

Chapter 5

Implementation, Monitoring and Evaluation

5.1 Institutional Arrangements

Beyond a shared desire for inclusive economic growth and development espoused in the Free State Vision 2030, the successful implementation of the FSGDS is predicated on building integrated and capable institutional architecture. This necessitate the deliberate creation of an interconnected web of institutions interweaving various institutional objectives, operational layers and capacities to better respond to the province future aspirations.

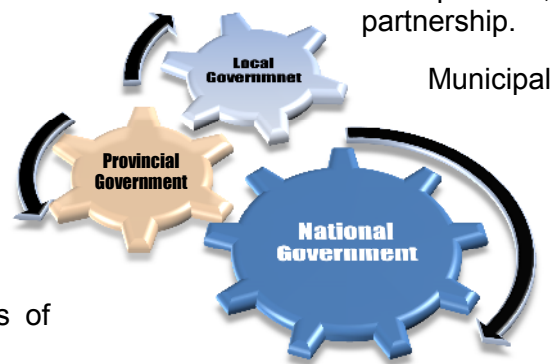
Not only should these institutions be designed to advance multiplicity of effective interactions between the three spheres of government, but must be extended to the realm of the public entities and social partners. After all, the FSGDS and the Free State Vision 2030 is an expression of the aspirations of the people who should endlessly play a meaningful role in the everyday developments that will shape the future they want.

Intrinsic in these institutional linkages should be the need to embed cohesion through collective action. A spectrum of shared norms augmented by institutional convergence should be developed. Underpinning this fusion should be inclusivity, transparency and complementarity that build on the capabilities of all social partners. This will solidify commitment and ownership. It will remove ambiguities and bolster strong cooperation.

5.2 Legislative Framework for Intergovernmental Relations

Chapter 3 of the Constitution gives credence to integrated governance. It stresses cooperation between the national, provincial and local spheres of government which are interdependent and interrelated. This is in order to develop functional institutional relationships to create synergy build on cooperation, integration, coordination and partnership.

Similarly, the Local Government Structures Act of 1998 and Local Government Municipal Systems Act of 2000 creates the parameters for cooperation within the framework of the provisions of the Constitution between the local, provincial and national spheres of government.



Most importantly, the Constitution also affords value to participatory governance as the substance of our democracy. Chapter 6, 7 and 10 of the Constitution create a space for people to participate in influencing the decisions that affects their everyday life.

It is however the Intergovernmental Relations Framework Act of 2005 that gives practical dimension to the principles of cooperative governance contained in Chapter 3 of the Constitution. The objectives of the Act are, “to provide within the principles of co-operative government set out in Chapter 3 of the Constitution a framework for national government, provincial government and local government, and all organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation, including-

- (a) coherent government;
- (b) effective provision of services;
- (c) monitoring implementation of policy and legislation; and
- (d) realization of national priorities”

This web of legal frameworks that shapes intergovernmental relations articulates a shared purpose, integrated planning, coordination, implementation, monitoring and evaluation. It is indicative of the commitment of government policy imperatives as overriding. It seeks to rid government of compartmentalisation and fragmentation that impede effectiveness.

5.3 Inter-Sectoral Provincial Institutional Arrangements

Throughout the country, departments are the functional nucleus of service delivery for government. They fulfil a vital role in operationalising the national and provincial policy imperatives into action. In the Free State, there are currently eleven provincial government departments. Not only are these departments a representation of the functional specialised area, but policy priorities at a particular point in time.



The current provincial government departmental arrangements provide an important pedestal for the implementation of the FSGDS. This layer of implementation is however not sufficient. The success of FSGDS implementation will depend largely on an inclusive institutional architecture that goes beyond government implementation but include social partners from the beginning to the end. Here, FSGDS imperatives should inform structural configuration and operational means.

At the helm of this inclusive institutional creation, the Premier should steer and keep focused the work of the provincial government with the aid of strategic social partners towards the implementation of the FSGDS. In this representation, all the twenty one provincial municipalities should be profoundly engaged. The function of such a structure should be the long-term inclusive growth and development of the province articulated in the FSGDS and the Free State Vision 2030.

Within the overarching provincial planning institutional arrangements, it is proposed that a Free State 2030 Advisory Council (FS 2030 AdCo) be established as a dedicated inclusive structure composed of representatives of government, organised labour, civil society and organised business.

The predominant objective of the FS 2030 AdCo should be to advise government on how best to achieve integrated planning, implementation, monitoring and evaluation in relation to priorities identified in the FSGDS. Included in this imagery should be the active promotion of inter-sectoral coherence and partnerships across a wide spectrum.

Members of the FS 2030 AdCo will be appointed by the Premier and ultimately be accountable to the Premier. The FS 2030 AdCo will perform a purely advisory role. The implementation of the FSGDS, the sequencing of strategic interventions, setting up of priorities, monitoring and evaluation, etc. remains the responsibility of government.

5.4 Integrated coordination

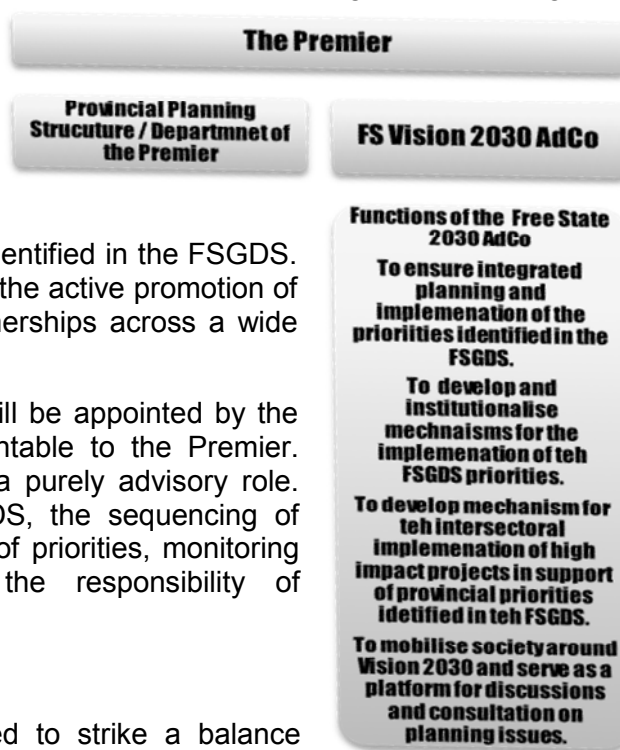
Integrated coordination is intended to strike a balance between the FSGDS strategic intents and the desired outcomes. It seeks to harness the strength of multiple service delivery capabilities through convergence in provincial imperatives and operations. This is about fostering cohesion across a broad continuum of planning, implementation, monitoring and evaluation mechanisms through shared actions.

This implies that the FSGDS and Vision 2030 imperatives will reverberate not only throughout the provincial and local government spheres as shaped by national policy priorities, but also all sectors of society in their varied forms. Integrated coordination thus means seamless implementation of the FSGDS.

The value of integrated coordination is that it builds on trust and shared understanding amongst social partners. Apart from increasing complementarity, integrated coordination widens the service delivery channels and leads to optimum resource mobilization and utilisation. It ultimately increases effectiveness and efficiency central to service delivery.

5.4.1 National Integrated Coordination Mechanisms

The intergovernmental coordination mechanisms are couched within the Intergovernmental Relations Framework Act of 2005 as provided for in the Constitution. The President Coordinating Council (PCC) serves as the President's consultative forum to discuss and gauge strategic policy issues and responsiveness at national, provincial and local government level.



There are also intergovernmental relations committees of Ministers and Members of the Provincial Government (MinMec's) that are meant to promote integration within the areas of concurrency at both the national and provincial levels. The MinMec's provides a window of opportunity to muster support for the FSGDS in response to national imperatives. At local government level, the South African Local Government Association (SALGA) is another conduit to build an understanding of issues of mutual interests.

There is also the cluster system meant to enhance and intra and inter-governmental convergence and give effect to the ideals of integrated governance and coordination. The defining features of the cluster system are thus common purpose and commitment. The cluster system is crafted around thematic functional specialisation areas to foster synergy between departmental mandates and set policy imperatives.

As implementing agents, departments are therefore expected to deliver on identified policy objectives through integrated coordination. This approach also offers inter and intra-organisational capacities on a range of cross cutting policy issues. The cluster system is augmented by the Forum of South African Directors-General (FOSAD) composed of national and provincial directors-general to coordinate the implementation of national priorities.

5.4.2 Provincial Integrated Coordination Mechanisms

The national coordination mechanisms are replicated in the provinces. The work of the PCC cascades down to and given practical value at provincial and local government through the Premier's Coordinating Forum (PCF) composed of MECs and Mayors. Like the PCC, the PCF is meant to cement a shared understanding and commitment.

The PCF provides an opportunity for an integrated approach for the implementation of FSGDS. As per the provision of the Intergovernmental Relations Framework Act, the Premier determines the agenda of the PCF. Implementation of the FSGDS should be an enduring feature of the PCF agenda. Similarly, the FS 2030 AdCo should form part of the PCF.

At the helm, the Premier is responsible for the realisation of the FSGDS objectives. To attain this, at political level, there are Executive Council (EXCO) clusters responsible for policy and strategic direction for the province. Members of the EXCO clusters set development priorities for implementation. Implementation is the role of the Technical Cluster. These are the mirror image of the EXCO clusters. There is also the Forum of Head of Departments (FoHoD) that serves as a structure to ensure integrated service delivery.

The operationalisation of the FSGDS is the work of departments and municipalities. The Strategic Plans of department and municipalities outlines the strategic policy priorities for each of their core service-delivery areas. There are also Annual Performance Plans (APP) that detail what departments and municipalities seek to achieve in a financial year and during the Medium Term Expenditure Framework. The APP sets out performance indicators and targets. It is here that the FSGDS objectives should be strongly reflected and forms the basis of Strategic Plans and APPs.



5.5 Roles and responsibilities

It cannot be overemphasized that it is through the efforts of social partners that the people of the Free State desire can be attained. This will entail social partners defining and identifying the role they should play in the implementation of the FSGDS. It is therefore important that social partners are fully engaged to commit to the objectives of the FSGDS. The following should be the role of various social partners:

The Role of the Provincial and Local Government

- To provide strategic leadership in ensuring integrated approach in the implementation of the FSGDS.
- To create a conducive and supportive environment for the implementation of the FSGDS.
- To establish integrated institutional mechanisms for the implementation of the FSGDS.
- To ensure multi-sectoral engagement in relation to the implementation of the FSGDS.
- To develop incentives and the necessary capacity for the implementation of the FSGDS.
- To ensure and marshal sufficient resources for the implementation of the FSGDS.
- To monitor and evaluate performance and impact in relation to the implementation of the FSGDS.

The Role of the Public Entities and Institutions

- To commit to the implementation of the objectives of the FSGDS as part of business process
- To ensure coherence between their plans and provincial imperatives as set out in the FSGDS.
- To ensure and marshal sufficient resources for the implementation of the FSGDS.

The Role of the Business Community

- To commit to the implementation of the objectives of the FSGDS as part of business process
- To effectively participate in various activities and institutional machinery central to the implementation of the FSGDS.
- To develop and implement strategic plans and programmes with due consideration to the FSGDS.
- To report progress on key programmes as part of implementation of the FSGDS.
- To provide necessary support and resources towards the implementation of the FSGDS.
- To attract and encourage investment initiatives central to the success of the FSGDS.

The Role of the Labour Unions

- To commit to the implementation of the objectives of the FSGDS
- To effectively participate in various activities and institutional machinery central to the implementation of the FSGDS.
- To develop and implement strategic plans and programmes that promotes inclusive growth and development of the province.
- To contribute to human resource development responsive to FSGDS imperatives.
- To provide necessary support and resources towards the implementation of the FSGDS.

The Role of Civil Society

- To commit and encourage ownership of the objectives of FSGDS in the communities.
- To effectively participate in initiatives and multi-sectoral structures central to the implementation FSGDS.
- To ensure transparency, inclusiveness, responsiveness and accountability in relation to FSGDS.
- To monitor and evaluate performance and impact in relation to the implementation of FSGDS in their communities.

5.6 Monitoring and evaluation

A long-term monitoring and evaluation instrument for the FSGDS must provide a systematic, coordinated and integrated outlook on the implementation and impact of interventions undertaken. It should set the parameters and identify the linkages between FSGDS strategic objectives, intertwined processes and desired outcomes to contribute to strategic policy thrusts. The programme logic framework should be used as an appropriate instrument for monitoring and evaluation. It links inputs, outputs, outcomes and impacts in a coherent way.

As a performance and impact measure, the instrument should enhance policy coherence, strategic focus and result-based orientated approach in the monitoring and evaluation chain processes. It should also serve as a device to pursue and facilitate shared dialogue and continuous learning amongst various spheres of government and social partners.

The FSGDS monitoring and evaluation instrument should be about outcomes. This outcomes-based approach to monitoring and evaluation should promote accountability, improve performance and good governance.

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References
