



# Report on the Effectiveness of Public Service Leadership in the Promotion of Intergovernmental Relations

Public Service Commission

December 2009

## Vision

The Public Service Commission is an independent and impartial body created by the Constitution, 1996, to enhance excellence in governance within the Public Service by promoting a professional and ethical environment and adding value to a public administration that is accountable, equitable, efficient, effective, corruption-free and responsive to the needs of the people of South Africa.

## Mission

The Public Service Commission aims to promote the constitutionally enshrined democratic principles and values of the Public Service by investigating, monitoring, evaluating, communicating and reporting on public administration. Through research processes, it will ensure the promotion of excellence in governance and the delivery of affordable and sustainable quality services.

# Report on the Effectiveness of Public Service Leadership in the Promotion of Intergovernmental Relations



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Custodian of Good Governance



# Foreword



Public Service leadership plays a central role in ensuring that government's promises to society are translated into tangible programmes. This central role of Public Service leadership is even more critical in the implementation of programmes that cut across the three spheres of government. These spheres of government act as the critical link through which the overall State machinery endeavours to deliver seamless services to society. In this regard, there is a need for Public Service leadership to ensure effective collaboration and coordination of activities by providing the necessary strategic direction and technical support for the achievement of set objectives. Such collaboration and coordination becomes even more critical in instances where government is expected to deliver special projects such as the hosting of the 2010 FIFA World Cup.

Failure by one or more of the spheres of government could be seen as a weakness of the whole government machinery and in particular the Public Service's leadership role in meeting the expectations of society. This study by the Public Service Commission found that senior managers played a pivotal role in the promotion of intergovernmental relations to ensure progress in the development and implementation of the public transport infrastructure for the successful hosting of the 2010 FIFA World Cup.

However, there are a number of challenges that still warrant attention. These challenges, among others, relate to the absence of appropriate accountability regimes between the national, provincial and local spheres of government, sometimes making it difficult for provincial governments to hold municipalities accountable for conditional grants transferred by national departments for implementation of programmes at the local level. It became clear from the findings of the study that the clarification of roles and responsibilities in the delivery of services still poses a serious challenge.

I hope the contents of this report will create a dialogue about Public Service leadership necessary to improve cooperative government and the overall performance of the Public Service.

A handwritten signature in black ink, appearing to read 'RR Mgiijima', written over a light blue circular stamp.

**DR RR MGIJIMA**  
**CHAIRPERSON: PUBLIC SERVICE COMMISSION**

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# Acronyms

|           |   |
|-----------|---|
| DoT       | National Department of Transport  |
| DSR       | Department of Sport and Recreation                                      |
| FIFA      | Federation of International Football Association                        |
| IDP       | Integrated Development Plan   |
| IGR       | Intergovernmental Relations   |
| IGRF      | Intergovernmental Relations Framework                                   |
| IP        | Implementation Protocol   |
| INTOP     | Initial National Transport Operational Plan for the 2010 FIFA World Cup |
| MTEF      | Medium Term Expenditure Framework                                       |
| NLTTA     | National Land Transport Transition Act                                  |
| NMBMM     | Nelson Mandela Bay Metropolitan Municipality                            |
| OTP       | Office of the Premier   |
| PTIS      | Public Transport Infrastructure and Systems Fund                        |
| SANRAL    | South African National Road Agency Limited                              |
| SAPS      | South African Police Services   |
| SARCC     | South African Rail Commuter Corporation                                 |
| TAP       | 2010 Transport Action Plan  |
| IT        | Information Technology  |
| ITT (itt) | A UK-based engineering consulting firm                                  |
| LI        | Labour Intensification  |
| Logframe  | Logical framework   |
| M&E       | Monitoring and Evaluation   |
| MER       | Monitoring, Evaluation and Reporting                                    |
| MIG       | Municipal Infrastructure Grant  |
| MTR       | Mid-Term Review   |
| NEDLAC    | National Economic Development and Labour Council                        |
| NGO       | Non-Governmental Organisation   |
| OECD      | Organisation for Economic Cooperation and Development                   |
| PIG       | Provincial Infrastructure Grant   |
| PWP       | Public Works Programme  |
| SALDRU    | Southern Africa Labour and Development Research Unit                    |
| SETA      | Sector Education and Training Authority                                 |
| SMME      | Small, Medium and Micro Enterprises                                     |
| SOE       | State-Owned Enterprise  |



# Executive Summary

## 1. INTRODUCTION

In terms of Chapter 3 of the Constitution, government comprises national, provincial and local spheres which are distinctive, interdependent and interrelated. Notwithstanding this provision for separate and distinct spheres, government institutions are expected to work together collaboratively to ensure that policies and programmes are designed, implemented and monitored in an effective manner. The Public Service Commission (PSC) believes that effective Public Service leadership plays a pivotal role in the promotion of intergovernmental relations. In the absence of this effective leadership, government institutions are likely to continue working in silos, regardless of the enabling frameworks that have been put in place. In this context, the concept of leadership is not only limited to the roles and responsibilities of individual senior managers and Heads of Department. Instead, it also encompasses other dimensions such as the jurisdictional leadership roles of specific departments or spheres of government. For example, there are certain leadership roles that need to be played by the provincial sphere of government in the implementation of policies and programmes.

Through these leadership roles, the responsible sphere is expected to ensure that particular content is injected into and strategic direction provided to intergovernmental work. Lapses in the execution of these roles may compromise the rest of the intergovernmental relations value chain. It is, therefore, important to ensure that the way in which these leadership roles are exercised is monitored in order to identify areas of strength, and to address the weaknesses that may exist. This leadership role becomes particularly important during this period when the African Continent is looking upon South Africa to host a successful 2010 FIFA World Cup. Given the above, the PSC decided to assess the role played by Public Service leadership in promoting intergovernmental relations in the three spheres of government through planning and coordination of the development of the public transport infrastructure necessary for the 2010 FIFA World Cup.

## 2. OBJECTIVES

The overall objectives of the project were to:

- (a) Assess the effectiveness of Public Service leadership in fostering an integrated approach for the delivery of the transport infrastructure in the country to meet the challenges posed by the 2010 FIFA World Cup.



- (b) Identify success factors that are critical for effective leadership in promoting intergovernmental relations.
- (c) Make recommendations for the improvement of effective leadership in promoting intergovernmental relations.

### 3. METHODOLOGY

To achieve the proposed objectives, the following methodology was used:

- (a) Legislative requirements for the promotion of sound intergovernmental relations, particularly identifying those that have a direct link between leadership and effective intergovernmental relations were reviewed.
- (b) Literature review on the challenges affecting public service leadership and intergovernmental relations implementation was conducted.
- (c) Using the information obtained above, a questionnaire was developed.
- (d) Interviews with selected departments and municipalities (host cities) were conducted utilising the questionnaire.
- (d) The analysis of data obtained through the questionnaire and source documents was conducted.

### 4. FINDINGS

#### 4.1 Qualitative Analysis of Findings

##### 4.1.1 The critical role played by Public Service leadership in the effectiveness of Intergovernmental Relations structures

The preparations for the successful hosting of the 2010 FIFA World Cup present an opportunity for Public Service leadership to provide the necessary strategic leadership in terms of the overall effective coordination of intergovernmental relations and multi-sectoral projects that must be managed within a specified period. To accelerate the implementation of the transport infrastructure development, Public Service leadership is required to ensure that there is a close working relationship between all the important stakeholders. In this regard, specific institutional arrangements were established which gave the necessary technical support to those already provided for in the Intergovernmental Relations Framework Act. The creation of these special structures enhanced the effective coordination and management of the overall preparations for the successful hosting of the 2010 FIFA World Cup. For example, the Eastern Cape Department of Roads and Transport (DRT) developed a document to guide the functioning of such structures.

#### 4.1.1.1 Public Service Leadership established the Transport Technical Committee (TTC)

The Head of Department for the Department of Roads and Transport is the chairperson of the Transport Technical Committee (TTC) with senior managers from other departments and transport agencies participating as members. The role of this structure is to provide the administrative leadership of the transport infrastructure sector in the Eastern Cape.

#### 4.1.1.2 Senior managers from departments and municipalities participate in the Transport Coordinating Committee (TCC)


The Transport Coordinating Committee (TCC) comprises senior officials from provincial departments and the local municipalities in the province. The TCC is chaired by a senior manager from the DRT. The role of these senior managers in the TCC is to provide technical advice on transport related matters, and to ensure the maintenance of sound working relationships between affected and concerned transport stakeholders.

#### 4.1.1.3 The Department of Local Government and Traditional Affairs created the Metro Transport Forum in the Eastern Cape

The institution that is important in the effective functioning of the Metro Transport Forum is the provincial Department of Local Government and Traditional Affairs (DLGTA) through its administrative leadership which has the responsibility of ensuring that municipalities are accountable for the delivery of mandates. A provision is also made for the participation of senior managers in established joint forums between host cities and the various metropolitan municipalities which serves as a critical linkage between the Metro Transport Forum and the IGR Transport Forums. The participation of senior managers in joint forums has contributed to the effective functioning of Municipal Intergovernmental Forums in the province.

#### 4.1.1.4 The establishment of a dedicated functional structure by national Department of Transport

In terms of the 2010 Transport Action Plan, senior managers in the DoT are required to establish a dedicated functional structure consisting of senior managers to coordinate the intergovernmental public transport planning for the 2010 FIFA World Cup. The DoT established a dedicated functional structure led by senior managers to coordinate the intergovernmental public transport planning for the 2010 FIFA World Cup. Furthermore, the DoT also established a component internally to deal specifically with the issue of transport infrastructure planning to facilitate the success of the 2010 FIFA World Cup.



This component also provides the necessary support to the provinces. This support is also extended to other structures, such as the public Transport Sector Coordinating Forum, Host City Task Team, Land Transport Task Team and the Local Organising Committee transport sub-stream which are all led by Public Service leadership.

#### 4.1.2 The elevation of important Intergovernmental Relations issues to appropriate levels of political decision-making

Public Service leadership played a pivotal role in elevating important intergovernmental relations issues on the public transport infrastructure development to appropriate political decision-making level. For example, Public Service leadership through its participation in the TTC continuously provided progress reports on the implementation of programmes to the TRANSMEC. (i.e. committee consisting of the Member of the Executive Council responsible to Transport and Roads and Members of the Mayoral Committees responsible for transport in municipalities).

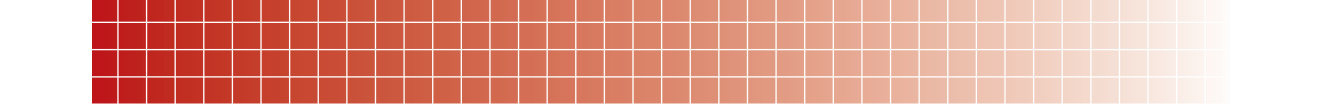
#### 4.1.3 The assessment of the effectiveness of important Intergovernmental Relations instruments

To ensure effective coordination of policy implementation between the spheres of government, the Intergovernmental Relations Framework Act of 2005 requires that Implementation Protocols (IPs) must be entered into by national, provincial and local levels. It should be noted that Public Service leadership is charged with the responsibility of ensuring that the IPs facilitate a seamless provision of services that have been identified as a national priority.

Given the importance of Public Service leadership and the IPs in the implementation of national priorities such as the development of the public transport infrastructure, the extent to which these instruments are employed was assessed. The PSC established that IPs are not always developed as required or are not adequately coordinated. The municipalities in particular appeared to know very little about the IPs. There was, however, an indication that some MOAs were developed to support the transport development priorities related to the 2010 FIFA World Cup event. These agreements are set to clearly outline the obligations of the different stakeholders.

#### 4.1.4 The extent to which IGR funding instruments are effectively utilised

The Public Transport Infrastructure and System Fund (PTIS) was established to accelerate the pace of investment in public transport and non-motorised transport infrastructure in order to meet the transport requirements for the 2010 FIFA World Cup. The PTIS is utilised as an instrument in which grants are transferred from the DoT to host cities



to enable the achievement of priorities pertaining to the development of the public transport infrastructure. Therefore, the success or failure in procuring the necessary funding for the development of public transport infrastructure would be attributed to the role of Public Service leadership.

The PSC has established that senior managers played a critical role in securing approval and transfer of the necessary funds. In addition, it was also found that in some instances senior managers have created an environment in which the approval and transfer of funds was quicker than expected. However, concerns raised related to funding which only catered for the host cities, leaving out the provincial roads that serve as links to host cities under-developed.

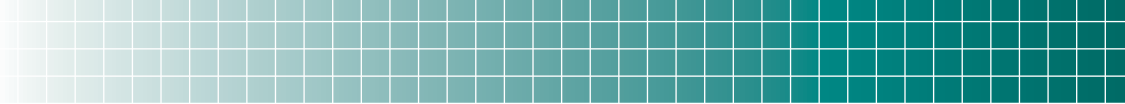
#### 4.1.5 The assessment of the effectiveness of the accountability regimes created by Public Service leadership in the promotion of Intergovernmental Relations

The development and implementation of the public transport infrastructure for the 2010 FIFA World Cup which requires coordination and collaboration between the three spheres of government places high importance on the issue of accountability. Accountability in this instance refers to the manner in which each sphere of government could be held responsible for the implementation of programmes in its respective functional area. The study has found that Public Service leadership is hamstrung by the absence of appropriate accountability regimes between the national, provincial and local spheres of government.

For example, Public Service leadership, particularly at provincial levels cannot exercise any powers in respect of activities taking place at the local government level. These activities include the funds obtained by local municipalities from the DoT for the purpose of developing public transport infrastructure necessary for the successful hosting of the 2010 FIFA World Cup. Therefore, the absence of appropriate accountability regimes has led to a situation where the overall government machinery's ability to track progress and address challenges was severely compromised.

## 5. RECOMMENDATIONS

5.1 The Departments of Public Service and Administration (DPSA) and Cooperative Governance and Traditional Affairs (COGTA) must review the existing systems for managing and reporting on performance to better recognise and incentivise intergovernmental collaboration. The current provisions in the Senior Management Service (SMS) Handbook for including integrated governance in all the Performance Agreements (PAs) of HoDs do not adequately achieve this.

- 
- 5.2 The DPSA and COGTA should ensure that proposals contained in the Department of Public Service and Administration's Framework for Managing Joint Programmes are implemented to ensure effective collaboration and coordination by senior managers in the different spheres of government in implementing programmes that cut across all three levels. The implementation of the proposals contained in the Framework for Joint Programmes must be done by not later than July 2010.
  - 5.3 The Public Service leadership in the Offices of the Premier must be strengthened to ensure that there is sufficient capacity to monitor and support provincial departments and municipalities in the implementation of joint programmes.
  - 5.4 The alignment of the planning frameworks should be accelerated to facilitate better intergovernmental cooperation in the resourcing and delivery of critical services such as public transport infrastructure, sanitation, water and electricity.



# Chapter One

## Introduction

## 1.1 BACKGROUND

In terms of Chapter 3 of the Constitution, government comprises national, provincial and local spheres which are distinctive, interdependent and interrelated. Notwithstanding this provision for separate and distinct spheres, government institutions are expected to work together collaboratively to ensure that policies and programmes are designed, implemented and monitored in an effective manner. Against this background, government found it necessary to put in place enabling frameworks that will further facilitate better relations between the different spheres. These include, among others, the Intergovernmental Relations Framework (IGRF) Act of 2005 and the Framework for Implementing Joint Programmes. Nonetheless, the Public Service Commission (PSC) believes that ultimately, effective leadership is what is required to ensure success in the promotion of intergovernmental relations. Without such leadership, government institutions are likely to continue working in silos, regardless of the enabling frameworks that have been put in place.

The concept of leadership is not only limited to the roles and responsibilities of individual senior managers and Heads of Department. Instead, it also encompasses other dimensions such as the jurisdictional leadership roles of specific departments or spheres of government. For example, there are certain leadership roles that need to be played by the provincial sphere of government in the implementation of policies and programmes. Through these leadership roles, the responsible sphere is expected to ensure that particular content is injected into and strategic direction provided to intergovernmental work. Lapses in the execution of these roles may compromise the rest of the intergovernmental relations value chain. It is, therefore, important to ensure that the way in which these leadership roles are exercised is monitored in order to identify areas of strength and to address the weaknesses that may exist.

This leadership role becomes particularly important during this period when the African Continent is looking upon South Africa to host a successful 2010 FIFA World Cup. In preparations to host this event, certain cities across the three spheres of government were identified. These preparations do not only include the building of stadia but also the development of the transport infrastructure because people will be commuting to various venues across the country. In this regard, the Minister of Transport committed the government and made guarantees to FIFA that, the Department of Transport and all its stakeholders including provincial and local governments will ensure and provide 'world class transport services' to the FIFA community and the potential spectators. In order to establish whether indeed there is the requisite readiness of the transport infrastructure, it is necessary to assess the role played by leadership in the three spheres of government in planning and coordinating responsibilities at each level, and to ascertain whether this does indeed promote intergovernmental relations.

## 1.2 MANDATE OF THE PUBLIC SERVICE COMMISSION

In terms of section 196 (4) (b) of the Constitution, read in conjunction with section 9 and 10 of the Public Service Commission Act, 1997<sup>1</sup>, the PSC is mandated to investigate, monitor and evaluate the organisation and administration of the Public Service. In addition, the powers and functions of the PSC include proposing measures to ensure effective and efficient performance within the public service. Effective intergovernmental coordination is an important element of organisation and administration of the Public Service. The evaluation of the three spheres of government would enable the PSC to propose measures to enhance public service performance through effective coordination and collaboration.

## 1.3 OBJECTIVES OF THE STUDY

The objectives of the project were to:

- (a) Assess the effectiveness of Public Service leadership in the promotion of integrated governance necessary for the delivery of the transport infrastructure in the country for the 2010 FIFA World Cup and beyond.
- (b) Identify success factors that are critical for effective leadership in promoting intergovernmental relations.
- (c) Generate recommendations for the improvement of effective leadership in promoting intergovernmental relations.

## 1.4 SCOPE OF THE STUDY

The institutions covered during the study are as follows:

- National Department of Transport (DoT)
- Department of Public Works, Roads and Transport (Gauteng province)
- Department of Sports, Recreation, Arts and Culture (Gauteng province)
- The City of Johannesburg (Gauteng province)
- Office of the Premier (OTP) (Eastern Cape province)
- Department of Roads and Transport (Eastern Cape province)
- The Nelson Mandela Bay Municipality (Eastern Cape province)

<sup>1</sup> Republic of South Africa. Constitution of the Republic of South Africa, Act 195 1(b) of 1996.



## 1.5 METHODOLOGY

The methodology of the study was as follows:

- The desk-top study of legislation which provides requirements for the promotion of sound intergovernmental relations was conducted.
- This was followed by a literature review on the challenges affecting public service leadership and intergovernmental relations implementation.
- Using the information obtained from the desk-top study of legislation and literature as indicators, a questionnaire was developed. The questionnaire sought to establish the extent to which the three spheres of government collaborate and coordinate their activities to achieve a common strategic objective. The participants were requested to fill in the questionnaires that were distributed by the PSC.
- Interviews with selected departments and municipalities (host cities) were conducted utilising the questionnaire. For example, the sample was chosen on the basis that a comparison had to be made between Gauteng and the Eastern Cape given the different economic development challenges that are prevalent in these provinces.
- The analysis of data obtained through the questionnaire and source documents was conducted.

## 1.6 LEGISLATIVE FRAMEWORK GOVERNING INTERGOVERNMENTAL RELATIONS

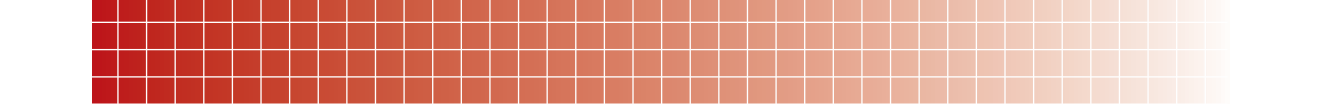
### 1.6.1 The Constitution of the Republic of South African [Chapter 3] on Cooperative/Intergovernmental Relations

Section 40 (1) of the Constitution states that in the Republic, government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated. Furthermore, in terms of Section 40 (2) all spheres of government must observe and adhere to the principles in Chapter 3 of the Constitution which emphasises the need for government to work with one another in mutual trust and faith, and conduct their activities within the provisions of the Act.

### 1.6.2 Intergovernmental Relations Framework Act (IGRF), 2005<sup>2</sup>

The objective of the Act is to provide the principles of co-operative government as set out in Chapter 3 of the Constitution. The framework states that the national, provincial

2 *Republic of South Africa. Department of Provincial and Local Government. Intergovernmental relations Framework Act. 2005*



and local spheres of government and all organs of state within those governments should facilitate coordination in the implementation of policy and legislation including coherent government, effective provision of services, monitoring implementation of policy and legislation and realisation of national priorities.

### 1.6.3 Intergovernmental Fiscal Relations Act, 1997<sup>3</sup>

The purpose of the Intergovernmental Fiscal Relations Act, 1997, is to promote co-operation between the national, provincial and local spheres of government on fiscal, budgetary and financial matters, to prescribe a process for the determination of an equitable sharing and allocation of revenue raised nationally, and to provide for matters in connection therewith.

## 1.7 STRUCTURE OF THE REPORT

The report is structured as follows:

**Chapter 2** reflects the dynamics of intergovernmental relations and the Public Service leadership.

**Chapter 3** provides a discussion on the analysis conducted during the study and reflects on the findings of the study.

**Chapter 4** provides recommendations and conclusion.

3 *Republic of South Africa. National Treasury. Intergovernmental Fiscal Relations Act. 1997*

# Chapter Two

## The Dynamics of Intergovernmental Relations

## 2.1 INTRODUCTION


This chapter provides an assessment of the role played by Public Service Leadership in ensuring the effective functioning of intergovernmental relations. In addition, there is also a discussion of the large-scale programme that is currently implemented by the South African Government, namely, the 2010 FIFA World Cup, which will test the quality of the existing intergovernmental relations with regards to the implementation of transport infrastructure. Related to this issue, the chapter also considers best practices from international examples and experiences, and ponders on the impact such projects might have on intergovernmental cooperation in key sectors such as Transport. The chapter concludes by presenting an analysis of the challenges that are likely to confront national, provincial and local spheres of government in their implementation of policies and service delivery.

## 2.2 THE IGR CHALLENGES OF MANAGING JOINT PROGRAMMES

The challenges confronting effective IGR practice in South Africa stem largely from a need to manage tensions created by the distinct status that the three spheres of government share, and the unbalanced authority which differentiates them. These challenges are perhaps most evident in cases of special purpose projects or programmes of a national scale which require inputs from all three levels of government. Such programmes have the potential to expose the challenges of managing the IGR tensions, including issues such as ensuring that the allocation of budgets and resources are aligned with planning agreements, decisions about who coordinates and where accountability resides amongst the spheres and whether sufficient human resource capacity is available among all the spheres.

The 2010 FIFA World Cup is an example of how national, provincial and local governments need to tackle the challenges of working jointly. The international prestige and popularity of the Football World Cup will significantly test the effectiveness of the country's public sector. This is even more acutely recognised in the public transport sector, which is charged with the responsibility to ensure that travel infrastructure and traffic services facilitate the smooth movement of people and goods across the country.

In preparation for the development of the required transport for this event, South Africa's public transport sector has considered lessons from international practice to guide its own World Cup readiness. Such preparations would need to consider the functional interdependence and interrelatedness of how the three spheres will support hosting the World Cup, whilst at the same time balancing the distinct legislative and executive status of each sphere. A review of international examples shows that the global status coupled with the spatial and logistical scale of major events, such as the



Olympic Games, the Football World Cups, and Commonwealth Games tend to force public sector bodies at different levels of government to initiate and plan more creatively in order to draw on resources residing at various levels of government. It is important to note that the successful hosting of the 2006 FIFA World Cup in Germany was realised through collaboration and coordination between the different spheres of government<sup>4</sup>.

A familiar picture to that of Germany was described by the United States Department of Transportation during the Salt Lake City's hosting of the XIX Olympic Winter Games in 2002<sup>5</sup>. This time under the direction of the Utah State Department of Transport, it was observed that while there were many factors that contributed to the success of the Olympic Winter Games, the single most important factor was that all agencies, namely, federal, state and local were working together, and therefore, everyone was sharply focused on a common mission. More specifically, this account of Utah's preparation for the Games observed that representatives of the State transport department, federal and local transport agencies were located at a joint command center, so that multidisciplinary teams of experts could deal with issues as soon as they arose. It was also mentioned that in order to enhance inter-agency cooperation, personnel from different bodies attended staff meetings of other agencies on a periodic basis to discuss common operational problems, coordination, and the establishment of working groups.

A final example of the impact that hosting global major events has had on the functioning of intergovernmental relations comes from the 2000 Sydney Olympic Games. As with Salt Lake City, the state government assumed a prominent role for planning and coordinating transport in the municipal area together with specialised agencies<sup>6</sup>. In addition, the transport sector transcripts from the New South Wales state legislative assembly recorded the state Minister of Transport noting that the great lesson learned was the benefit of greater coordination, which resulted in a decision by the state Department of Transport to retain a core group of Olympic Roads and Transport Authority (ORTA) officials after the Olympic Games to ensure the effective coordination of major events in the city<sup>7</sup>.

These examples suggest at least two considerations about intergovernmental relations and the hosting of major events. The first is the strategic leadership role assumed by one level of government in spearheading and coordinating transportation as well as road and traffic efforts. Secondly, it is clear that the use of creative functional arrangements did not only bypass existing bureaucratic structures, but also drew on the input of government

4 Gorge, R. *Focus on Transportation in Germany's 2006 FIFA World Cup*. Civil Engineering. 2006.

5 Mathis, P. *Behind the Scenes at the Olympics*. Department of Transportation: Federal Highway Administration. United States of America. 2002

6 Owen, N. *The Local Impacts of the Sydney 2000 Olympic Games: Processes and Politics of Venue Preparation*. Monograph Series (3). The Centre for Olympic Studies, University of New South Wales. Not dated.

7 Parliament of New South Wales. *Olympic and Paralympic Games Transport*. New South Wales. 2000.

officials at various levels (i.e. joint command/operation centres with empowered personnel).

## 2.3 CHALLENGES FACING THE PRACTICE OF INTERGOVERNMENTAL RELATIONS IN SOUTH AFRICA

The challenges that continue to face intergovernmental relations in South Africa can be traced to the Constitution of the Republic of South Africa, 1996, which for the first time introduced a basis for intergovernmental relations (through the notion of co-operative government). The Constitution gives the National Assembly the power to pass legislation with regard to functional matters which are shared by national and provincial bodies (Schedule 4). The National Assembly is further empowered to intervene by passing legislation in relation to functions listed as exclusive provincial legislative competence, where this is deemed necessary to maintain essential national norms and standards required for the effective rendering of services.


Finally, Section 100 of the Constitution also spells out the consequences for provincial governments that are judged as not having fulfilled an executive obligation in terms of legislation or the Constitution. The section does this by authorising the national government to intervene in a province to the extent that it assumes direct responsibility for a relevant obligation in order to meet the same essential norms and standards that national government itself is mandated to develop. These provisions give the national sphere considerable room to influence the functioning of provincial governments based on the policy authority of the former. In this regard, it should be noted that although the Constitution allows provinces to introduce legislation, the national government may overturn that legislation through section 146 which deals with uniform norms and standards<sup>8</sup>.

One of the key challenges observed during the literature review concerns how the three spheres have managed the functional areas of legislative competence which the Constitution assigns to each in Schedules 4 and 5. These functional areas are specific sector or service delivery areas (i.e. Education, Health, Agriculture, Tourism, Transport, etc.) assigned to each level of government. Concerns have been raised about how the three spheres of government have managed their functional roles and responsibilities<sup>9</sup>:

For example, the HSRC has argued that the allocation of and relationship between functions assumed by the three spheres of government do not adequately speak to the principles of interdependence and interrelatedness as advanced in Chapter 3 of the

8 Reddy, PS. *Intergovernmental Relations in South Africa. Politeia. 2001.*

9 HSRC, *Indlovu Link CC, Khanya. Review of Schedules 4 and 5 of the Constitution of the Republic of South Africa Act 108 of 1996.*



Constitution. The absence of a coordinated effort by the three spheres of government had in some instances led to the duplication of government programmes in providing services which require the input of national, provincial and local governments. The gist of this nuanced and possibly elusive argument can perhaps be best seen in the example of 'joint work', which typically takes the form of special purpose programmes (such as the development of the public transport system) requiring the participation of more than one sphere of government, and is often rooted in functions that the Schedules define as shared or 'concurrent' between the spheres.

Joint work in governments the world over is generally a challenge<sup>10</sup> Layman acknowledged problems with joint work in his ten year review of intergovernmental relations and service delivery, by observing the following<sup>11</sup>:

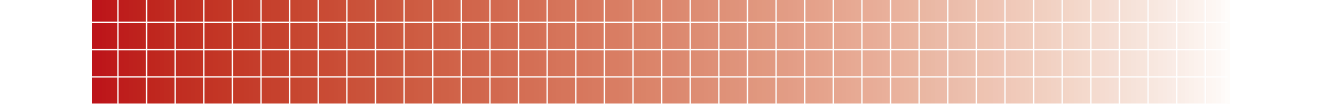
- Lack of clear financial accountability (i.e. single-point accountability) in view of multi-point/sphere expenditure;
- The challenges of efficient decision-making whilst working across spheres;
- Accommodating joint-work within traditional line function and hierarchical government structures remains a challenge; and
- Alignment of interdepartmental and intergovernmental planning and budgeting has been problematic.

These problems were also acknowledged when the South African government published its own *Framework for Managing Joint Programmes*<sup>12</sup>. The development of the framework was an acknowledgement of the difficulties experienced at an executive level of integrating work across spheres of government. The framework points out that as a result of departments working in a fragmented manner, it is difficult for the whole of government outcomes to be achieved. An important lesson emerging from most of the work that has been reviewed is that for intergovernmental work to succeed there has to be a culture change within government. The predominant culture is often one of silos, and this makes it difficult for officials to work and collaborate across vertical and horizontal boundaries. The role of Public Service leadership in promoting a culture of collaboration cannot be overemphasised. Such a culture recognises and values the benefits of intergovernmental work and sees government as comprising one interdependent team. Where this culture prevails, officials are likely to find a way to collaborate even where no enabling regulatory provisions exist.

10 Australia. State Service Authority. *Joined Up Government: A review of national and international experiences. Working Paper Number 1. 2007.*

11 Layman, T. *Intergovernmental Relations and Service Delivery in South Africa: A Ten-Year Review. Commissioned by The Presidency. 2003.*

12 Republic of South Africa. Department of Public Service and Administration. *Framework for Managing Joint Programmes. 2005*



Apart from promoting such a culture, Public Service leadership also has a critical role to play in ensuring an appreciation of the whole of government's goals that are being pursued. Given that joint work normally arises out of the need to achieve cross cutting goals, it is important that these goals are fully understood and focused on as the compass that directs all the forms and steers the team as they deal with the challenges that they encounter. The South African government is moving in the direction of an outcome based approach to improving performance whereby key government priorities will be translated into a set of 25 to 30 outcomes which must be achieved through joint work<sup>13</sup>. It can be expected that Public Service leadership will be required to step up and serve as the administrative custodians of these outcomes to accordingly mobilise their teams to work towards these.

The Senior Management Service (SMS) Handbook has attempted to recognise the centrality of such collaborative work by requiring all Heads of Department (HoDs) to include "Integrated Governance" as a mandatory Key Result Area in their Performance Agreements (PAs)<sup>14</sup>. However, from the PSC's experience of assessing and filing the PAs of HoDs, this is the practice largely interpreted to mean participation in the Clusters of the Forum for South African Directors-General (FOSAD). While such participation is important, it is not in itself enough to serve as a mechanism for promoting joint work.

## 2.4 SUMMARY

This chapter has provided an assessment of the role played by Public Service Leadership in ensuring the effective functioning of intergovernmental relations. In addition, there was also a discussion of the large-scale programme that is currently implemented by the South African Government such as the 2010 FIFA World Cup public transport infrastructure development. This discussion was located within the best practices from international examples and experiences. The chapter concluded by presenting an analysis of the challenges that confronted national, provincial and local spheres of government in their implementation of policies and service delivery.

13 Republic of South Africa. The Presidency. *Improving Government Performance: Our Approach*. Pretoria. 2009.

14 Republic of South Africa. Department of Public Service and Administration. *The Senior Management Service Handbook*. Pretoria. 2001.



# Chapter Three

## Findings and Analysis

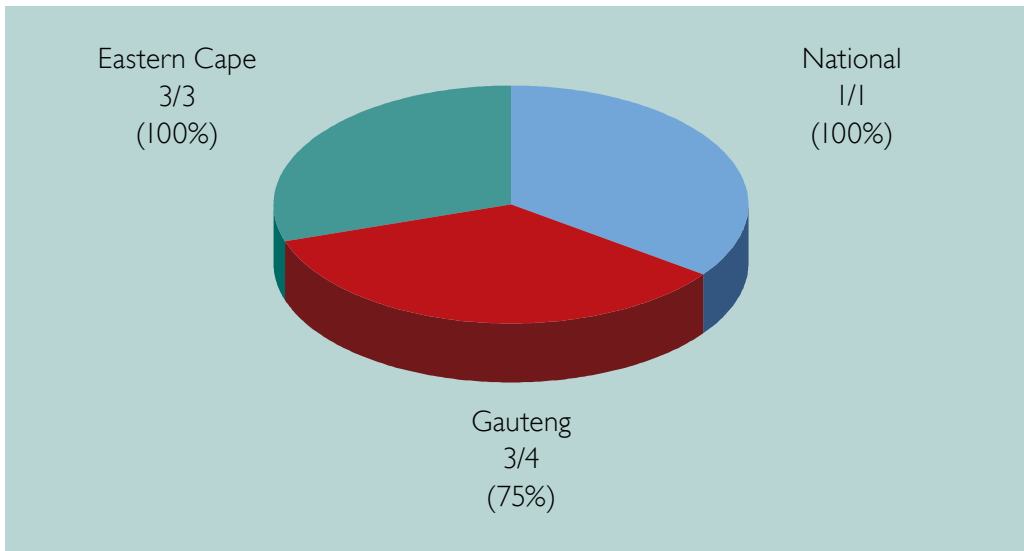
### 3.1 INTRODUCTION

This chapter provides the findings and analysis of the extent to which Public Service leadership has promoted collaboration and coordination in government activities to ensure the delivery of a 'world class' transport infrastructure necessary for transporting the spectator community and society in general during and after the 2010 World Cup. The analysis is based on the questionnaires developed and distributed to institutions selected to participate in the study.

### 3.2 RESPONSE RATE BY INSTITUTIONS

Seven carefully selected institutions were included in the study, namely, the national Department of Transport, Gauteng Department of Sports, Recreation, Arts and Culture, Gauteng Department of Roads and Public Transport, City of Johannesburg, Eastern Cape Office of the Premier, Eastern Cape Department of Roads and Transport and the Nelson Mandela Metropolitan Municipality. Each of these seven institutions was provided with a comprehensive questionnaire to complete and all of them responded. **Figure I** below provides a synopsis of the response rate from the institutions selected to participate in the study.

**Figure I: Response rate of questionnaires received**



## 3.3 QUALITATIVE ANALYSIS AND FINDINGS

The analysis and findings focused on the following areas:

- The critical role played by Public Service leadership in the effectiveness of Intergovernmental Relations structures;
- The elevation of important Intergovernmental Relations issues on the public transport infrastructure development to appropriate levels of political decision-making;
- The assessment of the effectiveness of key Intergovernmental Relations' instruments;
- The extent to which IGR funding instruments have been effectively utilised to finance an enabling transport infrastructure for the 2010 World Cup; and
- The assessment of the effectiveness of the accountability regimes created by Public Service leadership in the promotion of Intergovernmental Relations.

### 3.3.1 The critical role played by Public Service leadership in the effectiveness of Intergovernmental Relations structures

The preparations for the successful hosting of the 2010 FIFA World Cup present an opportunity for Public Service leadership to provide the necessary strategic leadership in terms of the overall effective coordination of intergovernmental relations and multi-sectoral projects that must be managed within a specified period. To accelerate the implementation of the transport infrastructure development, Public Service leadership is required to ensure that there is a close working relationship between all the important stakeholders. In this regard, specific institutional arrangements were established which gave the necessary technical support to those already provided for in the Intergovernmental Relations Framework Act. The creation of these special structures enhanced the effective coordination and management of the overall preparations for the successful hosting of the 2010 FIFA World Cup. The role players in these structures include senior managers from provincial governments and host city municipalities who have specific responsibilities that are related to this major event. For example, the Eastern Cape Department of Roads and Transport (DRT) developed a document to guide the functioning of such structures.

In addition, a summit involving senior managers was also organised in which operational plans as required by the 2010 Transport Action Plan for the 2010 FIFA World Cup were developed. These structures have proven to be important vehicles for the monitoring of progress and a platform for learning networks.

### 3.3.1.1 Public Service Leadership established the Transport Technical Committee (TTC)

The Head of Department for the Department of Roads and Transport is the chairperson of the Transport Technical Committee (TTC) with senior managers from other departments and transport agencies participating as members. The role of this structure is to provide the administrative leadership of the transport infrastructure sector in the Eastern Cape. Public Service leadership plays a critical role in the effective functioning of the TTC. This role is even strengthened by the participation of the HoD for the Department of Roads and Transport who chairs its meetings.

### 3.3.1.2 Senior managers from departments and municipalities participate in the Transport Coordinating Committee (TCC)

The Transport Coordinating Committee (TCC) comprises senior officials from provincial departments and the local municipalities in the province. The TCC is chaired by a senior manager from the DRT. The role of these senior managers in the TCC is to provide technical advice on transport related matters, and to ensure the maintenance of sound working relationship between affected and concerned transport stakeholders.

The biggest challenge facing senior managers seems to be the implementation of policies and a lack of synergy between the three spheres of government. Specific challenges mentioned by the different stakeholders included the following:

- The development of transport infrastructure does not adequately focus on alternative routes to host cities and base camps (i.e. venues to be utilised by different 2010 soccer teams for training), and this might jeopardise the whole system;
- Often the involvement of high level stakeholders inhibits open discussions, dialogue and/or debates;
- Ineffective planning and coordination of meetings; and
- Lack of guidance from the DoT with regards to critical issues.

It is imperative for Public Service leadership to ensure that the above-mentioned challenges are adequately addressed as this would bolster the effective functioning of TCC as a critical administrative structure concerned with the promotion of effective intergovernmental relations.

### 3.3.1.3 The Department of Local Government and Traditional Affairs created the Metro Transport Forum in the Eastern Cape

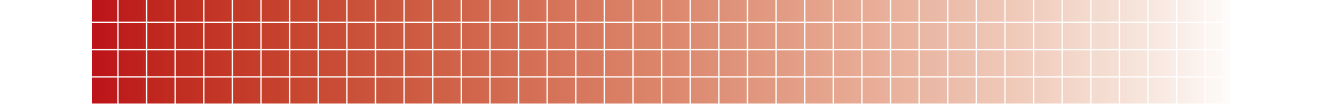
The institution that is important in the effective functioning of the Metro Transport Forum is the provincial Department of Local Government and Traditional Affairs (DLGTA) through its administrative leadership which has the responsibility of ensuring that municipalities are accountable for the delivery of mandates. A provision is also made for the participation of senior managers in established joint forums between host cities and the various metropolitan municipalities which serve as a critical linkage between the Metro Transport Forum and the IGR Transport Forums. The participation of senior managers in joint forums has contributed to the effective functioning of Municipal Intergovernmental Forums in the province.

Furthermore, the DLGTA appointed a senior strategic manager to facilitate meetings of the Metro Transport Forums and the IGR Transport Forums. This approach has facilitated interaction between these forums. In addition, ad hoc meetings between senior managers of the host city (Nelson Mandela Metropolitan Municipality) and non-host cities in the province have facilitated higher levels of interaction. These meetings have a direct and positive impact on communication and lead to more effective sharing of information among senior managers and the relevant institutions. These meetings had also resulted in the promotion of consistency in the planning and implementation of operational plans between the various cities.

The limited funding has, however, presented challenges for the effective functioning of Municipal IGR Forums and the Metro Transport Forum. In addition, there is a lack of a shared vision and conviction among all stakeholders including senior managers that the 2010 FIFA World Cup would result in the creation of more job opportunities, which in turn would result in a higher level of quality of life. Concerns were also raised that the reduction of unemployment will not be sustained by the 2010 projects.

### 3.3.1.4 The establishment of a dedicated functional structure by national Department of Transport

In terms of the 2010 Transport Action Plan, senior managers in the DoT are required to establish a dedicated functional structure consisting of senior managers to coordinate the intergovernmental public transport planning for the 2010 FIFA World Cup. The DoT established a dedicated functional structure led by senior managers to coordinate the intergovernmental public transport planning for the 2010 FIFA World Cup. Furthermore, the DoT also established a component internally to deal specifically with the issue of transport infrastructure planning to facilitate the success of the 2010 FIFA World Cup. This component also provides the necessary support to the provinces. This support is



also extended to other structures, such as the public Transport Sector Coordinating Forum, Host City Task Team, Land Transport Task Team and the Local Organising Committee transport sub-stream which are all led by Public Service leadership.

However, one respondent representing 14% of all the responses was of the view that this dedicated structure has not been fully established by the DoT to coordinate the intergovernmental public transport infrastructure development and to provide support to provinces and host cities. Respondents were unanimous in stating that the functional structure established by senior managers in the DoT needs to be strengthened to ensure that the necessary support and guidance is provided to provinces and host cities. Respondents proposed the following to strengthen the component:

- The component should ensure that resolutions taken at various transport forums are implemented and that continuous reporting on progress is followed through;
- Capacity of the component in terms of human and other resources should be strengthened to ensure effective implementation of decisions;
- The component should ensure enhanced coordination, consultation and information sharing between various transport forums including the provision of the necessary financial support; and
- The component should establish a project management team to effectively coordinate and provide guidance to host cities on ticketing mechanisms between different modes of transport during and after the 2010 FIFA World Cup.

### 3.3.2 The elevation of important Intergovernmental Relations issues to appropriate levels of political decision-making

Public Service leadership played a pivotal role in elevating important intergovernmental relations issues on the public transport infrastructure development to appropriate political decision-making levels. For example, Public Service leadership through its participation in the TTC was responsible for ensuring that the decisions taken at a higher level are implemented. In addition, the Public Service leadership through this structure had continuously provided progress reports on the implementation of programmes to the TRANSMEC (i.e. committee consisting of the Member of the Executive Council responsible to Transport and Roads and Members of the Mayoral Committees responsible for transport in municipalities).

### 3.3.3 The assessment of the effectiveness of important Intergovernmental Relations instruments

To ensure effective coordination of policy implementation between the spheres of government, the Intergovernmental Relations Framework Act of 2005 requires that Implementation Protocols (IPs) must be entered into by national, provincial and local levels. It should be noted that Public Service leadership is charged with the responsibility of ensuring that the IPs facilitate a seamless provision of services that have been identified as national priority.

Given the importance of Public Service leadership and the IPs in the implementation of national priorities such as the development of the public transport infrastructure, the extent to which these instruments are employed was assessed.

The PSC established that IPs are not always developed as required or are not adequately coordinated. The municipalities in particular appeared to know very little about the IPs. There was, however, an indication that some MOAs were developed to support the transport development priorities related to the 2010 FIFA World Cup event. These agreements are set to clearly outline the obligations of the different stakeholders.

The DoT also indicated that workshops and road shows were conducted to capacitate senior managers of affected municipalities in the formulation of Integrated Transport Plans and the interpretation of the National Land Transport Transition Act (NLTTA) in planning for transport infrastructures in line with IPs. It was further established that the senior managers of affected provincial departments facilitated the IPs with the Metropolitan Municipalities. The effectiveness of the implementation of IPs could, however, not be established during the study, although concerns about adherence to the IPs were raised. For example, there was an indication that as a result of inadequate communication between the DoT and the Department of Environmental Affairs and Tourism delays were experienced with regard to the approval of applications to conduct the environmental impact assessment studies necessary for the development of public transport infrastructure.

Also concerns were raised that resolutions taken are not always properly communicated for quick implementation to avoid delays on the planned schedules of delivery. In order to ensure the effective development of public transport infrastructure necessary for the successful hosting of the 2010 FIFA World Cup, Public Service leadership should rise to the occasion and ensure that IPs are properly implemented. Without proper employment of IPs, effective and functioning intergovernmental relations would remain a distant reality.

### 3.3.4 The extent to which IGR funding instruments are effectively utilised

The Public Transport Infrastructure and System Fund (PTIS) was established to accelerate the pace of investment in public transport and non-motorised transport infrastructure in order to meet the transport requirements for the 2010 FIFA World Cup. The PTIS is utilised as an instrument in which grants are transferred from the DoT to host cities to enable the achievement of priorities pertaining to the development of the public transport infrastructure. Therefore, the success or failure in procuring the necessary funding for the development of public transport infrastructure would be attributed to the role of Public Service leadership. In this regard, the extent to which the senior managers assist with the procuring of PTIS to fund the development of the transport infrastructure delivery was probed.

The PSC has established that senior managers played a critical role in securing approval and transfer of the necessary funds. In addition, it was also found that in some instances senior managers have created an environment in which the approval and transfer of funds was quicker than expected. However, concerns raised related to funding which only catered for the host cities, leaving out the provincial roads that serve as links to host cities under-developed. This is an indication that there is a need for national and provincial senior managers to better coordinate their efforts in order to ensure that funds are available timeously to provincial departments that deal with roads and municipalities. This will ensure that planning and implementation happens at the same time and there is no differentiation between provincial and local roads.

The Departments of Sport, Recreation, Arts and Culture and Roads and Public Transport in Gauteng province indicated that they cannot comment on this part of the questionnaire because their involvement is specific to coordination and that the role that the province plays is limited. This is because funds from the DoT are transferred directly to municipalities who see themselves as having no obligation to account to the provincial government on the manner in which allocated funds have been expended. This is an indication of how officials limit the interpretation of their coordinating roles. Planning and coordination should be seen to inherently include the budgeting aspects and monitoring the utilisation of funds in implementing projects.

The DoT and Departments of Sport, Recreation, Arts and Culture and Roads and Public Transport in the Gauteng province, raised concerns with the expenditure levels in general. More importantly, the DoT indicated that expenditure on infrastructure development by relevant stakeholders is poor. It is therefore, incumbent upon Public Service leadership to ensure that expenditure levels on public transport infrastructure increase in the interest of the successful hosting of the 2010 FIFA World Cup.



### 3.3.5 The assessment of the effectiveness of the accountability regimes created by Public Service leadership in the promotion of Intergovernmental Relations

The development and implementation of the public transport infrastructure for the 2010 FIFA World Cup which requires coordination and collaboration between the three spheres of government places high importance on the issue of accountability. Accountability in this instance refers to the manner in which each sphere of government could be held responsible for the implementation of programmes in its respective functional area. Therefore, Public Service leadership at all levels is expected to take responsibility of the implementation of programmes and account for progress or failure thereof. However, Public Service leadership is hamstrung by the absence of appropriate accountability regimes between the national, provincial and local spheres of government. The absence of accountability regimes is further complicated by inadequate monitoring and evaluation teams consisting of all the stakeholders including senior managers representing the three spheres of government.

In this regard, the study has found that Public Service leadership, particularly at provincial levels cannot exercise any powers in respect of activities taking place at the local government level. These activities include the funds obtained by local municipalities from the DoT for the purpose of developing public transport infrastructure necessary for the successful hosting of the 2010 FIFA World Cup. This is due to the fact that national legislation dealing with the disbursement and transfer of conditional and other grants do not make provision for appropriate accountability regimes which enable Public Service leadership at both national and provincial levels to hold senior managers at the local spheres of government accountable. The absence of appropriate accountability regimes could lead to a situation where the overall government machinery's ability to track progress and address challenges is severely compromised.

# Chapter Four

## Recommendations and Conclusion

## 4.1 INTRODUCTION

The findings of the study within the selected institutions clearly indicate that there are challenges with regards to integration and coordination of intergovernmental relations. This is even more concerning given the role of intergovernmental relations in the hosting of the 2010 FIFA World Cup in the country. The successful development and implementation of the transport infrastructure is critical to the success of this event. Therefore, specific interventions to ensure the success of the public transport sector during this major event have to be developed.

## 4.2 RECOMMENDATIONS

4.2.1 The Departments of Public Service and Administration (DPSA) and Cooperative Governance and Traditional Affairs (COGTA) must review the existing systems for managing and reporting on performance to better recognise and incentivise intergovernmental collaboration. The current provisions in the Senior Management Service (SMS) Handbook for including integrated governance in all the Performance Agreements (PAs) of HoDs do not adequately achieve this.

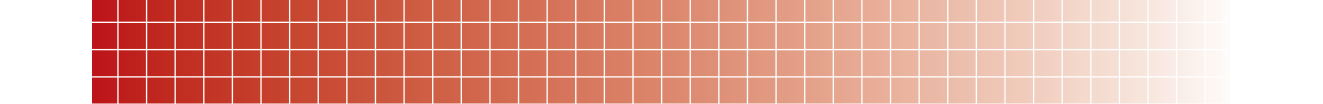
4.2.2 The DPSA and COGTA should ensure that proposals contained in the Department of Public Service and Administration's Framework for Managing Joint Programmes are implemented to ensure effective collaboration and coordination by senior managers in the different spheres of government in implementing programmes that cut across all three levels. The implementation of the proposals contained in the Framework for Joint Programmes must be done by not later than July 2010.

4.2.3 The Public Service leadership in the Offices of the Premier should be strengthened to ensure that there is sufficient capacity to monitor and support provincial departments and municipalities in the implementation of joint programmes. In addition, senior managers in the Offices of the Premier must be capacitated to ensure timely interventions where critical support is required by municipalities.

4.2.4 The alignment of the planning frameworks should be accelerated to facilitate better intergovernmental cooperation in the resourcing and delivery of critical services such as public transport infrastructure, sanitation, water and electricity.

## 4.3 CONCLUSION

The effectiveness of Public Service leadership in translating government's promises into tangible programmes is critical to the success of the overall government machinery. This is particularly important in instances where all the spheres of government are expected



to implement joint programmes such as the upcoming 2010 FIFA World Cup. The study has shown the role played by Public Service leadership in the successful development and implementation of the public transport infrastructure for the 2010 FIFA World Cup.

The study has also shown that there are also challenges with regard to the manner in which the three spheres of government interact as part of implementing joint programmes. For example, it was found that in most instances there are no mechanisms in place for the national and provincial spheres of government to hold local government accountable for the spending of conditional grants once disbursed.

In addressing the shortcoming of the accountability mechanisms and other important challenges, the study has provided recommendations which will assist Public Service leadership in improving intergovernmental relations in an integrated, collaborative and coordinated manner. In addition, these recommendations attempt to ensure that government works as a cohesive unit in the betterment of the lives of the citizenry.

# Annexure A

## Mechanisms for an Effective Public Transport System in the Context of 2010 FIFA World Cup

## INTRODUCTION

This chapter provides an assessment of the critical processes that need to be followed by all spheres of government in ensuring the successful implementation of the public transport infrastructure for the 2010 FIFA World Cup. In order to do this, an analysis of two essential documents prepared by the DoT to guide the spheres of government in their preparations for the hosting of this major event was made. These documents are the "2010 Transport Action Plan" and the "Initial National Transport Operational Plan for the 2010 FIFA World Cup".

## THE 2010 TRANSPORT ACTION PLAN

The 2010 Transport Action Plan<sup>15</sup> developed by the DoT is intended to communicate the preparations and expectations of the 2010 FIFA World Cup. The DoT plays a crucial leading role aimed at ensuring the implementation of transport infrastructure which would then enable South Africa's overall successful hosting of the event. Furthermore, the purpose of the 2010 Transport Action Plan developed by the DoT is to engage all stakeholders in the transport sector and ensure close co-operation, integration of effort, coordination and urgent action in all the relevant sectors of the country's transport industry.

The Minister of Transport has signed a Guarantee with FIFA which commits South Africa from a transport perspective to support the 2010 football event by ensuring the mobility of the general populace and spectator base, and by providing very high quality and highly efficient transport services to the members of the FIFA community. The DoT is committed to these obligations, and has established an internal work programme to ensure that these pledges are met in full.

The DoT views the definition of a successful World Cup in a far broader perspective than the simple mechanics of moving spectators to and from stadia for the football events. In this regard, the successful hosting of the 2010 FIFA World Cup means:

- The World Cup will truly be a success if it provides opportunity for economic, cultural and social engagement for all South African citizens, residents and visitors;
- South Africa's transport investment and coordination in preparation for 2010 must yield a lasting legacy of quality transport services, infrastructure and systems; and
- Transport services and infrastructure provided in 2010 must meet efficiency, safety, quality and cost-effective requirements of the modern era, and must be accessible to all, visitors and residents alike.

15 Republic of South Africa. Department of Transport. 2010 Transport Action Plan. October 2006

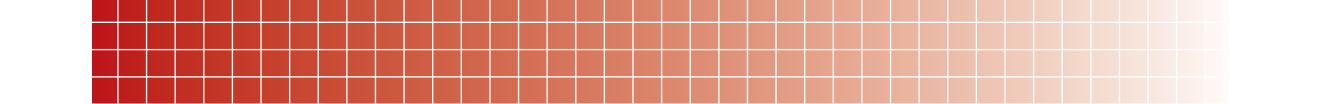


The DoT recognises quality transportation management as the critical 'invisible' success factor to the 2010 FIFA World Cup. To succeed on the world stage, South Africa will have to provide safely functioning airports, proper road enforcement measures, and quality public transport at the venue host city level and across the country. The DoT intends to use the excitement and focus of the 2010 events to catalyse a lasting legacy for public transport in South Africa and improvements to all elements of transportation in the country. The vision of transport looking forward to achievements by 2010 is that:

- Major South African cities will have accelerated implementation of the first phases of their integrated transportation plans, and fast-tracked key public transport, non-motorised transport, and transportation management projects which will also contribute to successful mobility during the 2010 FIFA World Cup;
- At the national scale investments in infrastructure and operational improvements in aviation, land based distance public transport, as well as national roads will have been accelerated where they overlap with 2010 spectator travel needs;
- These accelerated transportation plans and projects will have established the basis of safe, reliable, affordable and appropriate transport systems at the local and regional levels;
- These newly integrated systems will cater for the needs of the estimated 3 million 2010 FIFA World Cup ticket holders, and will demonstrate the initial benefits of the long-term economic and social transformation which this system could enable; and
- The combined focus of meeting the 2010 FIFA World Cup needs to be aligned to the much needed improvements for the current transport demands will form the foundation (the first phase improvement) for the implementation of later stages of the transport network improvements and integration.

Reasons for supporting a pro-public transport strategy include the following factors:

- A primary reliance on private vehicles would fail the 2010 FIFA World Cup. Private vehicle based strategies would create severe localised congestion and unreliability and would fail to satisfy the objectives of FIFA, and safety and security requirements;
- Prioritising public transport is the only way to ensure planned travel times and maximise security;
- Public transport maximises the mobility of visitors. Public transport provides an easy to understand, safe, effective and cost efficient means of local access to visitors unfamiliar with the local geography and road networks; and
- Prioritising quality transport for the majority is in line with social equity goal, and helps to reduce the levels of inequality in the country. Giving priority to public transport for the 2010 events promotes the ongoing development of public



transport infrastructure and services vital for the sustainability of the city and improved accessibility for all residents and visitors.

## The Public Transport Infrastructure and Systems Fund

The Minister of Finance in his 2005 Budget Speech announced the establishment of a Public Transport Infrastructure and Systems Fund (PTIS) of R3 Billion over the 2005/06 to 2007/08 financial years (the fund has now been extended to R3.7 Billion)<sup>16</sup>. The purpose of the PTIS fund is to accelerate the pace of investment in public transport and non-motorised transport infrastructure in order to meet the transport requirements agreed to with FIFA for South Africa. The PTIS fund is managed by the DoT. To date, there have been two rounds of proposals invited by the PTIS coordinators in May and June 2005. In addition, the Ministers of Transport and Finance have approved grants to the value of R2.1 Billion in new and additional funds through the PTIS to leverage considerable conventional funding.

The DoT will continue to allocate the PTIS grant funds through regular calls for proposals. Every proposal should leverage other conventional sources of transport infrastructure funding. Grants made from the PTIS are for public transport and non-motorised transport infrastructure and systems, and to a limited extent infrastructure and systems intended to manage the larger challenge of integrated urban transport management. Systems may include advanced mechanisms providing numerous benefits inclusive of security for public transport and non-motorised users. The proposed infrastructure improvements must demonstrate a clear priority to public transport and non-motorised transport over the benefit improvement to all and any transport user.


New road building, road or access extensions or improvements, signage and road enhancements, and congestion management systems will not be considered for funding from this source, unless they clearly demonstrate their prioritisation of public transport over private and commercial users.

## Transport Operational Planning for the 2010 FIFA World Cup Period

The DoT projections anticipate a level of land, rail and air travel demand at a scale never seen in South Africa before. All aspects of transport will experience a surge in demand, be it before the event for freight logistics, or during the event, for passenger transport at the local, regional and international levels. To manage this enormous and unprecedented spike in travel demand, significant new investment in both resources, such as infrastructure, management systems, vehicles, information systems, formalised planning and coordination are required.

16 Republic of South Africa. National Treasury. Budget Speech by the Minister of Finance to Parliament. 2007.





The development of 2010 Operational Plans is a relatively minor investment from a financial perspective, however, it is one of the most critical tools for the successful hosting of the 2010 FIFA World Cup. To execute a flawless mobility service in 2010, South Africa must plan, test and refine these Transport Operational Plans. The purpose of these plans are to:

- Create an integrated, prepared understanding of all roles affecting the transport sector and to maximise the use of all transport resources through a carefully orchestrated plan;
- Properly integrate transport, security and emergency response planning;
- Identify specific needs for specialised services and prepare those services; and
- Communicate these operational plans to all stakeholders including the general public and football match spectators.

The Operational Plans explain how host cities and agencies will manage all their existing and special service resources, lay out transport contingency plans and clarify interactions between role players, in particular, local and provincial transportation management teams, the FIFA Local Organising Committee (LOC) transport team, emergency service providers, South African Police Services (SAPS), National Intelligence Agency (NIA) and other security forces. The DoT envisages that each potential host city and transport public entity will require its own Operational Plan. In addition, several other affected cities beyond those potentially hosting match fixtures (for example, Ekurhuleni and Buffalo City) would also benefit from the establishment of an Operational Plan.

However, for host cities the Operational Plans will require collaboration of many transport agencies, as well as security/enforcement agencies such as SAPS, NIA and private security firms in order to be comprehensive. World Cup consultations have significantly advanced interactions of various cities and their local airport operator, the South African Rail Commuter Corporation (SARCC) and the South African National Road Agency Limited (SANRAL).

At the transport public entity level, management for the World Cup period will likely benefit from modal clusters at the agency level (for example, the aviation mode, the road mode and the rail mode). The DoT will be looking to these entities to coordinate their Operational Plans within the existing deadline. Therefore, the DoT's World Cup Office will manage the development of Transport Operational Plans for the 2010 FIFA World Cup period in conjunction with key cities, provinces and transport public entities. The purpose of this centralised effort is to avoid duplication, ensure comprehensiveness and integration, and minimise the demand on other coordinating agencies, such as SAPS and NIA.

## INITIAL NATIONAL TRANSPORT OPERATIONAL PLAN FOR THE 2010 FIFA WORLD CUP<sup>17</sup>

The view of the DoT is that, the 2010 FIFA World Cup will be a success if the accelerated transport investments secured in preparation for the 2010 yield a lasting legacy of quality transport services, infrastructure and systems. The legacy is actually two fold (i.e. the services resulting from the approach implemented for the event itself and the impression that the rest of the world will be left with after the event). Transport services and infrastructure provided for the 2010 FIFA World Cup must thus meet the efficiency, safety, quality and cost-effective requirements of the modern era, and must be accessible to residents and visitors alike. As transport will be one of the key factors on which visitors will judge the success of the event, it is essential that it leaves a lasting positive impression on all the users. The transport offering for the 2010 FIFA World Cup must thus provide an affordable service to both visitors and residents at the level of service appropriate to their status and the mode used.


Within the vision of ensuring an inclusive 2010 FIFA World Cup, the South African Government has, through the Departments of Transport at the national and provincial levels and local municipalities (host cities) provided guarantees to FIFA that the World Cup will be a success. In order to meet this commitment of ensuring delivery of an appropriate transport offering at a consistent level of service, there needs to be one central delivery and coordination entity, which can only function at a national level. Government has structured the overall 2010 FIFA World Cup delivery around national departments coordinated by the Technical Coordinating Committee, with the Director-General: 2010 FIFA World Cup in the Department of Sport and Recreation, as chairperson.

In terms of delivering an overall successful 2010 FIFA World Cup, the DoT is responsible for:

- ensuring delivery across all sectors of general spectator transportation; and
- delivering on international and inter-city (long distance) transport to a defined consistent standard and quality.

Given the above, the acceleration of the transport management, technical development and the implementation of transport operational plans countrywide becomes critical. In this regard, the Initial National Transport Operational Plan (INTOP) has been developed as a national concept of how transport systems and services are to be managed to respond to the unprecedented levels of visitor demands. The INTOP project was developed in line with the terms of reference for the 2010 Transport Action Plan of

<sup>17</sup> Republic of South Africa. Department of Transport. *Initial National Transport Operational Plan for the 2010 FIFA World Cup*. October 2007



2006. With less than two years to go for the staging of the 2010 FIFA World Cup, there is a critical need to accelerate transport preparations in all host cities across the country. The limited time available brings into focus the fundamental need to define authority, senior expert leadership, clear mandates and accountabilities and intensive programme management. As part of the INTOP, the DoT is the overall institution responsible for transport delivery, coordination, funding, regulation and control to ensure that plans are both rapidly and properly prepared and executed in order to deliver a successful transport sector response during the 2010 FIFA World Cup.

### Objectives of the Initial National Transport Operational Plan (INTOP) Project

This project outlines the operational planning requirements for the transport sector during the 2010 FIFA World Cup within the overall national operating concept. Furthermore, it sets the required programme management and coordination structures and institutional framework required for delivery of a transport service. The requirements of the project reflect a balance between technical development work in advancing the transport operational plans, and in proposing a management and coordination framework approach, which if followed, can guide the emerging technical plans to full implementation. The following key objectives are important:

- **Alignment of involved parties** – the project seeks to align the spheres of government, transport sub-sectors, and the 2010 FIFA World Cup event organisers in terms of the specific transport requirements for hosting the event. This is done so as to achieve agreement around proposed responses to manage the expected huge demands which will be placed upon the national and local transport systems.
- **Operational Concept for further planning and implementation** – ensuring that efficient and successful transportation possibly represents the greatest overall operational challenge for the World Cup event. The plan aims at ensuring that the overall concept for the transport operations for the World Cup will inform all subsequent operational plans at both the national and host cities' levels of planning. This plan needs to be integrated into other key World Cup sector plans, including security, accommodation, tourism and hospitality, communication and information.
- **Travel Demand Management** – due to the extent of anticipated travel demands placed upon a transport system of limited quality and capacity, the plan must aim to moderate travel demands whilst minimising the required number of special services to cater purely for the event.



- **Positive Legacy** – the DoT's INTOP must be founded on the central principle of ensuring maximum lasting improvement beyond the event in a sector which has experienced vast problems of under-investment and inefficiency. However, including this objective into a timescale for delivery for the 2010 FIFA World Cup presents an enormous challenge.

## SUMMARY

It is clear that the Department of Transport has provided the strategic leadership role by putting together the planning documents as a foundation for all the stakeholders not only to adopt, but to also jointly commit to and make sure that the hosting of the 2010 FIFA World Cup is a success. For the benefit of this important event the DoT as part of their management responsibility in providing leadership needs to also review stakeholder compliance to these planning processes put in place including the IGR frameworks on a regular basis.





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