INTERGOVERNMENTAL RELATIONS FRAMEWORK

August 2009

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Acting DDG: Governance & Administration
Branch: Governance and Administration
Directorate: Intergovernmental Relations & Constitutional Responsibilities
Outline of Presentation

- Background & Context
- New Provincial IGR Framework
- New Provincial IGR structures
- IGR Calendar Framework
- IGR FW Process Map
- Way Forward
BACKGROUND & CONTEXT
Constitutional & Legal Framework

- Constitutional/legislative approach = **broad framework with limited intervention**

- **Only sufficient principles & frameworks provided** to establish the minimum structures necessary to foster working IGR

- **Non-statutory measures** (such as a policy framework or provincial legislation) were supposed to develop the IGR agenda – provinces have not exercised this opportunity
Generic findings and challenges (1)

- Absence of DotP’s management of IGR in the past lead Treasury and DLG&H to take the lead
- Attempting to improve IGR and transversal planning
- Engagements required involvement of all Dept’s and MM’s and/or relevant representatives incl. LED Roadshows, LG MTEC 1, 2 & 3 & PAF’s, Assumption was that transversality would improve because of representivity
- **However**, without coordination this is not possible
- Content of engagements mostly served similar functions
- Ad hoc attempts to improve intergovernmental and transversal planning
- IGR engagements seen as ‘talk shows’, limited robust discussion, debate and ‘real’ agreement on policies, priorities and trade-offs.
### Generic Findings & challenges cont… (2)

<table>
<thead>
<tr>
<th>Dept’s</th>
<th>Mandate &amp; legislation</th>
<th>Engagements</th>
<th>Participants</th>
<th>Calculation</th>
<th>Number of meeting s &amp; LG officials</th>
<th>Calculation</th>
<th>Number of meeting s &amp; Prov. Officials</th>
<th>Total number of official person days attended</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provincial Treasury</td>
<td>MFMA</td>
<td>3 LGMTEC’s combined with IDP one-on-one’s p/a</td>
<td>B &amp; C Municipalities &amp; 12 Dept's</td>
<td>30 mun's x 3 engagements =</td>
<td>90</td>
<td>12 dept's x 3 engagements =</td>
<td></td>
<td>36</td>
</tr>
<tr>
<td>Local Government &amp; Housing</td>
<td>MSA</td>
<td>PAF, PAFTECH's, Municipal Forum 2 days p/quarter</td>
<td>B &amp; C Municipalities, Metro &amp; 12 Dept's</td>
<td>4 quarters x 2days aver. x 30 municipalities =</td>
<td>240</td>
<td>4 quarters x 2 days aver. X 12 dept's=</td>
<td></td>
<td>48</td>
</tr>
<tr>
<td>Economic Development &amp; Tourism</td>
<td>DPLG LED Framework</td>
<td>1 LED Roadshow p/a per district</td>
<td>B &amp; C Municipalities, Metro &amp; 12 Dept's</td>
<td>1 day per district</td>
<td>5</td>
<td>6 days x 12 dept's</td>
<td></td>
<td>72</td>
</tr>
</tbody>
</table>

**Total number of annual engagements (excluding 9 other Provincial Dept’s)**: 371

The 9 other departments with LG IGR engagements will be assessed in the Audit of IGR Structures within the Province.
Generic Findings and Challenges cont.. (3)

- Consequence of IGR calendar as existed is un-strategic, uncoordinated and unproductive engagement

- Poor level of intra-governmental planning and absence of PGWC spatial/budget footprints limits attempts of intergovernmental planning

- The siloistic approach of planning and budgeting engagements has resulted in:
  - budget informing planning instead of the other way around in the Western Cape
  - budgeting process determining priorities instead of being informed by planning
  - Budgets, LEDs, SDFs, ITP’s etc. that are not related to IDP’s
  - IDP’s only capture municipal intent, not PGWC
  - Municipal Manager, HOD’s and other key officials constantly attending meetings and reporting instead of managing departments.
NEW PROVINCIAL IGR FRAMEWORK
What IGR FW hopes to achieve

- The new IGR Framework provides the opportunity to rationalize strategic IGR engagements at strategic moments to influence the planning and budgeting cycles of both spheres of government.

- **Operational line function** level engagements such as MM forums, CFO forums, Disaster management, MIG etc. should continue where necessary but ensure alignment with the IGR calendar FW at strategic moments to influence the budgeting and planning cycle.

- IGR Framework will comply with Constitutional & National mandates such, MFMA and Municipal Systems Act but timing may need to be improved i.t.o alignment with the budget and planning cycle.

- Improve content of IGR engagements to include robust discussion, debate and ‘real’ agreement on policies, priorities and trade-offs at strategic moments to influence planning and budgeting.

- Facilitate forward planning & mitigation of seasonal & unplanned disasters, i.e. floods, water crises & fires.
IGR Framework

• The PCF & PCFtech established as only strategic IGR forums at provincial level to ensure more accountable, coherent and less complicated IGR engagement

• The new proposed IGR Calendar Framework of engagements will prioritize planning and alignment with the budgeting and planning cycles - ensure municipal priorities inform provincial planning

• Details of the strategic agenda, which will inform the functioning of the IGR structures and prioritisation process
NEW PROVINCIAL IGR STRUCTURES
New Provincial IGR Structures

PCF

Managed by Action Minutes

PCF tech & Admin

Social
Economic
G&A

Plenary

Clusters
PMCF

Managed by Dash Board

Economic

G&A

Social

WC 2010
Economic Cluster

- Line Departments linked to the Economic Sector are the following:
  - Economic Development and Tourism.
  - Environmental Affairs and Development Planning.
  - Transport and Public Works.
  - Agriculture
  - Finance
  - Housing
  - Cultural Affairs and Sport
<table>
<thead>
<tr>
<th>Programme Theme</th>
<th>Lead Department</th>
</tr>
</thead>
<tbody>
<tr>
<td>EPWP</td>
<td>Dep Transport &amp; Public Works</td>
</tr>
<tr>
<td>Integrated Transport</td>
<td></td>
</tr>
<tr>
<td>• Road Safety</td>
<td>Dep Transport &amp; Public Works</td>
</tr>
<tr>
<td>• Public Transport</td>
<td>Dep Community Safety</td>
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<tr>
<td></td>
<td>Dept</td>
</tr>
<tr>
<td>Prov Infrastructure and Property</td>
<td>Dep Transport &amp; Public Works</td>
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<tr>
<td>Management</td>
<td>Dep of Housing</td>
</tr>
<tr>
<td>• Reverse land transfer</td>
<td></td>
</tr>
<tr>
<td>Enabling Business Environment</td>
<td>Dep Economic Development &amp; Tourism</td>
</tr>
<tr>
<td>• Mega Projects</td>
<td>Dep of Agriculture</td>
</tr>
<tr>
<td>• SPV for Focus Sectors MEDS</td>
<td></td>
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<tr>
<td>• Agriculture Economy Projects</td>
<td></td>
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<tr>
<td>Sustainable Development</td>
<td></td>
</tr>
<tr>
<td>• Spatial Development Framework</td>
<td>Dep Environment &amp; Development Planning</td>
</tr>
<tr>
<td>• Revisit Supportive Legislation</td>
<td>Dep of Housing</td>
</tr>
<tr>
<td>• EIA Legislation</td>
<td></td>
</tr>
<tr>
<td>• Leadership in Housing Delivery</td>
<td></td>
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<tr>
<td>• PSDF</td>
<td></td>
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<tr>
<td>• Housing Backyard policy</td>
<td></td>
</tr>
<tr>
<td>Prov Food Security</td>
<td>Prog Dep of Agriculture</td>
</tr>
<tr>
<td>Climate Change</td>
<td></td>
</tr>
<tr>
<td>• Air Quality Management Plan</td>
<td>Dep Environment &amp; Development Planning</td>
</tr>
<tr>
<td>• Climate Change and impact on</td>
<td>Prov Dep of Agriculture</td>
</tr>
<tr>
<td>Agriculture</td>
<td>Dep of Economic Development &amp; Tourism</td>
</tr>
<tr>
<td>• Energy Leadership</td>
<td></td>
</tr>
<tr>
<td>Rural Development</td>
<td></td>
</tr>
<tr>
<td>• Leadership in Housing Delivery</td>
<td>Prog Dep of Agriculture</td>
</tr>
<tr>
<td>• PSDF</td>
<td></td>
</tr>
<tr>
<td>• SPV for Focus Sectors MEDS</td>
<td></td>
</tr>
<tr>
<td>• Health Service Standards</td>
<td></td>
</tr>
<tr>
<td>• Sport Infrastructure Planning</td>
<td></td>
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<tr>
<td>• Extension of Rural Library services</td>
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Social Cluster

- Line Departments linked to the Social Sector are the following:
  - Social Development
  - Health
  - Education
  - Cultural Affairs and Sport
  - Community Safety
  - Housing
  - Finance
<table>
<thead>
<tr>
<th>Programme Theme</th>
<th>Lead Department</th>
</tr>
</thead>
</table>
| Integrated Human Settlements  
  - Upgrading of Informal Settlements Projects  
  - Peoples Housing Project  
  - Housing Accreditation Project  
  - Rental Housing Project  
  - Housing Demand Data Base | Dep of Housing  
  Dep of the Premier |
| Creating a Safe Environment  
  - Drugs  
  - Gangs  
  - Substance Abuse Research | Dep of Community Safety  
  Dep Social Development |
| Burden of Disease  
  - Research  
  - Resources  
  - Targets | Dep of Health |
| Creating a Pride in Heritage  
  Dysfunctional Schools Projects | Dep Culture Affairs and Sport  
  Dep of Education |
| Sport Development Programme  
  Dysfunctional Schools Projects | Dep Culture Affairs and Sport  
  Dep of Education |
| Anti Poverty Programme | Dep Social Development |
G&A Cluster

• Line Departments linked to Governance and Administration are the following:
  • Department of the Premier
  • Treasury
  • Local Government
  • Community Safety
<table>
<thead>
<tr>
<th>Programme Theme</th>
<th>Lead Department</th>
</tr>
</thead>
</table>
| Modernisation of the Public Service  
• LG Empowerment  
• IGR  
• Public Entity Review  
• Strategic Partnership  
• Improving Governance  
• NGO Sustainability  
• Recruitment Protocols | Dep of the Premier  
Department of Health  
Dep of Social Development |
| Municipal Bulk Infrastructure Progr. | Dep of Local Government  
Dep of the Premier  
Across Sphere |
| Disaster planning support to Mun & Prov Departments | Dep of Local Government |
| Children Commission | Dep of the Premier |
| Youth Gender & Disability  
• Child Abuse & Children’s Commission  
• Youth Program | Dep of the Premier  
Dep of Social Development  
Dep of Environmental Affairs and Dev Planning |
| Service Delivery Improvement  
• Health capital and Resources  
• Health Strategic Partnerships  
• Health Customer Care  
• Health Centres of excellence  
• Sustained Dep Income (Functional)  
• Modernisation of Social Service Delivery | Dep of the Premier  
Dep of Health  
Dep of Social Services |
Two Way Communication

Top Down

PGWC
PSA- Provincial Strategic Agenda
PCF

PROVINCIAL STRATEGIC PRIORITIES

COMBINED PRIORITIES

LOCAL GOVERNMENT STRATEGIC PRIORITIES

IDP, Budget, Sector Plans

IDP Process-Community & Stakeholder Consultation

Bottom Up
Composition

- **A. Premier’s Coordinating Forum - PCF is primary structure and is split into two: plenary and cluster committees**
  - Members of **PCF Plenary**: Premier (chair) & all MECs, DG & department HODs, all Mayors & Municipal Managers. Public will be invited as observers to ensure transparency and accountability of government.
  - Members of **PCF clusters**: relevant MEC and district mayors (co-chairs), DG & HODs, MM’s (not Premier & Mayors)

- **B. PCF tech**: provides technical and administrative support to PCF
  - Members of PCF Tech: DG (chair), IGR Unit, DLG&H, HOD’s and MM’s
  - PCF TECH – Content issue based to cover all aspects of LG and PG
Functioning of structures…

- The PCF (plenary and cluster) **meetings** will be held within a **district** municipality on **rotational basis**.

- **PCF Clusters** to be held at intervals **prior to the PCF plenary** where recommendations from clusters will be considered for resolutions.

- **PCF Resolutions** will be **captured in action minutes** & followed up by PCF Tech.

- **C. Premiers Metro Coordinating Forum**: is intergovernmental forum between the Premier and the Mayor of the City of Cape Town.

- **Members of PMCF**: Premier, Executive Mayor of Cape Town, MEC’s, DG, HOD’s, City Manager, members of Mayoral Committee and Executive Directors of the City. Will be co-chaired by Premier & Executive Mayor.
IGR Calendar

• PCF to influence all of the abovementioned IGR structures to ensure alignment of priorities

• PCF engagements have been identified at strategic moments to influence the planning & budgeting cycle of both spheres:
  • Provincial Priority setting phase
  • Alignment phase
  • Review Phase
  • Forward planning phase

• The Calendar Framework accounts for alignment of existing strategic planning IGR engagements – IDPs, APPs, LEDs
Municipal IDP Review process (annual)  

1 July to 30 June (Municipal Financial Year)

- **Final 10/11 IDP’s - New Munic. Fin. Year**
- **New IDP Review starts with adoption of IDP process plans**
- **Community & Stakeholder consultation, drafting of IDP, budget & sector plans**
- **31 March: Draft 10/11 IDP and budget (inclusive of APPs)**
- **31 May: Final 10/11 IDP and budget (inclusive of APPs)**

**Provincial APP process (annual)**  
1 April to 30 March (Provincial Financial Year)

- **Synergy: Final IDP’s input into APP formulation**
- **17 Aug. 2009 Draft 1 10/11 APPs & investment footprint**
- **Draft 2 10/11 APPs & Budget statement 2 27 Nov. 09**
- **20 Jan. MTEC ii**
- **Synergy: APP’s input into IDP formulation**
- **Final APP’s (inclusive of IDP’s)**
- **New 10/11 PGWC Fin. Yr**
PCF  (Jan-Feb)– Provincial Priority setting

- Point of Synergy: Final APP’s tabled to input into new IDP Reviews in progress
- New Provincial priority setting commence
- Identify provincial priorities aligned with local government and national priorities
- The outcomes of PCF would feed into and influence:
  - the finalization of **Prov. Budget Statement 2** for the current financial year and the **State of the Province Address**;
  - the **IDP Strategic Phase-Formulation** and affirmation of community priorities & strategic proposals;
  - **finalization of APP's for new financial** year & MTEC ii
  - the **National Cabinet Lekgotla - 2nd half of January** where priorities are finalized for the current financial year (SoNA)
PCF – (March/April) Municipal Alignment

- IDP’s for the same financial year are in the process of being formulated
- Draft IDP’s adopted (31 March)
- **APP’s** should be **finalised with illustrated spatially budget footprint** at a municipal level
- APP’s finalised- **ideal opportunity for municipalities to check that IDP priorities are align with provincial priorities & budget**
- In compliance with MFMA, **new budget allocations from Departments to Municipalities (LGMTEC 2)**should form part of PCF
- The focus of meetings - **ensure priorities identified in SoPA and SoNA are implemented via the new APP (April) & IDP (July)** budgeting and planning process
PCF June – Policy Review & Synergy

- At this stage, **new APP’s have commenced** and IDP’s for the present financial year finalised
- **Point of Synergy: Final IDP’s tabled to input into APP Formulation**
- **Review of IDP’s and budget spend in the prev. financial year** to comply with MFMA requirements (LGMTEC 3) should take place as part of PCF to inform the next set of priorities
- **APP’s should be evaluated** in a similar manner in the IGR structures to ensure transparency
- The outcomes of APP and IDP evaluations will feed into and improve the new processes.
- PCF would also need to feed into the quarterly report for the **July National Cabinet Lekgotla**.
PCF (Sept./Oct)– Provincial alignment

- First draft of APP’s and draft Provincial Spatial Footprint should be complete

- IDP’s in the consultation phase

- Illustration of provincial budgets at a municipal level would allow municipalities to input into provincial allocation of projects and programmes to ensure alignment and limit duplications

- From a reporting perspective, the Provincial Annual report with regards to the NPoA for the current financial year is being prepared in October.

- This is also done in preparation for FOSAD / January National Cabinet Lekgotla & SoNA.
PCF November - Forward Planning

- Establish **priorities for the next financial year** and agree on the following year’s **IGR calendar of engagements**

- **PMT Bosberaad** - priorities for the next financial year

- **Cabinet Bosberaad** to make decisions regarding the identified priorities

- The outcomes of **PCF** engagements would:
  - Establish priorities to **feed into the National Cabinet Lekgotla** taking place in the 2nd half of January where **priorities are finalised for the next financial year**.
  - Feed into PGWC **annual reports to FOSAD** rounding off the year from a policy perspective.
IGR FRAMEWORK
PROCESS PLAN
IGR Process Plan – Where are we at?

- Currently developing terms of reference and rules of engagement for structures
- Incorporating content discussions into process and design based on IGR Framework
- Planning provincial stakeholder information sessions
- Completed audit of legislation and policy mandates for all PGWC
- Holding information sessions with Local Government
- Preparing for 1st PCF scheduled for 19-20 August, Mossel Bay
- Preparing for PMCF shortly after PCF
### IGR PROCESS PLAN

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Draft IGR Framework Background Paper</td>
<td>Nov ’08- Jan09</td>
</tr>
<tr>
<td>2</td>
<td>Stakeholder Engagements</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Departmental meetings</td>
<td>Jan ‘09</td>
</tr>
<tr>
<td></td>
<td>• PGWC IGR Indaba</td>
<td>19 Feb ‘09</td>
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<td></td>
<td>• Inter-provincial IGR Conference</td>
<td>12 March ’09</td>
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<tr>
<td>3</td>
<td>IGR FW approved by Cabinet</td>
<td>28 June ’09</td>
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<tr>
<td>4</td>
<td>IGR Framework completed (structures, calendar)</td>
<td>8 July ’09</td>
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<tr>
<td>5</td>
<td>PCF Tech information session</td>
<td>14 July ’09</td>
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<tr>
<td>6</td>
<td>IGR Municipal Information Session</td>
<td>4 Aug. ’09</td>
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<tr>
<td>7</td>
<td>Approved IGR calendar &amp; TOR</td>
<td>19 – 20 Aug ’09</td>
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<tr>
<td>8</td>
<td>First PCF</td>
<td>19-20 Aug ’09</td>
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<tr>
<td>9</td>
<td>First PMCF</td>
<td>Date tbc</td>
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<tr>
<td>10</td>
<td>Provincial IGR Handbook published</td>
<td>Feb ’10</td>
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WAY FORWARD

• Recommend Districts align DCFs and DCF Techs with new provincial IGR calendar of PCF and PCF Tech to impact provincial actions on the district as a whole
• Audit of Provincial and Local Government IGR structures – identify existing operational IGR forums that need to feed into IGR structure – Needed?
• Draft and approval - Terms of Reference for PCF & PCF Tech
• Dates for next November PCF
• Alignment, integration and co-ordination for the realization of integrated service delivery
THANK YOU