Traditional Leaders Amendment Act
Policy Development, Legislation and Research	Elevated principle of restorative justice that underpins the indigenous African law to the same status as similar principles that under gird Roman Dutch Law	4.5 Participation in parliamentary and legislative processes of the Traditional Courts Bill	Participation in the parliamentary processes	Traditional Affairs, Legislative Review and Drafting	Participation in the parliamentary and legislative processes on the Traditional Courts Bill	Participation in the implementation of the Traditional Courts Act as a stakeholder affected
Policy Development, Legislation and Research	Functional governance system within the institution of traditional leadership	4.6 Guidelines and Regulations on the allocation and delegation of functions to traditional leaders and traditional councils	Guidelines and Regulations on the allocation of roles and delegation of functions to traditional leaders and traditional councils developed and approved	Traditional Affairs, Legislative Review and Drafting	Guidelines and regulations on the allocation of roles and delegation of functions to traditional leaders and traditional councils developed and implemented	Monitoring of the implementation of the Regulations on the allocation of roles and delegation of functions to traditional leaders and traditional councils

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
Policy Development, Legislation and Research	Established and functional partnerships between municipalities and traditional councils on one hand and traditional councils and organs of state; National and Provincial Government Departments; civil society; communities and private business sector on the other hand	4.7 Guidelines and Regulations on the partnerships to facilitate the interface amongst traditional leaders, traditional councils and municipalities	Guidelines on partnerships developed and approved Regulations on partnerships developed and approved	Traditional Affairs, Legislative Review and Drafting	Development of Guidelines and Regulations on partnerships Pro forma memoranda of understanding developed	The implementation of the Regulations on partnerships monitored and reviewed
Policy Development, Legislation and Research	A functional database on traditional and Khoi-San leadership and communities	4.8 Database dealing with traditional and Khoi-San leadership and the respective communities	Accessible database	Traditional Affairs, Legislative Review and Drafting Governance and Intergovernmental Relations	Enhancing the traditional leadership information system; capturing and verifying data; and enhancing the system regarding legislative amendments	Enhancing the system, capturing and verifying information on a continuous basis and entering into partnerships with provinces in relation to the administration and functioning of the system
Institutional Support and Co-ordination	Increase in the number of stakeholders and communities utilizing the database on Traditional Affairs	4.9 Awareness campaigns on the database dealing with traditional Khoi-San leadership and the respective communities	Accessible and updated comprehensive database developed and utilised	Traditional Affairs, Governance and Intergovernmental Relations	50% of targeted stakeholders and communities utilise the database on Traditional Affairs	75% of targeted stakeholders and communities utilise the database on Traditional Affairs

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
Institutional Support and Co-ordination	Functional governance system within the Institution of Traditional Leadership	4.10 Skills development Framework	Skills development framework developed and implemented	Traditional Affairs	Development of a skills development framework; Completion of a skills audit for Kings/Queens and Senior Traditional Leaders, headmen/ women and Traditional Councils;	Complete a skills development audit for Traditional Council and headmen/ women Develop and approve a skills development framework for financial year-2010-2011;
Institutional Support and Co-ordination	Well functioning Institutions of Traditional Leadership across the continent	4.11 SADC Kgotla	Launch of the regional structure of the SADC Kgotla;	Traditional Affairs	Facilitating of the launch of the SADC Kgotla	Facilitation of the establishment of the continental house of Traditional Leadership
Institutional Support and Co-ordination		4.12 SADC Kgotla	Support other continental regions to establish their respective regional houses of traditional leadership; Establishment of the continental house of Traditional Leadership	Traditional Affairs	Interface with SADC political, structure to implement development programmes in the region	Facilitation of the establishment of the continental house of traditional leadership Monitoring and evaluation of the functioning and effectiveness of the institution of traditional leadership on a regional and continental basis

Priority 5: Fostering Development Partnerships, Social Cohesion & Community Mobilization.

CoGTA will have a dedicated focus on the fostering and building of development partnerships with national, regional and international institutions in order to maximise support for government programmes. This will include development partnerships with organised business, organised labour, Traditional Leadership, religious, civil, society, professional and academic bodies as well as managing existing and establishing new partnerships with international and regional development institutions. Strengthening the CRL Commission will be another focus area so that it can play a more proactive role in social cohesion, nation building and promoting patriotism amongst citizens. The support for and oversight over associated institutions will be improved to enhance accountability to government and communities.

Other focus areas for the department will be the Support for government's international relations and cooperation policy obligations with respect to cooperative governance as well as working towards improved relations with Parliamentary committees and effective reporting to Parliamentary portfolio committees.

Part of the work under this priority will be to support South Africa's foreign policy and strengthen relationships with donor institutions in order to achieve better working relations and increased resources from donor institutions.

This means that we will give full meaning to cooperative governance by unleashing the energy and resources of civil society in ensuring accelerated service delivery and development and the building of the country.

How will we be measured?

To what extent we ensure:

- A shared development agenda and support amongst key stakeholders on the IDPs.
- Communities have trust in the work and decisions of Government and State institutions work together with communities in providing services and implementing development programmes.

- Communities are mobilised for their own development rather than remain passive recipients of services and development programmes.
- Social cohesion, non-racialism and nation building is enhanced amongst residents at the local level.
- International partnerships are developed and bilateral and multilateral programmes and agreements are implemented.

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
5.A Build development partnerships with national, regional and international institutions to support government programmes at all spheres of government	Shared developmental agenda amongst key stakeholders Increased participation of key stakeholders in the implementation of programmes	5.1 Build development partnerships with key local institutions including organised labour and business, Traditional Leadership, Religious, Civil Society, professional, academic and other stakeholder bodies	Support from key local stakeholders for government programmes increased	Governance and Inter-governmental Relations, Provincial and Municipal Governmental Support	Developed and implemented strategy on development partnerships Improved and fully functional partnerships with all key stakeholders	Manage existing partnerships and establish new ones
	Increased international, and regional support for government programmes	5.2 Build development partnerships with international and regional development institutions	Support and cooperation agreements with international and regional bodies increased	Governance and Inter-governmental Relations	Established partnerships with international and regional development institutions	Manage existing partnerships and establish new ones
5.B Strengthen the CRL Commission	Enhanced social cohesion, patriotism and nation building among citizenry Cultural, religious and linguistic rights promoted	5.3 Strengthen capacity of the CRL Commission to play a more proactive role in community mobilisation	Perception Survey	Governance and Inter-governmental Relations, Communication and Marketing	Support to and assessment of the functioning of the CRL Commission Develop and implement a capacity building programme with the Commission	Ongoing support and monitoring of the functioning of the Commission
5.C Improve support for and oversight over associated institutions	Improved accountability to government and communities	5.4 Support to associated institutions	National Support Programme introduced and adopted	Provincial and Municipal Government Support Governance and Inter-governmental Relations	Support Programme adopted with all supported institutions	Support Programme Implemented

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
			Register of support initiatives adopted with supported institutions	Governance and Inter-governmental Relations	Register of support initiatives Implementation plan for individual supported institution in place	
	Improved accountability to government and communities.	5.5 Mechanisms to foster accountability and reporting	Reporting protocols and templates developed and adopted Quality of reports from supported institutions Performance audit reports on supported institutions	Provincial and Municipal Government Support Governance and Intergovernmental Relations	Reporting protocols and templates adopted with all supported institutions Approved annual reports Approved Annual Performance audit reports	Approved annual reports Approved Performance Annual audit reports
5.D Enhance relations with parliamentary committees	Mutual and cooperative working relationship between the department and the parliamentary committee	5.6 Reporting and interaction with parliamentary committees	Updated Reports to the parliamentary committees	Office of the DG	Updated Reports to the parliamentary committees	Improved relations with parliamentary committees
5.E Support government's international relations and cooperation policy obligations.	Enhanced regional and international relations on good governance Effective implementation of bilateral agreements and programmes	5.7 Audit and Operationalisation of existing agreements and programmes Support for government's international relations and cooperation policy obligations with respect to cooperative governance	All agreements operationalized Increased number of donor pledges Reports on the utilization of funds and impact Revitalized working relationships with regional and international partners	Development Coordination and Donor Management (Infrastructure and Economic Development)	Agreements on programmes strengthened Bilateral agreements and programmes implemented	All Bilateral agreements and programmes implemented

Strategies/ Focus Area	Outcome	Deliverables	Performance Indicators	Responsibility	Milestones 2009-11	Milestones 2011-14
5.F Establish, strengthen and manage relations with donor and other institutions	Sustained access to international donor resources and other institution	5.8 Donor resource mobilisation	Increased number of donors supporting development programmes	Development Coordination and Donor Management (Infrastructure and Economic Development)	Audit conducted. Register of agreements supporting development programmes	Updated register of agreements supporting development programmes
	Increased resources from donors and other institutions	5.9 Manage relations with donors and other institutions	Reports on the utilization of funds and impact	Development Coordination and Donor Management (Infrastructure and Economic Development)	Strengthened working relationships with donors	Strengthened working relationships with donors
	Effective utilization of funds	5.10 Monitor utilisation of funds and other resources	Reports on the utilization of funds and impact	Development Coordination and Donor Management (Infrastructure and Economic Development)	Donor funds accounted for and programme objectives achieved	Donor funds accounted for and programme objectives achieved

17. Allocation Of Financial Resources And Future Growth

	2009/10				2010/11	2011/12
	To be appropriated	Current payment	Transfers and subsidies	Payments for capital assets	Total	Total
Programme	R millions					
Administration	163.5	159.0	0.2	4.3	172.8	181.4
Governance, Policy and Research	49.0	46.8	0.1	2.1	60.2	69.5
Urban and Rural Development	12.9	12.9	-	-	13.5	14.6
Systems and Capacity Building	106.3	104.6	0.0	1.7	121.7	127.4
Free Basic Services and Infrastructure	41.9	41.9	-	0.1	47.2	51.5
Provincial and Local Government Transfers	35 131.4	-	35 131.4	-	42 008.6	47 183.2
Fiscal Transfers	102.0	17.2	84.8	-	117.5	125.8
Total expenditure estimates	35 607.0	382.4	35 216.4	8.2	42 541.6	47 753.5

Executing authority: Minister for Cooperative Governance and Traditional Affairs

Accounting officer: Director-General of Cooperative Governance and Traditional Affairs

Note: The table above indicates the allocation as per the Estimates of National Expenditure for 2009. The proposed budget for 2010/11 to 2012/13 in line with the new organisational programme structure had been submitted to National Treasury.

18. Expenditure Trends For 2009/10 To 2011/12

Over the medium term, expenditure is expected to rise at an average annual rate of 12.4 per cent to reach R 47.8 billion in 2011/12. The substantive growth over the seven-year period is because of increased provisions for the Local Government Equitable Share and the Municipal Infrastructure Grant, which also explains the sizeable growth in the Provincial and Local Government Transfers programme over the period.

Expenditure on transfers is projected to rise at 10.3 per cent between 2009/10 and 2011/12. Spending on the compensation of employees is expected to increase at an average annual rate of 11.7 per cent between 2009/10 and 2011/12, mainly to cater for increased staff appointments. Over the same period, spending on goods and services is expected to increase at an average annual rate of 4.5 per cent to provide for more office space, and furniture and equipment.

Over the medium term, the 2009 Budget includes additional amounts of R343.6 million, R33.5 million and R2.7 billion mainly for:

- The Local Government Equitable Share (R1.1 billion)
- The Municipal Infrastructure Grant (R1.6 billion)
- The National House of Traditional Leaders (R12 million)
- Disaster relief (R340 million).

19. Conclusion

This **CoGTA** strategic plan outlines the department's strategic priorities and deliverables for the period 2009-2014. The implementation of the departmental performance plans with its identified projects by line managers in the financial year 2009-10 will be formally evaluated. At the branch level reviews, the performance status of the deliverables are assessed and corrective actions identified for the targets in respect of project deliverables that are partially achieved or not achieved.

The implementation of the five strategic priorities will require support through the mobilization of key partners, stakeholders and civil society formations. In essence, **CoGTA** will be guided by the urgent imperative of turning around Local Government by 2011. It is our intention that by 2011 and 2014 we should have achieved the following:

- a) Complaints by people regarding local government are reduced significantly by 2011;
- b) Municipal debt, which has increased to more than R41bn, is reduced by half by 2014;
- c) Greater progress in working towards a debt-free society, by promoting a culture of saving and paying of services;
- d) All municipalities should have clean audits by 2014;
- e) Fraud and corruption in municipalities are reduced to a minimum by 2011;
- f) Clean cities, through the management of waste in such way that it creates employment and wealth by 2014;
- g) Ward Committees are transformed and empowered to be centres of cooperative governance where government institutions in a collective way interact with communities;
- h) Increased and effective monitoring of service providers by public representatives, officials and communities. Ward committees to sign off developmental projects;
- i) Trained and competent councillors, traditional leaders, ward

- committee members, CDWs and community activists by 2014;
- j) A reformed regime of remuneration and provision for tools and trade for councilors, ward committee members and CDWs by 2011;
- k) The number of service delivery protests are reduced significantly; and
- l) Thusong centres become the integrated face of cooperative governance in our local communities.

The staff of **CoGTA** is excited and committed to the challenge of its new and expanded mandate and will implement the identified deliverables working together with our stakeholders and communities to accelerate decent and quality service delivery in order to ensure a better for all by 2014.

20. Acronyms And Abbreviations

AFS	Annual Financial Statement
CBO	Community Based Organisation
CDW	Community Development Worker
CFO	Chief Financial Officer
CIP	Comprehensive Infrastructure Plan
CoGTA	Cooperative Governance and Traditional Affairs
CRL	Culture, Religious and Linguistic Commission
DBSA	Development Bank of Southern Africa
DDG	Deputy Director-General
DM	Disaster Management
DORA	Division of Revenue Act
DWAF	Department of Water Affairs & Forestry
EE	Energy Efficiency
ENE	Estimates of National Expenditure
EU	European Union
FBS	Free Basic Services
FSCM	Finance and Supply Chain Management
GPoA	Government Programme of Action
HOD	Head of Department
HOS	Hands-on Support
HRM&D	Human Resource Management and Development
IARM	Internal Audit and Risk Management
IDC	Industrial Development Corporation
IDP	Integrated Development Plan
IGR	Intergovernmental Relations
IMC	Inter-Ministerial Committee
ISRDP	Integrated Sustainable Rural Development Programme
KM	Knowledge Management
LAN	Local Area Network

LED	Local Economic Development
LGNET	Local Government Network
LGRC	Local Government Resource Centre
LGSA	Local Government Strategic Agenda
LGSETA	Local Government Sector Education and Training Authority
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
MLDP	Municipal Leadership Development Programme
MPRA	Municipal Property Rates Act
MR&E	Monitoring, Reporting and Evaluation
MTEF	Medium Term Expenditure Framework
MTSF	Medium Term Strategic Framework
NCBF	National Capacity Building Framework
NDMF	National Disaster Management Framework
NDMC	National Disaster Management Centre
NDPG	Neighborhood Development Partnership Grant
NETaRNRA	National Education, Training and Research Needs and Resources Analysis
NGO	Non-governmental Organisation
PALAMA	Public Administration Leadership and Management Academy
PFMA	Public Finance Management Act
PGDS	Provincial Growth and Development Strategies
PMS	Performance Management System
SADC	Southern African Development Community
SALGA	South African Local Government Association
SASQAF	South African Statistical Quality Assessment Framework
SDF	Service Delivery Facilitator
SOE	Standard Operating Environment
SONA	State of the Nation Address
URP	Urban Renewal Programme
USAID	United States Agency for International Development

21. Contact Details

**PUBLISHED BY THE DEPARTMENT OF
COOPERATIVE GOVERNANCE & TRADITIONAL
AFFAIRS**

Content Enquiries:

Ms Tumi Mketi
Deputy Director-General: Department of Cooperative Governance
Tel: +27 12 395 4622
e-mail: tumi@cogta.gov.za

Contact Details:

Ms Jeanny Morulane
Executive Manager: Internal Communications
Private Bag X 804
Pretoria
0001
South Africa

Tel: +27 12 395 4605
Fax: +27 12 395 4676
E-mail: jeanny@cogta.gov.za

ISBN: 978-0-620-46097-2
RP07/2010