

HSRC RESEARCH OUTPUTS

4874



**DEMOCRACY AND GOVERNANCE PROGRAMME**

**DPLG KNOWLEDGE PRODUCTS ASSESSMENT DRAFT  
REPORT (MAY 2007)**

**PREPARED BY:**

**Adrian Hadland  
Diana Sanchez  
Faith Rakate  
Xolani Simelani**

**James Muzondidya  
Geoffrey Modisha  
Vino Nalduo**

## TABLE OF CONTENTS

Introduction .....	3
Capacity Building for Local Communities.....	4
Capacity Building for Local Government and Municipal Officials .....	155
Local Economic Development and Poverty Alleviation .....	<b>Error! Bookmark not defined.</b>
Integrated Development.....	<b>Error! Bookmark not defined.</b>
Gender and Development.....	<b>Error! Bookmark not defined.</b>
HiV-AIDS and Development.....	<b>Error! Bookmark not defined.</b>
Municipal Management and Financing .....	<b>Error! Bookmark not defined.</b>
Intergovernmental Relations .....	<b>Error! Bookmark not defined.</b>

## 1. INTRODUCTION

Following from the Terms of Reference (TOR), the main purpose of the project was to examine the existing database of the ODA (Official Development Assistance) projects with an aim to:

- Analyse, assess and summarise all the products within the database;
- Identify and recommend good practice products that could be reproduced and shared with municipalities
- Make follow up on outstanding products or collect and collate all outstanding products; and
- Produce a report with recommendations including a dissemination strategy.

This is Part 2 of the main report, produced as one of the deliverables agreed upon between DPLG and the Human Sciences Research Council. The first part of the report consists of abstracts of all the 106 documents reviewed by the researchers. The abstracts are organized in MS Excel. The prepared abstracts of all the reviewed documents contains the following: the title of the document; organizations or individuals involved in the production of the document; the year of publication; and a concise summary of the document/report outlining its key focus.

The second part of this report contains an assessment of key knowledge products within the database. The report contains a critical review of these products, which examines the strengths and limitations of these reports. From these reviews, the report also identifies best-practices.

This third report outlines the research team's recommendations, based on its overall assessment of the products. It further outlines a dissemination strategy for the products.

## **CAPACITY BUILDING FOR LOCAL COMMUNITIES**

*Australia South Africa Local Governance Partnership (ASALGP) 2004. A Handbook for Public participation in Local Governance.*

Funded by the Australian government, this ASALGP project focused on enhancing public participation in municipal decision-making processes in KwaZulu-Natal and Free State. The project specifically paid attention to improving local communities' knowledge about the operations of local government and their governance skills. It ran for 3 years, from April 2002 to March 2005.

The handbook explains the different forms of public participation. It discusses the benefits of participation, such as the enhancement of citizen-focused delivery, the maximum utilization of community skills, accountability and community ownership of decisions and outcomes, and the limits to such public participation.

More important, this handbook outlines a 12 step process through which public participation can be enhanced. The processes discussed include planning, coordinating, outsourcing participants or stakeholders, feedback to the community and performance assessment.

### **Best Practice Recommendations**

- This is quite a simple and straightforward information guide that should be useful to both elected municipal officials and members of the public. Its checklist makes it easier for individuals to assess if they are doing the right thing or not.
- Communities always need to be informed about the advantages of various democratic practices, as well as their limits, and the handbook's focus on this aspect of public participation makes it quite a useful tool
- However, the discussion on these various forms of participation is not detailed enough. The advantages and disadvantages in each form of participation are not clearly outlined.

- More fundamental, the handbook is not very detailed on what the law says about the powers of individuals/communities with regards to various forms of participation or involvement in local/municipal affairs. Though containing useful and structured detail, this handbook needs to be read in conjunction with the relevant legislation on local government.

*JUPMET/ Simeka Management Consulting/ CREA City of Tshwane. Capacity Building program for Ward Committees. Learning Tool. Funded by USAID.*

The capacity building initiative introduced in 2003, as part of an overall objective aimed at building the capacity of ward committees in municipalities for Tshwane, consisted of 4 main phases:

- Training of trainers programme
- Training of councillors as chairpersons
- Training of ward committee members
- Formal training for ward committees.

The objective of the programme was to improve the operational capacity of ward committees by providing councillors, ward committee members and community liaison officers with information on how to;

- Participate in budget and service delivery issues
- Act as channels of communication of policies and development plans of government;
- Promote a culture of participation in the community
- Create understanding of their roles and responsibilities

The project started with an audit methodology to establish training needs and an assessment of the competence of ward committee members as well as their skills needs. In this specific phase of training, councillors and ward committee members were trained together. According to the report, when councillors did attend training with ward committee members the relationship between the two became more cordial and closer. They develop a better understanding of each other's roles in local governance and appreciated each other's task. After this joint training, ordinary ward committees increased their respect for the work of the municipality

and government. The practices contained in this learning toolkit were built after discussions in the training sessions.

### **Best Practice Recommendations**

- There are number of important lessons derived from the implementation of this programme and these lessons need to be shared across municipalities by availing this learning tool to other municipalities.
- Most capacity building training programmes for municipalities have been conducted in isolated ways, targeting specific categories of municipal stakeholders in their isolated spaces. In this particular training programme, councillors attended training with ward committee members and they ended up developing a better understanding of each other's roles in local governance and appreciated each other's task. It is therefore recommended that this approach be tried on a larger scale in other municipalities. It is however necessary to provide different levels/approaches to the different categories of municipal stakeholders since they all have different needs.
- Training is a complex activity. Too often when external experts are hired to conduct training workshops they do not take time to plan and design their programmes according to the requirements of their target audience. The methodology adopted in developing this training module/programme is highly recommended for its ability to incorporate the needs of the trainees. The project started with an audit methodology to establish training needs and an assessment of the competence of ward committee members as well as their skills needs. The practices contained in this learning toolkit were built after discussions in the training sessions. The manual is thus a comprehensive guide that draws on the input of the trainers themselves, the municipal councillors and ward committee members who attended the training programme.
- Time frames: It is important to draw up realistic time frames for the training programmes. In the case of Tshwane, the time between the launch of the programme and its practical implementation was too long. Some participants complained that the course was 3 years overdue. In the end,

the initial interest in the programme was lost and some people gave up before it even started.

- Successful training not only requires full municipal buy-in but also requires a dedicated senior official and/or senior politician from the municipality to drive the process. In the case of Tshwane, the overall training process was hampered because there was no specific senior official within the municipality to serve as link/ facilitator for the process. Alternatively, it is good to establish a steering committee at the beginning of the project to get the buy-in and co-operation of key people in the municipality from the beginning.
- It is important to deploy facilitators who speak the local languages since this makes a significant difference to have more attendance, involvement and feed-back.

#### *Capacity Building Programme for the Cacadu District Municipality (CDM)*

This is project summary of a capacity building programme conducted in Cacadu District Municipality, incorporating nine local municipalities, in the Eastern Cape. The capacity building programme was aimed at councillors, officials and other targeted members of the communities involved. The report summarises the implementation plan, including details about how the programme was managed and the activities covered in various phases. It also highlights difficulties encountered and solutions adopted.

Some of the main obstacles encountered included the failure of national and provincial government departments to respond effectively to the requests made during the implementation of the project, the lack of cooperation from local government, non-commitment from some local wards and municipalities, the frequent changes in personnel at the District Municipality at the start of the project resulting in uncertainty. Other obstacles cited included lack of guidance by the client, the high work load for councillors, especially volume of meetings, staff shortages and the high costs involved, especially for municipalities in the periphery.

## Best Practice Recommendations

- This is a good example of a well planned and structured capacity building programme which should be shared across the municipalities. The findings of the community workshops presented in this document are very useful and could contribute to successful implementation of similar initiatives elsewhere.
- In order to ensure full participation and to muster community support for the project all institutional actors were invited to form part of the planning and decision-making process from the inception of the project. A needs assessment analysing the capacity building needs in the District Municipality and the nine Local Municipalities was undertaken. The assessment determined the skills required by councillors and community representatives in order to enable them to meaningfully contribute to improving service delivery and service rendering, cooperative governance and democratisation; and maximising socio-economic development.
- An electronic data base (Microsoft Access) was created that will enable the District as well as the Local Municipalities to keep track of all training that has taken place in each jurisdiction with regard to all members of staff, councillors and community members.
- The SWOT analyses for the different municipalities contain very useful information that can be employed fruitfully when implementing elsewhere. Noticeable is the general perception by councillors in some municipalities (e.g. in Blue Crane Route Municipality) that officials are a weakness to the implementation of development initiatives.
- The matrices compiled for each municipality are very useful tools for local authorities in these municipalities and elsewhere to make strategic choices.

*Unit of School of Government, University of the Western Cape (2004). Karoo District Municipality, Capacity Building of Ward Committees and Development of a public information project. Final Report, September 2004. Project Funded by USAID*



---

This comprehensive report reflects on the processes and activities embarked upon to deliver on the development of a Public Information project and capacity building in Ward Committees in eight constituent municipalities of Karoo District Municipality. Based on workshops that took place in each of the municipalities in the district (Kareeberg, Siyancuma, Siyathemba, Emthanjeni, Umsobomvu, Rhenosterberg and Thembelihle), the report discusses the project implementation in detail and provides several recommendations. It illuminates both the successes and shortcomings experienced in the project. It also suggests solutions to address some of the difficulties encountered in the implementation of the project.

### **Best Practice Recommendations**

- The document is a useful source of information for Municipal Councils and Ward Committee members, with important recommendations about knowledge sharing and ways to improve community participation, in particular on strategies and mechanisms to enhance effective communication in municipalities.
- The report also provides valuable knowledge on processes, activities, and structures related to project delivery. Since the report explores the achievements and problem areas and presents suggestions to address these difficulties, it will serve to identify best practice in the particular field and to improve project implementation at the local level.

*ICDA. 2003. Ekurhuleni Metropolitan Capacity Building for Ward Committees, Monthly reports: September 2003.*

The report provides a monthly update on developments related to the project. It describes the tasks undertaken and the main tasks planned for the future. Overall, it gives detailed information on the administrative and logistical issues related to the implementation of the capacity building workshops. Some of the issues addressed by the report include policies and procedures regarding ward committees, evaluations of training workshop and summaries of feedback from participants.

### **Best Practice Recommendations**

- These reports provide an important knowledge base to track capacity building programmes in Ekurhuleni. The details contained in these reports also help other municipalities to learn from the experience of other municipalities.
- The reports are valuable to capacity building planners since they evaluate training programmes (including a review of administrative and content issues) and provide feedback from participants.

*Planact, CREA. (2003). Training of Trainers: Evaluation Report/ Bohlabela District Municipality and Vhembe District municipality. Funded by USAID.*

The document presents an overview of the activities within the project, the methodologies employed in training, an evaluation of the training materials developed and workshop programme, recommendations for improving and implications for roll out of future ward committee training. The report also includes participants' evaluation of the workshops and their assessment of the Planact team. The report elaborates extensively on the challenges and accomplishments of the project and contextualises these in the broad scene of municipalities and international cooperation.

### **Best Practice Recommendations**

- The practical value of this document rests in its lessons for developing capacity building in local authorities and communities by following a different, somehow innovative approach. The deliverables expected of the service provider (Planact) were conceptualized in a different way to the approach traditionally followed. In this case, the focus shifted away from direct training of stakeholders among local government practitioners to training of local trainers. The rationale was that the local trainer would thereafter be responsible for rolling out subsequent training to ward committees. This approach, focussing on developing local expertise in training, is a more sustainable approach to capacity building. It develops the

capacity of local communities and municipalities to develop their own expertise in the field of local government and reduces the dependence on external expertise. Municipalities, donors and service providers working in this field need to adopt this forward-thinking approach to capacity building which contributes to improvement in local effectiveness and develops greater sustainability.

*GTZ. 2004. Strengthening Local Government (SLG).*

The document is a summary description of the GTZ capacity building programme which was started in 2004 with three partners; DPLG, SALGA and the Department of Housing. The target groups were communities of both rural and urban municipalities in South Africa. The goal was to have municipal development coordinated and supported within and across spheres of government which reflect a balanced stakeholder.

The report provides a background of local government challenges in South Africa and summarises the services and products offered to improve the situation in local municipalities. The main areas of focus are: mechanisms for participation and communication between various spheres of government (including civil society); national legislation and guidelines; the development of concepts, procedures and models for information sharing; capacity building strategies and training programmes.

**Best Practice Recommendations**

- This is a summary description of the programme, whose applied value is found in its being a reference guide for access to the full reports available from the donor and implementing partners. Institutions that could make use of this information will be the Department of Housing, the DPLG, SALGA and other institutions working in the field.

*Training Manual for Facilitators Guides for Ward Committee Capacity Building Programme. Ehlanzeni District Municipality*

The workshop material reflects on the key aspects that ward committee members should be conversant with in order to fulfil their duties. The Manual provides detailed guidance for facilitators to conduct training on topics such as the establishment and operation of ward committees, integrated development planning, local government finances and local government legislation. It is a useful guide that can help local municipalities ward committee members to fulfil their appropriate roles as purveyors of community needs.

*Having your say: A handbook for ward committees, Australia South Africa Local Governance Partnership (ASALGP) (2004). Compiled by Pauline Peel, George Moahlodi and Susan Ferguson. Funded by AUSAID and GTZ (German Agency for Technical Co-operation).*

The handbook is a step-by-step guide on the operational functions of ward committees and the role of ward committee members. It has suggestions on how different meetings should be held and how minutes should be taken. It also has references on further reading, specifically on policies and documents to consult for a better understanding of the running of the ward committee as well as the relationship between the municipalities and ward committees.

The handbook is a product of the Australia South Africa Local Governance Partnership with Matjhabeng Local Municipality. It is based on a study carried out by an Australian adviser, Pauline Peel, who worked with the community liaison officer, George Moahloli and T.V Matsepe for 10 weeks. The objective of the exercise was to develop hints and practical ideas for effective running of ward committees and increasing public participation in local governance.

### **Best Practice Recommendations**

- This is a good basic reading text which adds value to existing literature on capacity building in local government. Read with other documents on the

subject, such as the National Guidelines for the Establishment and Operation of Municipal Ward Committees (2005) and the National Ward Committee Resource Book, the handbook helps ward committee members understand their roles more clearly.

- The ideas prescribed in this document, however, might not be applicable to other municipalities and wards whose conditions drastically differ from those of Matjhabeng Municipality.

*Making Ward Committee function, Ward Committee Resource Book: Best practices and lessons learnt for municipal officials, councillors and local governance practitioners, December 2005. The project funded by German Agency for Technical Co-operation (GTZ) and published by dplg*

Targeting municipal councillors and officials, local government practitioners and ward committee members, the book provides practical guidelines on the establishment and proper functioning of ward committee system. The book draws from international experiences, the constitution and related legislation and policies. It discuss the establishment of ward committees, their composition, their functions and roles, the responsibilities of ward committee members and the decision making process within the municipalities. It also outlines the relationship between ward committees and other interest groups, such as civil society organisations, community-based organisations, traditional leaders, etc.

### **Best Practice Recommendations**

- This book is an important resource for new ward committees. It provides brilliant ideas on how the ward committee can be run. Based on discussions and consultations with municipalities and ward committees between 2000, the year of formal establishment of the ward committee system, and 2005, the book may, however, need to be updated before it can be reproduced.
- However, the book is silent on resources available to ward committee members and how these could be used to make the ward committees functional.

*Umsebe Development Planners. Ward Planning System and Capacity Building. Participant's Manual. Ehlanzeni District Municipality*

This is a manual for the participants to a workshop on capacity building for ward committees. The manual provides information on local government and ward committees, including guidelines on the establishment and operation of these committees as well as meeting procedures. It gives the working schedule and it is divided into different modules. It also provides information on Local and Integrated Development Planning (IDP) and on local government finances and legislation. The document is a useful guide which should be part of the DPLG's reference guides on the ward committee system.

---

## **CAPACITY BUILDING FOR LOCAL GOVERNMENT AND MUNICIPAL OFFICIALS**

*Planact, The Planact Enhancement Programme for Ward Committees, Councillors and Officials (Modules 1-6), 2001.*

Six modules developed by Planact, with the cooperation of Bloemfontein, Thabamchu and Botshabelo Town Councils, as part of its capacity development programme for councillors, officials and ward committee members. The six modules focus on local government legislation; how local government works; planning for development; leadership skills; and budgeting and financing.

Module 1 and 2 explain how the system of local government works in South Africa. Module 1 basically highlights the major legislative pieces governing local government, such as the Municipal Demarcations Act, the Municipal Structures Act, the Municipal Systems Act, the Municipal Financial Management Act and Property Rates Act, and briefly summarises the contents of this legislation. It also focuses on the provisions of local government as set out in chapter 7 of the Constitution and how the previous system worked as well as the changes that have occurred in the system. Module 2 focuses on the roles and functions of the different players in local government, the powers and functions of the different categories of municipalities and the relationship between the community and the local council. The roles defined include those of the councillors, ward committee members, officers and the community in local government. Also explained in this module are the main principles of Batho Pele.

Modules 3-6 focus on the issue of development in local government. The main issues dealt with in these modules include Integrated Development Planning (IDP) and Local Economic Development (LED). The modules outline the key components and principles of both IDP and LED, key challenges faced and discuss strategy for successful implementation. They also outline how communities can initiate successful community projects for local development, including details about how to compile a business plan, project identification,

problem analysis and how to file a successful tender. The modules have a detailed section on local government finance and budgeting which can enhance local government practitioners' understanding of local government budgeting and other related processes, such as financial management and sources of capital finance.

### **Best Practice Recommendations**

- These modules are quite informative and give the reader a basic understanding of the legislative processes governing the field of local government, the transformation processes that have occurred in the field and how they affect the operations and functions of local government. Module 1 specifically helps local government councillors and ward committee members understand their roles and responsibilities as well as code of conduct. It sets out clearly the powers and functions of municipalities. The module is also clear on how members of the public get to be involved in the local governance sphere. Module 2 is quite useful when it comes to laying down the procedures for revoking, amending and making bylaws. Given the changes in local government since 1994, these modules are quite important resources in familiarising local government practitioners with their roles and functions within their various categories of municipalities.
- The modules on economic development clearly outline the key challenges in local government development, especially those challenges emanating from the legacy of apartheid development initiatives and the structures of power and governance laid in the past. The case studies presented in the texts help readers relate to the problems/issues being discussed.
- Given the critically important role that councillors and ward committee members have to play in both LED and integrated development, especially in the initiation, formulation and management of local projects, the details on business planning and tendering included in these modules are very important.
- The checklist for rural development included in the modules helps local government players to develop a way of monitoring their developments



efforts. The modules on local government financing have a good working definition of terms used in budgeting and financing.

- The modules were developed when the Municipal Property Ratepayers' Act was still in its draft stage and the DPLG white paper on IDP had not been finalized. In this case, these modules cannot offer comprehensive guide on these topics.

*Liesel du Plessis (Isandla partners in Development). 3 September 2004. Koukamma Local Municipality: Final report on local government support programme for "Improved community participation and municipal delivery procedures in six rural settlements of the Koukamma municipality". Funded by USAID*

The report discusses the activities that Isandla has been involved with from 2003. These activities include assessment workshops for councillors, ward committees and management; training of staff; implementation of some programmes and interaction with service providers in the municipality. Isandla's programme, implemented in six rural settlements in Koukamma, sought to:

- Facilitate effective participatory governance, public accountability and ward management through the development of appropriate structures, communication systems and capacity building programmes
- Improve service delivery on a sustainable, affordable and efficient basis to six settlements by replicating systems and procedures developed for the Clarkson pilot project and by developing additional systems and capacity at Municipal level to ensure effective management of distance.
- Through the implementation of the programme in the Koukamma Municipality, refine the concept of community participation and develop a well-documented model that can be adapted and replicated in other parts of the country

### **Best Practice Recommendations**

- *Long Term Partnerships:* This Isandla project is a perfect example of a co-ordinated capacity building project. Isandla was involved with the concerned municipalities from the very beginning, starting from the establishment of offices, the registry and secretariat. It also trained office staff in issues ranging from minute-taking to preparation and updating of policy document as well as preparation of manuals. Because of its involvement from the start, Isandla was able to do a comprehensive need assessment for the municipalities and keep an audit of the work that had been done as well as outstanding issues. Its long-term partnership with these municipalities also put it in a better position to make recommendations on future programmes that can be implemented for the better functioning of the municipality. Similar projects involving long-term partners who are present during all the implementation stage should be encouraged. They help to nurture a good working relationship between the municipalities and their partners and also provide a context for an objective assessment on operations of the municipality.

#### *Training Manual. Karoo District Municipality. 2004*

The training manual, focussing on local governance and participatory democracy as well as community participation in municipal processes, is designed to address the problems faced by ward committees, especially around issues of the role and function of ward committees. It also has sections on municipal budget, Integrated Development Planning, provision of services and communication and leadership development.

### **Best Practice Recommendations**

- The practical utility of this document rests in its applicability in a broad range of municipalities, particularly when it comes to the possible solutions presented for the challenges faced. Such challenges include the lack of

clear rules and regulations that guide the setting up, role or functions of the ward committees. The result of this is that ward committees sometimes function in an unsystematic manner.

- The manual's practical utility also lies in its attempt to clarify the role of ward committees. Most Ward Committee members are often confused about their own role as members of a ward committee.
- Ward committee members also lack the skills required to effectively participate in important processes such as IDP, Budget and other general policy making processes, and this manual tries to provide clarity in these areas.

*GFA Management. 2004. 'Capacity Building to Strengthen Local Government in Mpumalanga and Limpopo Provinces for improvement of National and Provincial Capacity'. Inception report. Financed by EPRD (European Community)*

This inception report on capacity building support initiatives in the Mpumalanga and Limpopo provincial departments comprises three documents: an overarching inception report with a logframe and work plan and two appendices comprising detailed logframes and workplans. It explains the aims, objectives and specific work plan and terms of references for each province. The overarching report explains the project environment, requirements and scope and objectives. It also presents the approach and methodology, envisaged activities, the work plan and the budgetary provisions. The document sets the improvement of the effectiveness of national and provincial capacity building interventions as the overarching objective.

### **Best Practice Recommendations**

- The framework presented in this programme, emphasising an emerging consensus on the need to consolidate different capacity building funds into a single one which would be accessed on the basis of capacity building plans linked to municipal IDPs is one to be seriously considered. There have been so many uncoordinated but duplicating capacity building programmes in different municipalities. Consolidating these programmes

into one single fund/programme will enable the DPLG to monitor and consolidate a host of disparate existing programmes and effectively facilitate the capacity building requirements of municipalities in a holistic way.

*Training of Trainers Evaluation Report.2003. Bohlabela District Municipality / Vhembe District Municipality. / USAID*

The evaluation report on a facilitators guide developed for training Ward Committee members, Councillors and Officials in Bohlabela and Vhembe district municipalities summarises the project's activities and accomplishments. It evaluates the materials used and the workshops themselves, highlighting positive elements and recommending areas in need of improvement. The evaluation also compares the logistical problems and lessons from the two districts. More importantly, it highlights the main points arising from participant's assessment, criticism and advice.

The evaluation report is important in that it contains important feedback on the ongoing training for Ward Committees. It also has some useful suggestions for future training.

*Department of Local Government, Traffic Control and Traffic Safety (Mpumalanga Province) 2003. Local Government Legislation, December 2003. Nelspruit: Khuluma Communications. Funded by the Norwegian Agency for Development Cooperation (NORAD)*

This document has a clear 'capacity-building' element. It explicitly seeks to contribute to the process of building local government capacity by mapping out all primarily legal obligations which must be performed by municipalities. The information contained in this document is comprised exclusively of secondary data, i.e. specific sections in legislation outlining tasks and procedures that municipalities are obliged to carry out in terms of prescribed legislative functions. These legislative functions stem from a range of Parliamentary Acts, specific to the municipal sphere of government. Furthermore, the document catalogues these

Acts according to the following themes, which could be separated in terms of traditional administrative matters and sector-specific matters.

*Traditional administrative matters*

- Administration
- Municipal Finance Matters
- Human Resources

*Sector-specific matters*

- Land and Housing
- Commercial matters
- Criminal Matters
- Municipal Services
- Municipal Disaster Management
- General Application

**Best Practice Recommendations**

- The practical value of this document rests in its consolidation of key aspects of the legal responsibility of municipalities, which have a direct impact on municipalities, through service delivery; and provincial departments of local government, through oversight and assistance.
- Moreover, the document's indexing of the legal provisions pertaining to traditional and sector-specific functions enable the reader to rapidly identify and access those most pertinent to their needs.
- Finally, although a document such as this risks relevancy only in so far as the legal provisions contained in it remain applicable, it's value will more than likely be retained due to a combination of its quick referencing user-friendly guide to key municipal topics, and the reality that laws rarely change that rapidly.

*Actus Integrated Management(AIM), Umzinyathi District Municipality Workshop Ward Committee Trainer's Manual (For use by trainers in conjunction with the Ward Committee Information Manual for the Workshop). Funded by United States Agency for International Development (USAID). No date of publication.*

The major objectives of these workshops were to explain to new councillors and ward committees on how the local government works. These three workshop manuals used for training in Umzinyathi District Municipality focus on the following issues:

- Roles and responsibilities of Ward Committees
- Introduction to Local Government Legislation
- Communication
- Introduction to Disaster Management
- HIV/AIDS in Local Government
- Meeting Procedures
- Introduction to the IDP
- Municipal service delivery
- Conflict management and resolution
- Municipal Income
- Municipal Expenditure
- Financial Regulations
- Procurement and Tendering
- The Budget
- Local Economic Development

### **Best Practlce Recommendations**

- Overall, the three manuals are good as they give guidance to trainers about how to go about training the new councillors and ward committee. In particular, the constant reference to the Ward Committee Information Manual makes the reading of the material easy.
- Our recommendation is that these manuals, together with other training manuals focussing on capacity building, be reproduced and distributed to all

municipalities. It is important, nonetheless, to ensure that the manuals are adapted to new challenges and to ensure that they improve in terms of accessibility to workshop attendees.

*Jupmet, Simeka Management Consulting. (2003). Capacity Building program for ward committees for the city of Tshwane: Report on the Delivery of the Pilot programme for Councillors.*

The document describes a capacity building exercise for Ward Committees delivered on a regional basis. The capacity building training exercise was delivered to Councillors. The programme's modules focused on the structure and systems of Local Government; Local Government planning; operational functions of Ward Committees; and skills for Ward Committee members. The introductory, four-day training was meant to help participants understand the basics of local government. The pilot project was supposed to be part of a continuous programme aimed at supporting ward committees in their involvement in local governance and development processes.

The training was well received by participants who found the course useful and expressed their satisfaction with both the content and presentation. Participants broadly felt that the course was going to enable them to lead the process of capacity building in their communities. However, the attendance was low, due to insufficient notice to participants and lack of time/interest on behalf of the councillors. Some participants also complained that there was insufficient time to process all the information presented to them in the few days they attended the workshop.

### **Best Practice Recommendations**

- Councillors are the main medium through which information or knowledge on local government is imparted to ward committees and local populations. They require thorough and ongoing capacity building training workshops which leave them with a thorough understanding of the issues discussed. Many of the capacity building training workshops are conducted over a

limited number of days. During these few days councillors are also bombarded with a lot of information which is supposed to be digested over a limited period. The result is that this important agency in capacity building in local governance is left with a very basic understanding of the system it is supposed to spearhead. It is important to devote more time to capacity building workshops and to organise refresher or follow-up courses to refresh or update councillors on important developments in the field. Feedback from the capacity building workshop for councillors from Tshwane shows that councillors seem to find value in having ongoing training and longer capacity building workshops.

- Since councillors are such an important agency in the whole local government nexus and capacity building programmes are quite important for effective delivery, there is need to develop mechanisms to ensure compliance and maximum attendance when it comes to capacity building workshops. Some of these workshops are poorly attended, mainly because some councillors do not attach a lot of significance to the training or the training programmes are conducted at inconvenient times. Due to time constraints, some persons prefer self-study guides. In certain cases, it is because of poor planning on the part of the organisers. When councillors miss out on this important training for their job, it is not just these councillors who miss out but their wards and ward committees as well. It is hereby recommended that both councils and organisers need to develop a better registration strategy so that attendance could improve.
- Curriculum: One limitation identified was that too much material had to be covered in the course. Capacity building could be improved by inviting Ward committee members to attend and by always having facilitators who are able to use local languages. The implementation evidenced that facilitators are key for successful training and that ice breaking sessions are the best way to start the sessions and the use of case studies is preferred by participants. Capacity training workshops in Tshwane showed that most councillors battle with budgeting and there is need for more workshops on this.
- Dealing with Diversity: Different ward committees have different development levels. Some ward committees have clear programs and



others not. Overall, it seems that ward councillors lack experience on how to deal with diversity issues and that the Council should develop guidelines that clearly specify the relationship between the ward councillor, PR councillors and other political parties. Ward councillors and responsible council officials need to be part of the training for new ward committee members. This will ensure that all members of the ward committee share a similar understanding of how ward committees can be involved in key municipal processes. The role of councillors in the ward committee system also needs to be understood by councillors since this will help to improve public participation.

- **Language:** While training from donor agencies and their representatives is highly appreciated, capacity building could be improved by having facilitators who are able to use local languages because this ensures maximum participation and feedback from the participants
- **Case Studies:** the use of local case studies, which participants can easily relate to, is preferred by participants.
- **The role of PR councillors in the ward committee system needs to be understood by councillors since this will help to improve public participation. It is important that the council, as a matter of urgency work on this and that a framework for councillors is provided since the relationship between councillors and officials needs to be improved.**

*Institute of Sustainable Governance and Development (ISGAD). Building of Community Structures and Councillors for Effective Governance for Nelson Mandela Municipality / Learning Tool*

The first section is an introduction and background information on USAID role on local government support in South Africa. It explains how the Agency wants to strengthen the social contract between citizens and government, which is critical to democracy. Section two describes the aim and objectives of the project, describing the different training initiatives that were to be taken under the project to strengthen Ward Committees. It is designed to capacitate ward committee members; councillors and councillor personal assistants to allow for effective participatory governance and strengthen the Ward Committee system in order to

improve community access to council while simultaneously enhancing council's capacity to deliver by building the capacity of councillors.

Section three analyses the implementation plan in detail, focussing on attendance levels, delivery of training session topics and the training needs of participants. Section four presents an overview of the approaches applied. Section five provides an explanation of the methodologies, processes and tools used prior to embarking on the training. In section six and seven, evaluates the successes and failures of the programme. The final section looks at the general outcomes of the programme and lessons learnt.

### **Best Practice Recommendations**

- There are a number of lessons that can be drawn from the implementation of this programme. Some of the lessons that were drawn and that could be used as best practice by other municipalities include:
  - a) the importance of a flexible approach that accommodates the diverse needs of ward committee members
  - b) the importance of effective training methodologies, based on good communication and culturally sensitive strategies
- Communication channels are essential. It is necessary to determine whether the appropriate channels are in place before starting implementation. Given that a good relationship between a client and project team is essential for success, it is important to find ways to establish good communication from very early stages.
- Ward councillors' assistance and cooperation plays a major role in the operation and strengthening of the municipal and ward committee system. The lack of interest and commitment of some councillors and failures reported in this programme highlights the importance of developing effective ways of stimulating their interest in capacity building programmes.

---

*DPLG, NORAD (2005). Local Government Capacity Building Programme, Phase II – Final Report.*

This report consolidates a number of other reports from the following stakeholders: The DPLG, The Department of Constitutional Development, SALGA, the Mpumalanga Provincial government, the Demarcation Board and Mbombela Municipality.

The overall purpose of the programme was to build capacity within local government institutions. The report provides a broad range of reflections, lessons and recommendations from the different projects implemented, and it describes the different actions taken within the different stakeholders. Initiatives taken include performance management systems, project viability, disaster management, labour relations and gender.

The report also reflects on challenges and sustainability issues in local government. It highlights issues such as the limited capacity within DPLG, delays in processes, lack of communication between DPLG and SALGA, the staff turnover and the negative impacts of the continuous change of leadership. It discusses under-spending and its effects on the disbursement of resources from donors.

On the sustainability front, the report provides ideas on how to ensure exchange of information and best practices. Ideas include setting aside funds to continue project activities and to assimilate activities into the mainstream projects funded by the institutions to ensure sustainability, make activities part of the business plan and budgeting process so that they remain operational.

The report also outlines the strengths and weaknesses of the programme. Weaknesses highlighted included limited capacity within DPLG, delays in auditing and lack of communication between institutions, such as DPLG and SALGA. Some of the results achieved are;

- Capacity building within the DPLG that will help it to play a better role in capacity building efforts and within SALGA to enable it to support provincial association and member municipalities so that they can meet the challenges
- There is a GIS in place benefiting government agencies and the public in general
- Capacity building within LOGAM to assist it in affecting organizational change,
- The establishment of a structured interaction amongst SADC countries through the creation of structures and other mechanisms that are to ensure exchange of best practices and information.
- Local government is now incorporated to the SADC structures and a Local Government Minister's Forum has been re-established.

### **Best Practice Recommendations**

- The document provides a broad range of reflections on capacity building and local government, and serves as an important reference guide in this regard. Its contents also underscores the importance of knowledge sharing between organisations and departments since it was through the knowledge sharing project that municipalities were able to learn from their counterparts and identify their strengths and weaknesses.
- Further, the project highlights the importance of appropriate planning and needs assessment, prior to implementation of programmes. Several municipalities were assessed comprehensively on their capacity to deliver services and on their training needs. This provided more reliable data for planning purposes.
- More importantly, the programme has enabled the Department to compile a comprehensive profile of all municipalities and the department will now be able to assess performance of municipalities and track project implementation through this tool.

---

*Trainer's Manual. Municipal Functions and Finances*

The manual provides guidelines for the trainers on how to best deliver training workshops on functions of municipalities and an introduction to municipal finances. The target group is the trainers themselves and although they are the direct beneficiaries, the aim is that they will successfully capacitate Ward Committee members. The specific themes covered include; the structures and functions of government, strategic development by Municipalities, policies on service delivery, municipal finance and indigents support, tariffs, property rates and other detail sections on financial issues.

**Best Practice Recommendations**

- The manual is well structured, providing clear guidance for the trainers on how to capacitate and transfer knowledge to Ward Committee members. It provides a clear overview of the topics to be covered during the workshops and the methodology to follow.
- The presentation is simple, clear and detailed.

*Capacity building, training and development grant 2002-2004, Business Plan. Department of Local Government, Traffic Control and Traffic Safety, Mpumalanga Provincial Government.*

This is a business plan submitted to NORAD by DPLG, Mpumalanga Provincial Government, to request funding for the allocation of Growth and Development grants for the 2002-04 period. The Dept needed the grant to address its capacity building needs, mainly in training councillors and officials within the Provincial Local Government. It details the challenges facing the department, in particular the capacity shortages, the programmes and projects identified and the strategy with regard to capacitating local government.

The plan proposes to link national and provincial policies, priorities and objectives through an integrated provincial plan and monitoring system. It also provides an annex explaining in great detail the capacity building strategy for local government.

### **Best Practice Recommendations**

- The applied value of this document is in the way that it provides a guide to develop similar business plans or proposals. It could serve local structures to build on a strategy to access development funds and learn from the proposals presented elsewhere.

*Making Time Management Work For You, Secretarial support. Nelson Mandela Metropolitan Municipality. Port Elizabeth Technikon, 2003*

The document is a module on time management. It provides basic and useful guidelines on how plan, prioritise and practice time management habits. The applied value of this document could be as a guide to develop similar time management skills guidelines elsewhere.

*Capacity Building Programme for Ward Committees, Councillors and Officials. Karoo District Municipality. Resource Package Consultant. / USAID*

The document, which is part of the training of research assistants/ Co-facilitators, covers in detail a broad range of issues related to local government. The first section explains the local government background and transformation in South Africa, the second section explains the constitutional framework, third section elaborates on municipal governance, section five explains important issues on community participation and section six elaborates on ward committees.

*Training of Trainers: Facilitators guide*

The training guide is designed to equip facilitators (mainly local government practitioners like councillors and officials of the municipalities) with skills to run training workshops for ward committees in their respective municipalities. The issues covered in the guide range from conceptual issues around adult education and facilitation, obstacles to training, the basics of participation, participation methods and techniques and monitoring and evaluation. The document is a good guide for facilitators running capacity building workshops.

---

*Pollard, B. et al. A Handbook on how to write a disaster management plan for provincial and local government. Safer Communities / ASALGP*

Safer Communities resulted from ASALGP work in the South African context, using good practice from Australia in particular. Its contents include a background on disaster planning, world wide trends and principles of disaster management. It details nine steps to prepare such a plan, a summary of this process and some extra tools that are to assist in preparation and evaluation of a disaster management plan.

The handbook provides advice for municipalities and provinces in preparing disaster management plans through nine steps. It shows how disaster management needs to be linked with other planning, particularly across the national, provincial and local spheres of government and to be related to IDP. It provides ideas on an extra tool to plan for the prevention, preparation for, response to and recovery from disasters.

### **Best Practice Recommendations**

- The practical utility of this document rests in its applicability in a broad range of municipalities. The nine steps provided here in a didactic way to establish such plans could be useful in local government structures needing to implement or improve their disaster management plans. The document will be most valued by local authorities and institutions and individuals working on disaster management issues. It is a good document both in terms of its format and contents.

*GTZ. 2005. Public Service Reform Programme (PSRP)*

This is a basic description of the programme, whose aim is to empower the SA public service to render improved services to its citizens, in particular to the disadvantaged groups of Mpumalanga and the Eastern Cape provinces. The programme was initiated in 2005 with several provincial and national partners and targeted group public servants. The project is based on previous interventions at

national and provincial level and has four essential areas; The establishment of right frameworks, to improve the management of Human resources, fighting corruption and providing high quality services to citizens. It provides a useful background on the South African public service, pre and post 1994. It summarises some of the existing challenges and the developments within some related projects implemented previously.

### **Best Practice Recommendations**

- The document will mainly be useful as a reference for national and provincial institutions and implementing partners working on transformation of the public sector. Considering that this is a summary, it is recommended to obtain full reports in order to gain from the lessons of this particular initiative.

#### *Nelson Mandela Metropolitan Municipality Workbook: Communication Skills-Port Elizabeth Technikon*

The workbook is a step to step exercise book which instructs administrative staff on how to improve their communication skills and therefore manage their time better. The applied value of this document is in the way that it provides a guide to develop/build communication skills for local government employees.



## CONFLICT MANAGEMENT IN MUNICIPALITIES

*GTZ . 2000. Conflict Management in Urban Areas. (UCMP)*

This is a programme overview of a conflict management project started in 2000. The report summarises the aims and operational questions of the programme and presents the services offered by the GTZ within this field. It also provides contact details for the persons in charge of programme

The programme objective was to encourage communities to use peaceful conflict management and prevention strategies to resolve conflict in communities. The project targeted communities of selected high crime areas, particularly youth. The first phase started in 1997 when the project was known as the Peace and Development Project (PDP). It aims at training young volunteers as Community Peace Workers, enabling them to recognise existing or potential conflict situations in their communities and to mediate between conflict parties. The second focus of the Project is on career enhancement training and employment or self-employment opportunities.

### **Best Practice Recommendations**

- This document will be quite useful for community policing efforts. It will be useful as a reference for role players in the social crime prevention scene. It will provide ideas to municipalities facing conflict and violence problems so that they can learn from initiatives in this field.

*Balwanth, J. 2001. Local Governance Support Programme (LGSP), Direct Assistance to Municipalities – Durban North and South Central Local Councils Rates Awareness Campaign: Learning Product.. Funded by USAID.*

The document discusses the rate awareness campaign conducted by the Durban North and South Central Local Councils, between September 1999 and April 2000. The campaign was targeted at communities that have never paid their property

rates. It was conducted through pamphlets and posters, radio advertisements, community meetings and door-to-door visits by field workers. The report provides an overview of the main objectives of the campaign; the context of the campaign; the messages conveyed during various phases; the structure and management of the project; the problems encountered during implementation; and the key outcomes of the process. It also includes a summary of the key lessons learnt from the campaign.

The key objective of the campaign was to educate the community about local government and create better. The document discusses the origin of the idea of the campaign, an analysis done to determine The key results of the campaign include improved community attitudes towards the local government, improved payment of rates by the community, etc.

### **Best Practice Recommendations**

- A culture of non payment lingers from the years when people refused to pay utility bills, usually in support of boycotts against the apartheid regime. The issue of access to services and rate payment has remained contested and explosive issues in many urban townships and rural squatter camps and community leaders in a number of municipalities have often encouraged people not to pay electricity and water bills. This has compounded the problems of municipalities trying to turn their debt-ridden and inefficient water and electricity utilities into profitable operations.
- This report of a successful rate-payment campaign, discussing in detail the nature of the problem, the key challenges encountered and the various strategies adopted to overcome the challenges, has important key lessons that should be shared among municipalities confronting similar challenges. It clearly outlines key steps taken to mitigate common challenges to the campaign, such as resistance from civil society organisation, negative media publicity and residents' hostility to the implementation of the campaign.

---

*Capacity Building Programme. 2-day Communication and Conflict Management Skills Training. Alfred Nzo District Municipality. Funded by USAID*

This report on a workshop focuses on themes/ issues covered at the workshop, such as understanding communication, the communication process and methodology including challenges and obstacles faced when communicating and tips for having effective communication. It also provides a section on how to manage conflict in communication and ends with an evaluation of the exercise. The whole document is written in both English and Xhosa, and this makes it more accessible to local communities in the Eastern Cape.

*Pricewaterhouse Coopers, WCDM. Capacity building programme: Communication and Public Participation. Final Draft*

This programme, conducted on request by the West Coast District Municipality, was meant to build/strengthen the relationship between all spheres of government and the communities so that they can effectively participate in decision-making while municipal councils can also effectively inform communities of decisions that are taken. The programme was also meant to enable municipalities to determine the context of participation and communication.

To address the objectives, separate projects were executed. The first one focused on researching and assessing the needs of both the municipalities and their communities, while the second one mapped out the capacity building agenda.

### **Best Practice Recommendations**

- The applied value of this document is in the way that it provides a broad set of information on how to improve communication, public participation and as a result, strengthen good governance. Since effective communication and public participation are fundamental for good governance, municipal councillors and officials have an obligation to enhance personal and organisational effectiveness. This capacity programme was set to address

these needs and to establish effective practices that can positively influence citizen engagement in a sustainable manner.

- The modules provide empirical information on capacity building exercises and particular experiences that could provide valuable best practice in the field. The content of the programme reflects general approaches but also specific attention to the specific needs for capacity building in communication and public participation at the municipalities in the region. Therefore, it will be a good source of information for municipalities country wide since they could learn from the experiences from the six municipalities in the Western Cape.

*Griffin, A. and Sithole, E. 2003. Effective Strategic Leadership in Local Government, Activity 4.5 for Australia South Africa Local Governance Partnership (ASALGP). Trainers'/ Participants Workbooks.. Funded by AusAid.*

The handbooks explore the key leadership roles of municipal elected officials (mayors) and municipal managers and the synergies between them. The modules discuss different leadership styles, focussing on both advantages and disadvantages in the different styles.

### **Best Practice Recommendations**

- It is difficult to make comprehensive analysis and recommendations out of these documents as some modules are missing. There is lack of cross-reference between the trainers' workbook and participants' workbook, making it difficult to use these workbooks for training.
- However, the open-ended discussion style on leadership presented in the available handbooks, gives readers the opportunity to think through the leadership style most suited for their different areas.

---

## LOCAL ECONOMIC DEVELOPEMNT AND POVERTY ALLEVIATION

*Australia South Africa Local Governance Partnership (ASALGP), 2005. A Handbook for Provincial and municipal elected and appointed officials about local economic development.*

The handbook provides advice for elected and appointed officials in local government on how to implement Local Economic Development (LED). It outlines steps to develop an economic development action plan. It discusses how the public and private sectors, trade union and the communities can be involved in the development of their local communities in partnership.

The main issues dealt with in the discussion are: municipal responsibility in LED; identification of key stakeholders in LED; information and data gathering on structures of the local economy; developing an action plan; public involvement in identification of priorities and the development of an action plan; and monitoring progress on the action plan. The discussion also focuses on how municipal officials can facilitate, coordinate and stimulate development. On stakeholder identification, the discussion focuses on key issues needed to choose stakeholders and how to get the stakeholders working as a group. The kind of information/data needed and sources of this data is also dealt with.

The handbook further discusses the various strategies to get people interested and involved in municipal LED programmes. Also discussed are the essential prerequisites for successful drawing up and implementation of an action plan, including how to find adequate resources, adequate skills and adequate support. Lastly, it outlines ways of monitoring progress, including how to identify milestones and blockages to delivery.

### Best Practice Recommendations

- This is a simple and straightforward handbook that includes local case studies showing how the ideas discussed can happen on the ground. One of the case studies provided is based on the experiences of women in Umkhanyakude District in Free State, focusing on women's micro-enterprise within tourism and related sectors. Having gathered information about the problems and needs of these women entrepreneurs, the project developed a range of key strategies for effective local economic development, focusing on engaging the communities of women with an interest in micro-enterprise development, fostering networking amongst women, engaging the support of elected officials and traditional leaders, sharing the information with all stakeholders and building sustainability. The insights drawn from this case study can be useful for empowerment projects for women in other parts of the country.
- The other case study discussed in the handbook is from an 8 week project conducted in 2004 by the Northern Free State District Municipality and the ASALGP. The idea behind the project was to develop an Integrated and Strategic Plan designed to stimulate economic development in the region. The project brought together ASALGP advisors and Northern Free State District Municipality. There were 4 local municipalities involved and in each of these consultative workshops were conducted. Among the project's identified challenges in integrating regional economic development planning were issues such as transport and communication infrastructure to enable the successful working of the economy. It also recommended some practical steps for a regional economic development planning.
- The problem with the project's recommendations is that they are not detailed on the practical side. For example, the project advocates the provision of basic infrastructure to help efficient movement of goods and people. It however does not have any suggestions on how this can be done, especially how funding for these projects could be raised.
- Similarly, the suggestions on assistance for small business are not backed up by detailed discussion on what form of assistance is needed or how

such assistance can be mobilized. So are suggestions about the boosting of agricultural economy and the development of tourism. In the absence of such practical suggestions on ways of implementing these recommendations, the ideas in this handbook remain very theoretical.

*GTZ. 2001. Mpumalanga Rural Development Programme (MRDP)*

The document summarises the aims and operational questions of this GTZ programme aimed at improving the economic and social situation of the population in selected development nodes within the Province. Established in 2001, the programme focuses on the creation of employment in rural areas. The GTZ supports its partner organisations in the Province through developing and implementing development programmes for the rural poor. One of the programmes main activities is to contribute to a coordinated development approach, which successfully identifies and utilizes economic opportunities for SMMEs and addresses the creation of employment and the reduction of poverty. Through this programme a forum to decide on joint development initiatives was established. Within this forum government institutions, private sector and development organisations in the province meet to take joint decisions.

**Best Practice Recommendations**

- The document will mainly be useful for role players working in social and economic initiatives in provinces and municipalities. A closer look at the project itself might provide ideas on how to overcome social and economic challenges by learning from the implementation experiences at Mpumalanga. Both public and private institutions could make use of the experiences from this project.

*GTZ. Training and Support for Resource Management (TRANSFORM).*

This is a project summary of the GTZ programme which began in 1996. The objective of the project is to help relevant government departments to implement sustainable natural resource management oriented towards the needs of the

population. The target group has been the government departments working with rural communities and natural resources, as well as rural communities that have access to natural resources either on reclaimed or communal land. TRANSFORM assists and empowers communities to use their natural resources in a sustainable way and improve their livelihoods. To deal with related problems TRANSFORM has designed a strategy comprising policy advice and coordination, training and capacity building and workable participatory methods. Since the project has achieved successful work it received extra funding from the South Africa's Expanded Public Works Program.

The project summary provides some information on the strategy adopted by the programme and on some of the experiences of a previous phase. It summarises the services and products offered to improve the situation in this field and provides contact details for the persons in charge of programme.

### **Best Practice Recommendations**

- Since natural resource management is the main focus of the programme, this document could be useful for those organisations who assist rural communities to practice sustainable development practices when making use of natural resources.

### *GTZ. 2002. Supporting Local and Economic Development (LED)*

The document provides some reflections on the challenges to achieve local and regional economic development. It summarises the issues that are addressed under the framework of the project and the services and products offered to improve the situation in this field and provides contact details for the persons in charge of programme.

Initiated in 2002 with the DPLG, the target group of this project were the unemployed persons, particularly from previously disadvantage population groups in local and district municipalities. The project is a collaboration of several institutions, such as the DPLG, the DTI, provincial governments of Mpumalanga



---

and Eastern Cape, the Industrial Development Corporation, several local and district municipalities and a number of other national institutions. The objective is to have local communities, including public, private and civic actors, engage in participatory, competitiveness-based LED processes. The project addresses four interrelated issues. First, through the LED approaches and instruments the aim is to assist with the transfer of know-how, and international experiences, adapting them or creating new ones to address South Africa's particular situation.

Secondly, the programme assists the economic cluster of the South African government to understand LED by defining key actors and how to go about it. Thirdly, through human capacity building, policy and decision makers are exposed to LED guidelines and approaches. The hope is to create a market of LED facilitators.

### **Best Practice Recommendations**

- This is a useful document with important insights on how local communities, including public, private and civic actors, could engage in participatory, competitiveness-based LED processes. Given that LED is an ongoing process in need of creative inputs, it is important to disseminate and apply lessons learnt from this project across municipalities. This will provide an opportunity to test the applicability of LED approaches and instruments and to develop new strategies. Full reports on the project should therefore be availed to municipalities throughout the country.

*K2M Consortium. 2004. Local Economic Development and Tourism Strategy for Bophirima District Municipality: Summary Assessment of Process and Lessons Learned, Prepared for: CREA South Africa*

The report is based on research undertaken in order to establish a Local Economic Development and Tourism strategy and associated capacity building programme for the Bophirima District Municipality. It describes the project execution and outlines the outcomes. The report includes reflections on the practical experiences and lessons learnt during the execution of the project. Some

of the problems outlined include erratic involvement of staff, bureaucratic hassles, etc. There are also positive experiences, such as the alignment of LED and IDP within the municipality and the involvement of different organisations within the municipality's LED projects. The report also gives recommendations on how LED workshops could be convened, information could be disseminated and how to use resources for these kinds of projects.

### **Best Practice Recommendations**

This is a good report with key lessons about the role of tourism in LED. The tourism industry in South Africa is widely regarded as an enabler of development and reconstruction. Sharing this report among municipalities with tourism potential will help to support their tourism initiatives and possibly deal with their context-specific tourism needs and challenges.

#### *GTZ. Skills Development Strategy Initiatives Support Programme (SDSI)*

This is a two-page description of a skills development programme initiated in 1997, and partnering the GTZ with the Department of Labour. The report summarises the services and products offered under this programme, targeting unemployed persons from previously disadvantaged communities, SMMEs and SMME staff. The goal has been to build qualified persons who improve their prospects of (self)-employment in the formal sector. Five components are integrated into the programme: Strategy formulation and steering of system development, organisational and personnel capacity building in intermediary organisations, learnership development, scarce and critical skills development, co-ordination of the focal area skills development.

### **Best Practice Recommendations**

Given that this is a summarized description of the programme, the applied value of this document is to use it as a reference to access the full reports available at the donor and implementing partners to develop similar programmes.

---

*GTZ. 2000. Rural Livelihoods Programme, Eastern Cape Province. (RuLiv)*

This descriptive overview of a poverty alleviation programme for the impoverished population of the Eastern Cape Province that began in 2000 is organised into three-year implementation cycles covering a period of 9 years from 2000 – 2009. The programme objective was to improve service delivery and the conditions of poor rural communities in Eastern Cape by supporting public services programmes by government departments, district and local municipalities. It is a partnership initiative with a number of provincial and local institutions. The main task was to capacitate local governments in their efforts to integrate and co-ordinate service delivery for the benefit of rural communities. The report provides background information on the first phase of the programme, describes the adopted approach and summarises the services and products offered to improve public services for rural communities.

**Best Practice Recommendations**

- This is a summarized description of the programme, whose applied value is found in its use as a reference to access the full reports available at the donor or implementing partners. Institutions that could make use of the full information will be all those working in the field of improving local governance and service delivery.

*GTZ. 1998. Broadening Agricultural Services and Extension Delivery (BASED)*

Initiated in 1998, and having as target groups the disadvantaged communities and smallholder farmers in the former homelands of Limpopo, agricultural extension staff and public managers, this descriptive report of the programme provides some reflections on the challenges against ensuring sustainability, quality public service provision and economic and social empowerment of rural communities in South Africa.. The goal of the programme was to achieve service delivery system that meets the organised demands of rural communities and making government services work for the poor. Project interventions have been achieved by facilitating change at the micro and macro levels. The project's key services have focused on

the development of its approaches and the organisation of large scale training of staff at various levels.

### **Best Practice Recommendations**

This is a summarized description of the programme, and its applied value can only be fully appreciated through access the full reports on the summarised initiatives. Institutions that could make use of this information will be a broad range of local and national institutions working in the development of rural communities.

*GTZ. 2004. Active Labour Market Strategy (ALMS) Programme.*

This report is a description of a project started in 2004 to develop skills for the 'second economy'. The implementation partner is the Department of Labour. The project specifically targets unemployed persons from disadvantaged communities (especially women and youth) and entrepreneurs in the informal sector. The goal is to improve the prospects for sustainable (self) employment of these persons. The report explains the programme's components and the services and products offered.

### **Best Practice Recommendations**

- The document will mainly be useful as a reference for institutions, both public and private working in the field of skills development, informal sector economy and labour market issues. Considering that this is a summary, it is recommended to obtain full reports.

---

## INTERGRATED DEVELOPMENT

### *Integrated Development Planning (IDP) – hand-out by DPLG*

This information handout discusses the IDP, i.e. what it is about, why it is necessary to have it, its benefits to different stakeholders, its legal status and the role of provinces in implementing the programme. It also explains the structure of the initiative, as well as where it will be located in dplg. Targeted for members of the public, the handout is good, as it is written in easily accessible language.

*Department of Provincial and Local Government and the German Agency for Technical Cooperation (GTZ) 2003. Municipal Integrated Development Planning (IDP) as an Inter-Governmental Planning Instrument: Challenges and Proposals. Pretoria: DDP Programme.*

This document represents a comprehensive overview of the rationale behind and the use of Integrated Development Plans (IDP) as an instrument to promote inter-governmental planning. Municipalities in South Africa are legislatively required to develop IDPs for the purposes of planning. What this document proceeds to do is discuss potential and real (through empirical observations) problems and prospects associated with the use of this planning instrument for improving planning not just at a municipal level, but at an inter-governmental level.

Interestingly, the document consolidates two separate reports. The first is written by an academic from the University of the Witwatersrand, and entitled: *Towards Integrated Inter-Governmental Planning in South Africa: The IDP as a Building Block*. The second is written by an author whose affiliation is unknown, is entitled: *An Assessment of the Uses of Municipal Integrated Development Plans (IDPs) for Inter-governmental Planning and Budgeting*.

The first document comprises rich information on the development of the IDP as an instrument of inter-governmental planning, along with an initial assessment of its implementation in the South African local environment. It contains a useful

“historical review” of inter-governmental planning in the country; a preliminary assessment of IDP implementation; an extensive discussion of areas of concern; and concludes with suggestions on how IGR planning can benefit from the use of IDPs. In this regard, the author’s discussion can essentially be seen as hinging on the argument that the IDP represents the “basic building block of a decentralized but integrated system of planning...” where the crucial element should be “*getting the IDP right.*”

The second document deals with the subject of IDPs and their role in inter-governmental planning differently, by focusing entirely on an empirical assessment of IDPs in planning and budgeting practices. Data from the IDPs of eight municipalities were analyzed in terms of how they related to the four national and provincial planning tools.<sup>1</sup> What was useful about the findings, or at least how the findings were conveyed, was that the author was effectively able to translate these findings into practical implications, i.e. impediments or opportunities for provincial and national decision-makers.

### **Best Practice Recommendations**

- The practical utility of this document is probably best pitched at an executive level (i.e. political office bearer and senior administrative officials), where its findings could usefully contribute to (and be reiterated at subsequent) regular discussions between national, provincial and local planning officials. In this regard the document’s value will perhaps best be maintained by the extent to which these officials are able to translate its findings and discuss the implications with their counterparts at other spheres of government.

*West Rand District Municipality Operation Plan: The pre-establishment phase of the West Rand Development Agency, July 2004.*

---

<sup>1</sup> The National Spatial Development Perspective (NSDP), the ‘Planning Framework for the Government of the RSA’, the Land Use Management Bill, and the Provincial Growth and Development Strategies and Provincial Integrated Development Plans.  
HSRC Client Report

The report by Urban Econ: Development Economists discusses initiatives to establish a region-based Development Agency in the district in 2002. The West Rand Development Agency (WRDA) is regarded as a regional development agency for the West Rand District that employs “best practice” principles to regenerate, diversify and build the economy of the district in such a way as to promote the prosperity of the district and its inhabitants. The mandate of the WRDA is to “pursue the role of a delivery vehicle that will co-ordinate and manage public resources, potential investors and regional investment opportunities” (p.5). This is done through the development of business in the area. Its role is distinct from that of the municipality.

### **Best Practice Recommendations**

- There are important lessons that could be drawn from this WRDA, LED (Local Economic Development) initiative. The various issues the agency had to deal with in its inception phase are important issues that any LED initiatives have to contend with. These issues include the passing of by-laws that outline the exact nature, structure and operational objectives of the agency before it could be constituted. Also important are the different policies and regulations, including the Constitution, the MFMA, LRA, EEA, etc, and how they may have an implication on the establishment of the Agency.
- Another important issue is that of the agency’s accountability towards the community.
- Equally important is the issue of the structure of such an agency and community involvement in both its organisational structure and activities. How the new laws, such as the Municipal Systems Amendment Act and Municipal Finance Management Act which prohibit councillors from being appointed as board of directors of companies, affect municipal involvement in such development agencies.
- This report only covers the initial phase of the project. It will be good for the DPLG to do a follow up on this project and find how it has fared since then.

*The EU-DPLG Results and Tools: Programme to strengthen local government in Mpumalanga and Limpopo provinces. 2004.*

This is a report on a project that was established in 1998, but only came into operation in 1999. Designed to run until February 2006, the project objective is to strengthen local government and improve service delivery to poor communities in Limpopo and Mpumalanga through skills development, sustainable planning and utilisation of resources. With a budget of approximately R106, 5 million, the programme targets local municipalities; dplg; provincial departments of local government and housing and selected District municipalities. It was also envisaged that a similar project could be implemented in other provinces.

The programme seeks to approach sustainable development through two fundamental approaches: the development of a National Capacity Building Framework (NCBF) and Asset Management. National Capacity Building Framework for Local Government emphasises individual capacity, institutional capacity and environmental capacity. Asset Management Planning, on the other hand, means ensuring that the new infrastructure developed by South Africa in a short period of time is maintained, renewed and replaced in a planned and sustainable manner.

### **Best Practice Recommendations**

- The approach adopted for this project is sound and innovative. It is important to trace all documents related to this project so as to be able to see if it could not be replicated in other provinces or local government municipalities. Furthermore, one needs to have reports on the implementation of these strategies to make a full assessment.



---

## GENDER AND DEVELOPMENT

*Josette Cole, Susan Parnell. (2000) A report on Poverty, Gender and Integrated Development Planning in South African Municipal Practice. Prepared for the Department of Provincial and Local Government and funded by the German Technical Cooperation. (GTZ)*

The report explains the key components of the IDP process and some of the key actions. The second section of the document provides a select review of some South African studies that address gender inequality, poverty reduction and the IDP process. The third section of the report explains the critical components of gender equity, poverty reduction and the IDP process. Section four is dedicated to reflections on best practice and section 5 provides some general conclusions. Finally, four appendices are also included on selected bibliography, a workshop report on the subject and a summary of the workshop views and the details of participants.

The report is a very useful and comprehensive assessment which provides recommendations on how Integrated Development Plans can adequately reflect gender, age and poverty specific issues contributing to gender equality and poverty alleviation. It provides a literature review, an overview of the components of the IDP process highlighting processes and challenges of including gender and poverty issues, reports on a workshop on the subject and some comments on the beginnings of best practice on poverty, gender and the IDPs. The report, taken together with the workshop summary in the appendix, is intended to make a small contribution to current discussion and debate on improved ways to implement the goals of gender equity and poverty reduction in local government practice.

### **Best Practice Recommendations**

- The document provides a very useful 20 point checklist for dealing with poverty and gender in the IDPs. It serves as a guide to assist municipalities to initiate the process.

- The practical utility of this document is broad and should be considered for extensive dissemination and further discussions on the issues. Its findings could usefully contribute to successful implementation of policies on poverty and gender within the IDPs. The document will be most valued by local authorities and institutions and individuals working with local governments. It is a good document both in terms of its presentation format and accessibility of contents.

*Hill, G. 2003. Empowering Women to Start and Successfully Manage Self-Employment Ventures in Umkhanyakude / ASALGP*

The introductory book on small business training programme is designed for women in micro enterprise development. It is a simplified text explaining the types of business, financing, ownership schemes, marketing and so on women in small business need to know about.

#### **Best Practice Recommendations**

- Since the document is a training guide for women starting small businesses, it will mainly be useful as a guide to formulate similar initiatives in the field. It will inform both public and private institutions working in the development of small enterprises, specially those with a gender focus.

---

## HIV/AIDS AND DEVELOPMENT

### *GTZ. HIV/AIDS Cross-cutting funds*

The document is a 2 page project summary, discussing the institutions involved in funding AIDS-HIV programmes as well as the impact or contribution of these funds to the fight against AIDS. It describes the ways in which the funds can be accessed and it also explains the few services and products offered. The institutions discussed are those provide funds to support South African partner institutions trying to reduce the spread and impact of the HIV/AIDS epidemic. The funds are meant to serve as seed funding towards the introduction of innovative approaches to HIV/AIDS education; enhanced co-ordination of HIV/AIDS interventions and better insight on HIV/AIDS responses at municipal level. It provides the contact details for the persons in charge of the project at the GTZ.

### **Best Practice Recommendations**

- This document is a good is a good reference source for accessing more information on this initiative. It should be availed to all municipalities and other institutions looking for technical and financial support to strengthen their HIV/AIDS programmes.

### *GTZ. 2002. Support to the HIV/AIDS Programme of the Nelson Mandela Foundation*

The document is a basic 2-page description of the project initiated in 2002. The document provides some reflections on the HIV/AIDS situation in South Africa, the challenges in addressing the situation and the role of civil society. It summarises the issues that are addressed under the framework of the project and some of the results achieved so far from the organisational development. It also explains the few services and products offered and provides the contact details for the persons in charge of project at the GTZ and the NMF.

The main purpose of the project is to capacitate the Foundation's HIV/AIDS programme through an organisational development process. Some of the results achieved by 2005 included an adequate organisational set-up and the involvement of opinion leaders. The GTZ contribution was to design, facilitate and implement organisation's development jointly with the partner.

### **Best Practice Recommendations**

- The applied value of this document is to use it as a reference to develop similar capacity building and collaboration initiatives in other organizations such as the NMF. The document reflects on some statistics on HIV/AIDS in the country and of the role that civil society organisations such as the NMF and business have been expected to play in this field. It also explains how the project is to contribute to a decrease in the HIV/AIDS infection rate and to the improved care of people who live with HIV/AIDS, especially in rural areas.
- It will be necessary to contact the persons in charge and access more information on the developments.

## **MUNICIPAL MANAGEMENT AND FINANCING**

### *GTZ. Municipal Financial Management Capacity Building (MFMCB).*

Project summary explaining some basic concepts of the Municipal Finance Management Act (MFMA) and its importance for local governance. It provides a background of the inception and first phase of the project, explains the project's focus and the services and products offered. It also provides a description of the collaboration with the GTZ in this field and the contact details for the person in charge of project at the GTZ.

The goal of the project has been to ensure that the Municipal Finance Management Reforms are successfully implemented and the administrative and political representatives of the municipalities are sufficiently capacitated to plan and operate their budgets and finances in accordance with the Municipal Finance Management Act (MFMA). The project aims for successful implementation of the Act through training of municipal officials in areas such as planning and operation of budgets and finances, in accordance with the requirements of the reformed municipal finance management system.

### **Best Practice Recommendations**

- This is an important document, mainly be useful for role players in municipal financial issues, particularly administrative and political representatives of the municipalities. Given that this is a summarized description of the initiative, the value of this document will be probably obtained when accessing the full reports available from the GTZ.

*SALGA and DPLG, Budgeting and Finance, Participants Workbook, Module 1. 2002.*

Five modules developed to train mayors, councillors and other officials, who sit in financial committees, on new developments in municipal finance, especially the policies, principles and processes of municipal financial management. The modules: Module 1: Budgeting and Financing; Module 2 Sources of Operating Revenues and Capital Finance; Module 3 Financial Reporting; Module 4 Roles, Rights and Functions and Relationships of Councillors; Module 5: New Accounting Principles are all important information guides for municipal officials and members of the public.

Module 1 is aimed at educating municipal officials about their financial management responsibilities, especially their role in the budgeting processes. The workbook explains the principles of financial management and highlights various ways of financial management. It also explains key terms used in municipal budgeting, the budgeting process, the importance of effective financial management, the different types of budgets, such as incremental budgeting, programme budgeting and zero based budgeting, the link between Integrated Development and the budget and the purpose of annual financial statements and the different types of external reports issued by the Auditor-General.

The module equally explains the different sources of finance available to local authority to finance its capital expenditure, the impact of each finance source on the operating budget and the factors to consider when approving a budget. Module 2- Sources of Operating Revenues and Capital Finance, is probably the most comprehensive of all these modules. It explains the nature of revenues in general and municipal revenues in particular; the laws and policies pertaining to the financing of municipalities, specifically the primary statutory and government policies regulating the financing of municipalities, the borrowing powers of and revenue sharing entitlements of municipalities; the obligations of municipalities, the procedures in determining municipal tariffs; the nature of user charges and their importance for municipalities. The manual also explains in detail the principles and methodologies of valuation, including aspects such as the valuation roll, the

functions and constitution of the valuation and appeals board/court and appeal procedures. Property rating, specifically the purpose of the rating system, the basis of valuing rateable property, factors influencing the determination of rates, the differential rating systems commonly used in the country and methods of calculating rates are also looked at. The module also focuses on kinds of rate remissions applicable in the country and the circumstances under which such remissions occur. Examples include rate remissions for poor pensioners, direct remissions arising from the introduction of new valuation rolls and rates applicable to charitable or welfare activities.

Also explained are tariffs for municipal trading services, including practices of tariff setting, the principles, basic characteristics and pricing objectives for electricity and water services, the main categories of operational costs used to determine tariffs.

The manuals also details National Electricity Regulator (NER) guidelines on electricity pricing, the various legislative pieces applicable to water such as the Water Services Act (1997), the different tariff structures and their general administration. The modules also explain in details various aspects of tariff administration, the principles and practices of tariff setting for sewerage and refuse removal, especially the various approaches to refuse removal tariffs and the costing for refuse removal services.

The module discusses operating grants, such as capital transfers, provided for in the constitution and acts of parliament such as the Intergovernmental Fiscal Relations Act 1998 and the Annual Division of Revenue Act 1998. It provides detailed explanation about the origin and functions of these grants from national to local government, i.e., unconditional and conditional grants. Also discusses assigned revenues, i.e, various revenues which were in the past due to the national government but have now been assigned to municipalities. These include traffic fines, motor vehicle licence fees.

It explains the legislative obligations and subsidization principles regarding health services, as outlined in both the Constitution and the Local Government: Municipal

Structures Act (1998). It also explains the various practices with regard to the financing of municipalities, including the practices inherited from the past and the changes that have occurred.

### **Best Practice Recommendations**

- This is one of the few manuals that details the pros and cons of specific systems in its discussion of the various practices in the financing of municipalities. For example, the discussion on rating methods clearly spells out the advantages and disadvantages of each rating system discussed such as site rating, flat rating and composite rating. The section on tariff administration, on the other hand, discusses the advantages and shortcomings in the various electricity and water billing systems such as meter reading and prepaid meters. The discussion also clearly outlines important procedures necessary for an effective billing system. It outlines an effective cost recovery framework in respect of all municipal services, especially with respect to financial policy, credit control and customer relations management.(pp 80-81) This framework outlines the basic framework of such a recovery framework and its institutional arrangements.
- The module was developed before the enactment of important legislation governing the operations local government such as the Municipal Finance Management Act, 2002, and the Property Rating Bill, and does not fully capture the provisions of these bills in its discussion. It is important therefore to update it in this regard.

*Municipal Service Partnerships (MSP) – Participant Manual Used as a reference and as a complement to the MSP Trainer's Guide – funded by USAID (United State Agency for International Development) – June 2002*

The document was developed for the training and capacity building program for Municipal Service Partnerships in South Africa, which was conducted by the Research Triangle Institute, North Carolina, in collaboration with the University of



---

the Western Cape and the University of the Free State. The issues covered in the training included the definition of Municipal Service Partnerships; its policy and legal framework; finance; planning and feasibility; labour and stakeholder participation; procurement; implementation; and management and evaluation.

### **Best Practice Recommendations**

- This is a good training document, which provides a clear overview of the MSP and what it entails, its advantages and how it can be implemented. It is written in easily accessible language, and it has some exercises to help trainees recap about the issues discussed.
- The manual seems to be prescribing the involvement of private sector in service delivery, without discussing the pros and cons of such an intervention. Private sector intervention in public service delivery, especially in developing economies such as that of South Africa, has been widely critiqued. There has also been a development of 'new social movements' in South Africa and other developing countries, emerging in response to mainly as a result of some of the types of MSP's discussed in the document. It is therefore important for readers to approach the recommendations in this manual with caution.

### *GTZ. Delivering Justice and Services.*

The document provides a useful explanation of legal and constitutional issues in South Africa post 1994. It presents the services offered by the GTZ within this field and also provides contact details for the persons in charge of programme.

It summarises some of the developments in previous stages of the project and discusses the aims and expectations for future stages. The first phase started in January 1998, with the GTZ supporting the drafting of the legal framework for administrative decision making, which led to the Administrative Justice Act being enacted in 2000. The project is expected to end in 2010 and the aim is that the gap between promises and implementation will be considerably diminished by then.

The main goal of the project has been the further development and implementation of law reform projects to promote transparent, accountable and non-discriminatory justice. It is target at public administrators, was initiated in 1998 in collaboration with the Department of Justice and Constitutional Development. The project has specifically focused on the implementation of the Administrative Justice Act-AJA aiming that by 2010 the gap between constitutional promises and implementation should have diminished significantly. Some of the services and products include training products and exercises on the AJA, advice on strategies to law reforms and legal drafting.

### **Best Practice Recommendations**

- The document will mainly be useful as a reference for individuals and departments directly working on public administration and transformation. It will serve institutions and individuals to learn from training initiatives, information and law reform strategies managed by the GTZ which aim at reducing the gap between constitutional promises and implementation.

#### *Ulundi Municipality Debtpack project 2003.*

This report on a project conducted by Debtpack, a member firm of Pricewaterhousecoopers, with Ulundi municipality, explains the importance of debt collection and recovery, how the information regarding arrears at the municipality level was collected and how Debtpack conducted training for officials of Ulundi municipality. The project was carried out with management and staff of Ulundi as well as communities falling within the municipality. The key objectives of the project were to enable the Ulundi municipality to:

- Reduce arrear debt
- Continuously learn and share information
- Educate the community about arrear debt settlement
- Help the management and staff to identify with the poor and the indigent on the process
- Set up credit policies using the municipality guidelines and Acts, and

- Integrate the Debtpack system with the municipalities main billing system

### **Best Practice Recommendations**

- This report is poorly written. It leaves the reader with a lot of questions about the whole project. For instance, it is not clear from the report who commissioned the project and why it was commissioned in the first place.

## INTERGOVERNMENTAL RELATIONS

*Ajulu, R., de Villiers, J.C. 2004. The DPLG Project: A Study of South Africa's Municipal International Relations: A Study of South Africa's Municipal International Relations (MIR) with a View to Informing New Legislation on MIR in South Africa. Funded by the NORAD.*

This document refers to a study commissioned by the DPLG to assess the status of municipal international relations (MIR) including among municipalities and provincial administrations; to utilize this assessment for considering how policy on the subject could be improved; and to stimulate thinking about issues that could inform legislation dealing with MIR. The document introduces the topic of MIR by defining the subject and providing an overview of how the subject has been dealt with at the policy making and implementation levels. It then engages in an empirical exercise to collect data directly from municipalities and provinces on their existing international relationships and a series of questions about the nature of these relationships.

The document is split into three sections: the first begins with a background discussion of the emergence of international relationships between municipalities, including high level declarations taken involving inter-town/city exchanges. It then moves on to discussing the issue within South Africa, and touches on some of the key drivers influencing municipalities in this country to enter into these relationships.

The second section discusses the methodology employed by the study and presents a statistical breakdown of its major findings. A questionnaire was the primary instrument used to collect data on MIR agreements across municipal and provincial levels. This section illustrated a wide range of quantitative and qualitative data on the number and spread of MIR agreements between South African governments and international partners, the content of these agreements, and an assessment of their efficacy.

The final section includes an extensive discussion on broader findings and recommendations, and offers impressions on the administrative coordination and support for MIR at all three spheres of government.

### **Best Practice Applications of Document**

- The document is a useful resource in global planning for MIR in South Africa, and in this regard provides valuable data on the key drivers behind and success factors associated with MIR. In this regard, it could usefully feed into efforts aimed at maximizing the positive effects of MIR through for example more targeted nationally-assisted programmes in South Africa.
- The content of the empirical data also lends itself to use by municipal and provincial governments engaged in MIR agreements, where these bodies could utilize this data to begin to compare their agreements with counterparts around the country, in an effort to evaluate efficacy.

*Tweedie, S. Intergovernmental Relations-A Key to Good Service Delivery: A Guide for Elected Members and Officials. Australia South Africa Local Governance Partnership (ASALGP), funded by AusAid.*

This is brief and practice-oriented document focusing on inter-governmental relations, from the perspective of the Free State province. Although the author submits that the document is “not intended to be an academic work...” the document does display the pretence of an academic discussion when discussing with the subject matter of Intergovernmental Relations in comparison to a more prescribed and instructive document. The resulting document is one that does not emphasize what Intergovernmental Relations is so much as it emphasizes how Intergovernmental Relations ought to be strategically viewed for the purpose of improving relationships and processes between provincial and local spheres of government. Such a focus inevitably stimulates questions of a more academic nature, such as why a particular definition of Intergovernmental Relations is being pursued and how one proceeds to link such a definition with ‘better’ strategies for improving institutional relationships. Getting elected officials and administrators to

think about the subject of Intergovernmental Relations in this way may represent this document's claim on value.

As different from some practically-oriented documents which begin with the legislative basis for government action, this document begins with a more conceptual discussion of *what IGR is, why it is important*, and how the term relates to the constitutional terminology of "*cooperative governance*". A discussion of the legislative basis and requirements for IGR is discussed in the middle of the document.

The document concludes with sections with a definite value-orientation, such as discussing the characteristics of "good" versus "poor" IGR; the importance of IGR structures, and how to achieve IGR? These sections, along with others, are discussed in relation to a number of appendices at the back of the document, including the following:

Appendix 1: IGR Characteristics-Indicators of Progress to Good IGR

Appendix 2: Guidelines for Effective Meetings with Decision Makers

Appendix 3: Example-Waste Management-Analysis of Intergovernmental  
Relations Requirements

Appendix 4: Creating and Reviewing Performance of IGR Structures

Appendix 5: Basis for a Free State Provincial Government-Local Government  
Partnership Agreement

### **Best Practice Applications of Document**

- The applied value of this document is in the way that it simplifies the practical implications for IGR of the legislative, policy and administrative mechanisms established to facilitate IGR. This is where the appendices become important, where the author proposes a number of basic, step-by-step actions that provincial and local officials can take when interacting with their counterparts or other colleagues at the various spheres of government.

- The document's brevity (it is 17 pages in length with appendices) also adds to its user-friendliness.

*DPLG, GTZ. 2003. Inter-Governmental Planning in South Africa: International Perspectives and Trends. Pretoria: DDP Programme. Funded by the Department of Provincial and Local Government and the German Agency for Technical Cooperation (GTZ).*

This document is one of a number of studies commissioned by the DPLG and GTZ that aim to promote the idea of "decentralized development planning". This particular document discusses the subject of intergovernmental planning in South Africa from an international perspective, where it consolidates the impressions drawn from two separate studies. The first study, led by members of GTZ and the Council for Scientific and Industrial Research (CSIR), present the findings of an intergovernmental study tour to Germany. The second study, put together by GTZ, presents the findings of an international desktop study on inter-governmental relations.

The bulk of the first study is descriptive, outlining the structure and *modus operandi* of the German system of government and its intergovernmental components. There is some discussion at the end of the document on the implications of the German system for South Africa's IGR situation, which does appear to demonstrate some basis for re-considering the concept and practice behind IGR in local circumstances. The suggestions include a mixture of conceptual and strategic approaches to IGR planning in South Africa, and more concrete recommendations demonstrating how IGR in South Africa could be adapted to incorporate what were judged to be favourable elements of the German system.

The second study provides an excellent basis for assessing the suggestions drawn from the German study tour, where the author uses data from six countries (including Germany) to discuss challenges and opportunities that South Africa's nascent system of IGR might learn from. After an introduction to IGR in South Africa, and a summary of the system and IGR characteristics of the six

comparative countries, the author enters into an extended discussion of what South Africa could learn from these examples in terms of subjects such as:

1. Constitutional framework for IGR
2. Distribution of Powers and Functions
3. Inter-governmental systems of development planning
4. Alignment of sectoral and cross-sectoral planning
5. Inter-governmental fiscal relations
6. Planning-budget link

The author usefully summarizes these themes into text boxes marked "Lessons for South Africa", displaying concise recommendations about what could be attempted in South Africa.

#### **Best Practice Applications of Document**

- The document, although adopting a macro perspective to the issue of IGR by making international comparisons, does make an attempt to prompt South African officials to begin to think about the adaptive value of foreign IGR practice by way of concrete examples. This document is recommended for senior officials with an explicit functional responsibility for IGR.

*Dplg's Research Unit (2005). Local Government system in the Southern African Development Community (SADC): Countries' Report.*

The report gives an overview of local government systems in SADC countries. It gives a comprehensive profile of 11 SADC countries. The profiles of Angola and DRC, whose local government systems are still evolving, are less comprehensive. The report focuses on local government's powers, roles and responsibilities. According to the report, although there are local variations in both the nature and extent of decentralisation of power, all SADC countries have adopted the principle of decentralised local governance. However, countries emerging from war and centralist systems, such as Angola, are still faced with the mammoth task of achieving a fully-fledged decentralised local government. Others, such as the



DRC, also emerging from civil war and centralised despotism, Botswana, Lesotho and Swaziland, dealing with the legacy of traditional rural authority, are still in the process of establishing decentralisation in local governance. In these countries, unelected traditional authorities, still play leading roles in local government, especially in rural areas. In Botswana, for instance, there is the House of Chiefs in Parliament, which plays a critical role in governance of the country.

### **Best Practice Recommendation**

- This report has a good overview of the local government systems in the region. Research and policy networks at local, regional and international levels are important in assisting policy makers in interpreting evidence and in introducing new ideas and concepts. The information contained in the report gives SADC countries the opportunity to learn from each other. This is particularly important for countries, such as Lesotho, which are still battling to establish a fully-fledged system of local government. Equally, South Africa and other SADC countries can learn some insightful lessons from countries like Botswana on how traditional authority can be integrated into modern governance structures.
- The report, however, has insufficient data on some countries. The discussion of local governmental systems in some countries excludes vital information on such important issues as population size and governing policies.