INTEGRATED SUSTAINABLE RURAL DEVELOPMENT PROGRAMME (ISRDP) AND URBAN RENEWAL PROGRAMME (URP)

GUIDELINES FOR POLITICAL CHAMPIONSHIP

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PROGRAMME MANAGEMENT TEAMS

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GUIDELINES FOR POLITICAL CHAMPIONSHIP OF THE INTERGRATED SUSTAINABLE RURAL DEVELOPMENT (ISRDP) AND URBAN RENEWAL PROGRAMMES (URP)

1. INTRODUCTION

The inception of the Integrated Sustainable Rural Development Strategy, later launched as a programme Integrated Sustainable Rural Development Programme (ISRDP) and the Urban Renewal Programme (URP) ushered a new era of local development in South Africa. With their ambitious, yet challenging task of integrating the existing institutions, planning, management and funding of government in the three spheres to more effectively and efficiently respond to the needs of the disadvantaged communities, it is expected that the implementation of these programmes will increase efficiency in the application of public funds and create appropriate outputs in places where they are most needed.

Since the inception of the programmes in 2001, political champions at the national, provincial and local government spheres were appointed to service the thirteen (13) rural and eight (8) nodes. These political champions are intended to reflect the embodiment of the ISRDP and the URP. Their primary mandate is the promotion of the vision and mission of the programme as well as to remove blockages or impediments to the successful implementation of the programmes.

While this document is based on experiences of the ISRDP, its content is also applicable to the URP. This document intends to give an overview of challenges in the political management of the programmes since inception. In particular, guidelines on appropriate political championship are outlined.

The underlying vision is based on the principle that government is committed to:

> "Attaining socially cohesive, resilient and stable rural and urban communities with viable institutions, sustainable economies and universal access to social amenities, able to attract an retain skilled and knowledgeable people who are equipped to contribute to growth and development."

The appointment of the political champions, at all three levels of government was informed by the recognition that the Integrated Sustainable Rural Development and the Urban Renewal Programmes are structured around a complex set of relationships and authority spheres

in both the political and operational arenas. The complexity arises from the core intentions of the programmes to create mechanisms that will coordinate and integrate the line function responsibilities of national ministries and departments. At the same time, these must also be coordinated and integrated with the line function responsibilities in the distinctive spheres of provincial and local government. This must be achieved through existing legislation, tools and mechanisms for resource allocation and defining development priorities. In addition, these relationships entail the requirement for co-operation in the alignment of various development programmes for efficient and integrated service delivery.

Given the complexity of achieving integrated development vertically and horizontally in government, the need for outlining roles and responsibilities becomes paramount and important to institutionalise the roles, responsibilities, and relationships to ensure clear areas of focus.

1.1 PROGRESS:

Significant progress has been made in establishing institutional arrangements, both at political and technical levels, across all spheres of government to drive, manage and implement the programme. Political leadership is central, and indeed, an embodiment of the ISRDP and URP. In line with the Inter-Governmental Relations (IGR) Organalysis, a core group of fourteen (21) national ministers have been assigned in pairs to act as political champions for provinces and rural nodes. Recently, political and technical champions have also been appointed to the URP and a total of eight (8) national Ministers have been designated as national political champions for the URP (attached are lists of political and technical champions per node). Furthermore, political and technical champions have been appointed both within provinces and nodal municipalities.

Provincial political championship is generally vested in the Offices of the Premiers. However, in all provinces, the Premiers delegated specific MECs to champion nodal development. The organization of this process varies from province to province. For example, in the ISRDP in KwaZulu-Natal with four (4) nodes, the Premier delegated four individual MECs per node whereas in the Eastern Cape with the same number of nodes, one MEC was assigned the responsibility for the four nodes.

At the nodal level, all Executive Mayors are political champions. Executive Mayors are at the cutting edge of development dynamics, and therefore deserve concrete and robust support by the national and provincial champions.

Between May and July 2001 Ministerial visits to the ISRDP nodes took place. These visits aimed at preparing and streamlining inter-governmental processes and structures, and cooperative commitments for implementation of nodal projects. Furthermore, the visits also intended to assess the state of readiness of each District Municipality to implement the programme launched in July 2001. Beyond July 2001, there have been sporadic visits by national political champions to the nodes.

Overall, the visits confirmed that the role of nodal champions is critical and the reality in the nodes has been that active participation by champions is important in giving political energy and commitment to the programme. As evidence of this, there has been a direct correlation between visits by champions, especially national champions and the response and level of energy displayed by provincial and district municipalities to the various project that make up the programme.

In general, visits to all provinces served to reaffirm the political compact between national, provincial and nodal municipalities in implementing the programmes. The visits also served to forge cooperative relationships and partnerships between the Premiers Offices and nodal municipalities. Consolidation of community support for the strategy was also solicited through these visits.

1.2 CHALLENGES

Despite these remarkable achievements, political challenges are still experienced in the nodes. The most serious challenge is that political championship remains inconsistent and invisible. With exception of the very few nodes, Ministers undertook minimal follow-up visits. Subsequently, those nodes with active political engagement have experienced visible progress, public interest and support.

While national and provincial championship is perceived to be invisible and inconsistent, without exception, nodal championship by Executive Mayors displays exceptional commitment and dedication to the programmes. The most important reason for this state of affairs is that the Executive Mayors are at the cutting edge of developmental dynamics, in terms of their proximity to communities. Concrete and solid support by the national and provincial champions would facilitate effective implementation of the programme.

2. ROLES AND RESPONSIBILITIES FOR EACH SPHERE

The above discussion provides the basis for key roles to be defined by various spheres of government in general and in each node more specifically. To confuse roles would lead to duplication and uncertainty. It will therefore be useful in a schematic way to outline the different roles. The next section of the guidelines document seeks to draw broadly on the roles of the various spheres, using the URP as an example.

Matters related to policy, which involves issues regarding urban development legislation, national financial and fiscal matters, the management of the national programme according to key outcomes and indicators, and their monitoring and evaluation are the responsibilities at the national level. Therefore, the national political and technical champions play this role.

The role of managing functional policies including institutional arrangements, programme management, project planning, coordinating provincial investment in infrastructural and social investment, monitoring and evaluating more detailed outcomes and key performance indicators, and overseeing the implementation of projects by line departments at provincial level becomes the role of the provincial political and technical champions.

The role of local government is central to the transformation of doing things in a different way in terms of governance and delivery. The key issues that arise at this level and require the attention of the local political and technical champions are the following: project implementation, co-ordination of local investment at both the public and private levels, management of social dynamics and the facilitation of social processes, and most importantly, using the statutory planning tools that lead to integrated development. The following is a schema for defining the roles and responsibilities of the various role players across the three spheres.

Table 1 ROLE DIFFERENTIATION ACROSS THE THREE SPHERES OF

GOVERNMENT

National Government	Provincial Government	Local Government
♦ Urban and rural policy formulation ♦ Funding ♦ Organisation of urban and rural nodes programme ♦ Overall monitoring of the rural and urban programmes	♦ Functional policy for urban and rural nodes ♦ Project planning and programming ♦ Programme integration across sector cross spheres ♦ Supervision, monitoring and evaluation ♦ Implementation (provincial components)	♦ Implementation of projects ♦ Funding (municipal components) ♦ Social Facilitation ♦ Co-ordinating public and private investments ♦ Local level planning though IDP mechanisms

It is important to note that there has to be absolute clarity of the roles and responsibilities to avoid expectations being raised in communities. The intention is to clearly respect the co-operative governance aspects of the constitution and functions and powers conferred by it to the various spheres of government and to look at the innovative and creative ways of addressing the key issues of economic growth and poverty alleviation through public planning and investment that unlocks private, civil society, and individual investment in urban renewal and rural development.

Given the above schema a set of institutional arrangements needs to be confirmed or proposed and relationships and practices need to be defined. It should also be noted that in the spirit of co-operative governance, certain roles can be shared or delegated by mutual agreement.

The following political institutions and agencies were identified as pillars for political championship:

National Sphere

(i) The presidency
(ii) The Cabinet
(iii) The Presidents Co-coordinating Council
(iv) The joint cabinet Committees: Social Services and Economic Services and Infrastructure
(v) The Ministry Of Provincial and Local Government
(vi) The Ministry for Finance

Provincial Sphere

(i) Provincial Premiers;
(ii) Local Government MINMEC
(iii) Provincial Cabinets;
(iv) MEC's for Local Government and Housing;
(v) MEC's for Social, Economic, Infrastructure and Development functions;
(vi) MEC's for Finance

Local Spheres

(i) District Council Executive Mayors
(ii) Municipal Mayors/Mayoral Councils
(iii) Portfolio Committees
(iv) Ward Committees

Table 2: ISRDP POLITICAL AND TECHNICAL CHAMPIONS AT NATIONAL AND PROVINCIAL LEVEL

PROVINCE	DISTRICT MUNICIPALITY	NATIONAL POLITICAL CHAMPIONS: MINISTERS	NATIONAL CHAMPIONS: DEPUTY MINISTERS	PROVINCIAL POLITICAL CHAMPIONS: MECs	TECHNICA
Eastern Cape	Chris Hani Ukhahlamba OR Tambo Alfred Nzo	S Sigcawu R Kasrils B N Balfour	R T Mabudafhasi	M Mamase	T Zakade
Free State	Thabo Mofutsanyane	J Radebe Tshabalala-Msimang	L. Hendricks	M Tsoametsi Premiers Office	K Ralikontsan M Mokoena
KwaZulu Natal	Ugu Umzinyathi Zululand Umkhanyakude	B Ngubane T Didiza M G Lekota	Madlala-Routledge	P Miller S Ndebele Inkosi N Ngubane C Mabuyakhulu	F Brooks
Limpopo/Mpumalanga	Sekhukhune Bohlabela	S Mthembi Mahanyele I Matsepe-Cassaburi	S Shabangu	M Bhabha J Maswanganyi	I Masing O Petersen
Northern Cape/North West	Kgalagadi Cross Boundary	Mlambo-Ngcuka E G Pahad	D C du Toit	P Dikgetsi	O Mosiane Thina
Western Cape	Central Karoo	Z Skweyiya V Moosa	M Zondi Mapisa-Nqakula	M vam Schalkwyk	C. Naude C Mare

TABLE 3: ISRDP POLITICAL AND TECHNICAL CHAMPIONS AT NODAL LEVEL

NODE	NODAL POLITICALCHAMPIONS: EXECUTIVE MAYORS	TECHNICAL CHAMPIONS
Chris Hani	M Sigabi	M.A Mene
O.R Tambo	RZ Capa	M Qithi
Alfred Nzo	M Sogoni	G.G Mpumza
Ukhahlamba	XYZ Goduka	Rev Pietersen
Kgalagadi	Ms OC Mogodi	Mr Mooiemang
Thabo Mofutsanyana	Ms P Mopedi	Mr Selepe

Maluti-a-Phofung	Dr Mzangwa	Mr K Leduma
Eastern	Mr C Maluleke	R Mnisi
Sekhukhune	Mr M Masemola	Ms L Malebo
Umzinyathi	MS Yengwa,	Mr Otto Kunene
Ugu	M B Khawula	Mr K Mpungose
Zululand	Ms VZ Magwasa	Mr De Klerk
Umkhanyakude	Mr P Kean	Dr B V Thabethe
Central Karoo	Ms D Hugo	Mr D Lott

TABLE 4: URP NATIONAL POLITICAL CHAMPIONS

PROVINCE	NODE	MINISTER	DEPUTY MINISTER	TECHNICAL CHAMPIONS	
				PROVINCIAL	LOCAL
Eastern Cape	Motherwell (Nelson Mandela Metro)	Min. M Mdladlana	Dep. Min. M Mpahlwa	Mr N Mzamo	Mr T. Selai & Mr B. Emslie
	Mdantsane (Buffalo City LM)	Min. L Sisulu	Dep. Min. N Botha		Mr M. Tsika
Western Cape	Khayelitsha (City of Cape Town)	Min. C Nqakula	Dep. Min. C Gillwald	Ms M v/d Merwe	Mr P. Tomalin
	Mitchell's Plain (City of Cape Town)	Min. T Manuel Min. D Omar			Mr S. Solomon
Northern Cape	Galeshewe (Sol Plaatjie LM)	Min. G Fraser-Moleketi	Dep. Min. M Mangena	Mr G. Thina	Mr L. O'Connel Adv. P. Sehunelo
Kwazulu Natal	Inanda (eThekwini Metro)	Min. E Erwin	Dep. Min. B S Mabandla	Mr M. Maduna	Ms. T .Magewu
	Kwa-Mashu (eThekwini Metro)	Min. B M Skosana			
Gauteng	Alexandra (Joburg Metro)	Min. P Maduna	Dep. Min. A G Pahad	Ms C. Engelbrecht	Mr A. Blandford

3. PURPOSE AND ROLES OF THE POLITICAL CHAMPIONS

The forms of political championship can be broadly defined as:

- Evaluating the impact of national legislation, policies, and prescripts on delivery in the nodes. Evaluating the impact of financial and fiscal mechanisms on service delivery in the programmes.
- Evaluating the impact of programmes of line departments on the two programmes.
- Monitoring the national indicators to ensure the programmes are achieving the desired national outcomes in relation to economic growth, poverty alleviation, access to services, and human development.
- To ascertain greater cooperation an effective integration of government programmes.
- To inculcate within local communities strong support for ownership of the programmes.
- To mobilize resource commitments for the programmes form the private and public partners.
- To advocate and promote greater synergy and alignment in national and provincial budgeting for the ISRDP and URP projects so that these are not marginalized but become integral parts of national funding commitments.
- To offer strong and visible leadership for the programme.
- To ascertain that the operational management of the programme meets government set time frames.
- To ensure that targeted groups and areas remain focus areas.
- To ensure full participation of disadvantaged members of the society in programmes; especially youth, disabled and women.
- To monitor and evaluate the role of support agencies in the implementation of the programmes.

3.1 Political champions at national level

- To articulate, represent, advocate for the development priorities generated through IDPs of their respective nodes.
- To monitor and influence the allocation, re-alignment and reprioritisation of national programmes and budgets as they pertain to the development of their node.
- To unblock and influence high-level strategic challenges at a political level that prevent nodal development priorities being achieved.

- To modify critical national level stakeholders (private sector, parastatals, donors, NGOs) for the purpose of harnessing additional resources that could add value to government's efforts in the node.
- To visit nodes regularly (in conjunction with other champions) on a scheduled basis so as to maintain strategic visibility of governments programmes and to advocate for appropriate changes and adjustments in the delivery process.
- To share experiences in a structured forum with other political champions.
- To translate the broad work plan for the next year into a node specific set of actions, in conjunction with provincial and nodal level champions (in consultation with technical champions).
- To act as the custodian of the nodes development interests as they pertain to key national priorities set by Cabinet.
- To encourage a visible and tangible impact on the reduction of poverty and employment creation in the Node.

3.2. Political champions at a provincial level (Premiers / MECs)

- To play an integrating role between national and provincially targeted development initiatives at the nodal development actions generated at local government level through the IDP process across sectors and spheres.
- To maintain oversight of the critical reprioritisation of budgets and resources and lobby national ministries appropriately.
- To mobilize provincial level role-players and stakeholders who could enhance governments already committed resources to the nodes.
- To ensure strategic development priorities are maintained by the provincial legislature in regard to the key nodes in the provinces (and ensure that Provincial Departments roll-out their progress).

3.3. Political champions at nodal level (Mayors/Counsellors)

- Mobilize ward level constituencies in the nodes and bring on board critical stakeholders from civil society, the private sector and donor organizations.
- To ensure community participation and ownership of the development initiatives identified in the node.
- To ensure that all marginalized members of the local community (e.g. Women, youth, disabled) are directly targeted as beneficiaries of the outputs of the programme.

- Maintain political oversight in council meetings in ensuring that development priorities of the node are constantly driven and delivered within the time frames set by government.
- Guide the refocusing and reallocation of municipal resources towards the node.

In relation to the nodes the national political champions would liaise with counterparts at provincial and local level on:

- The key national issues outlined above.
- The issues of coordinated government investment.
- Key political blockages.
- Assistance in relation to parastatals, private sector, and civil society investment in the nodes.
- Assistance in mobilizing national stakeholders in support of the programmes.
- Assistance in mobilizing the necessary capacity resources to implement programmes in the nodes.
- Visits to the nodes to assess progress on the ground.
- Assistance in providing a national presence and endorsement to the programmes and the nodes.
- Assistance in unblocking bureaucratic delays at the national level, and
- Agreement on roles and responsibilities in relation to the nodes.

It is envisaged that the provincial and local level political champions will play similar roles, taking into account their respective constitutional competencies.

Existing intergovernmental governance structures must be used to ensure liaison, information sharing and decision-making across spheres in order to reduce cumbersome administrative burdens on various spheres of government.

4. PROPOSED WORKPLAN FOR POLITICAL CHAMPIONSHIP

In order to translate the political championship framework into action, it is proposed that the Ministry for DPLG convenes national and provincial briefing sessions to formulate a programme action. This proposed plan is intended to focus support on nodal development priorities in order to ascertain that key project deliverables are achieved.

5. CONCLUSION:

Political championship is the cornerstone for successful implementation and sustenance of these high profiled programmes. Experience has shown that where political championship is visible and consistent, all stakeholders involved in the programmes require constant interactions and consultations with political champions. In this way, political champions are able to receive first-hand information from communities themselves about the extent to which community needs are being addressed by these programmes.

Without doubt, these two programmes are set to ensure the best possible approaches and methodologies for integration and co-ordination of government programmes to benefit the previously disadvantaged rural and urban communities. Clearly, effective political championship will facilitate the achievement of inter-sphere and inter-sectoral co-operation in the fight against poverty, thus sustainable socio-economic development.

OVERALL WORK PLAN FOR POLITICAL CHAMPIONSHIP

YEAR 2002 – 2003

	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	MARCH
1. DPLG Minister issues guidelines and championship framework					
2. National briefing session for Ministers					
3. Provincial nodal briefing sessions					
4. Nodal championship work plans completed					
5. Community ward feedback					
6. Quarterly visit by champions with feed back from wards					
7. Critical stakeholders identified and mobilized					
8. Key development priorities confirmed					
9. National, provincial budget re-prioritised in line with nodal development priorities					
10. DPLG Minister quarterly reviews					
11. Nodal development priorities for 2003/2004 incorporated and aligned in Provincial programmes and budgets- key project deliverables noted					
12. Key events, visits, President,MINMAC sessions, release of key programmes for next year published with allocations per node					
13. Lekgotla reports submissions					
14. Key services integrated and established					
15. Nodal delivery capacity in place					