

‘Ethnicity, provincial government and the management of cities: the South African story’

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MOROCCO

TUNISIA

WESTERN SAHARA

ALGERIA

LIBYA

EGYPT

MAURITANIA

MALI

NIGER

CHAD

SUDAN

SOMALIA

SENEGAL

GUINEA

BURKINA FASO

NIGERIA

CAMEROON

CENTRAL AFRICAN REPUBLIC

ETHIOPIA

SIERRA LEONE

LIBERIA

COTE D'IVOIRE

GHANA

GABON

CONGO

DEMOCRATIC REPUBLIC OF CONGO

UGANDA

KENYA

TANZANIA

ANGOLA

ZAMBIA

MOZAMBIQUE

NAMIBIA

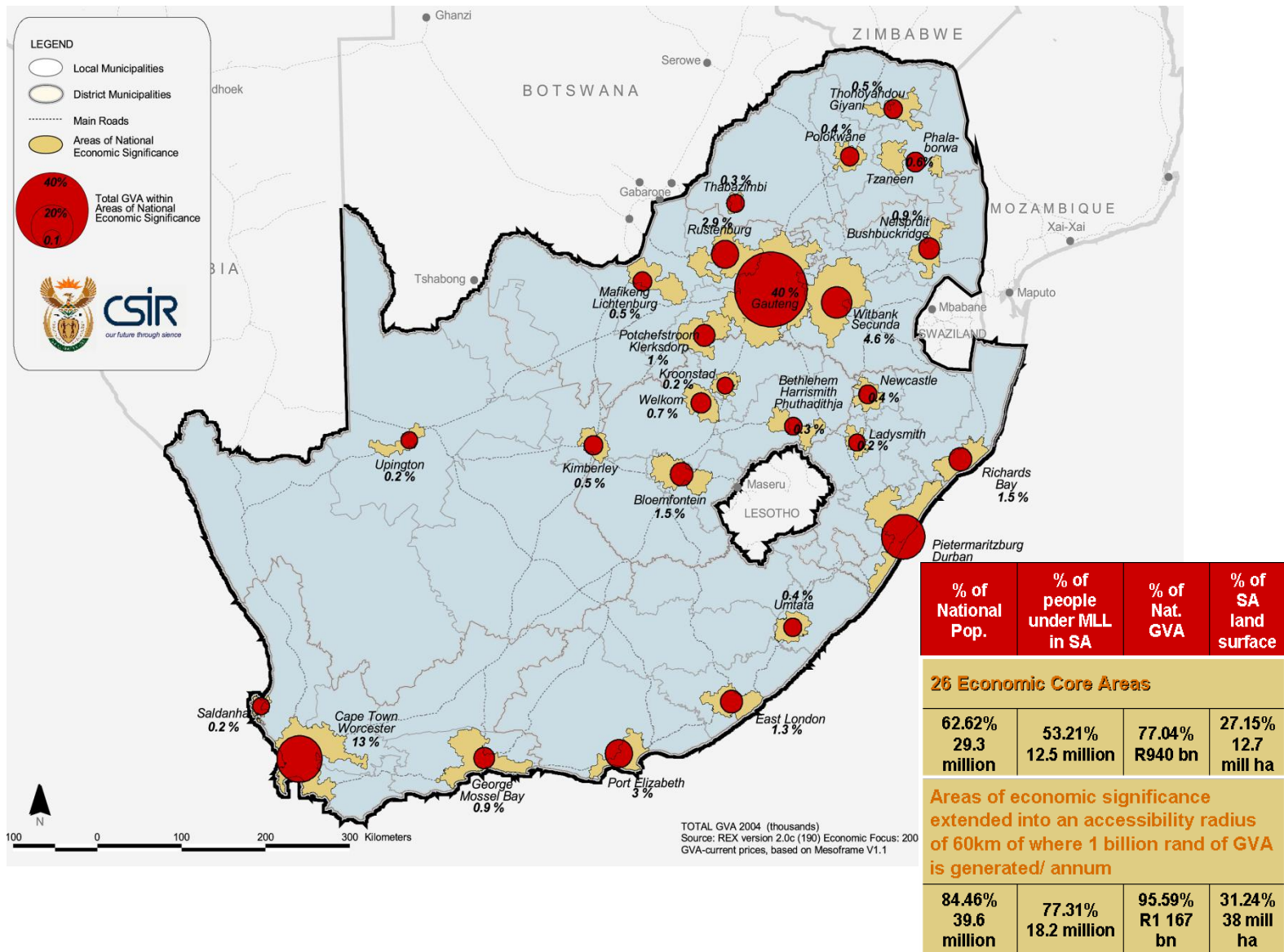
ZIMBABWE

BOTSWANA

SOUTH AFRICA

MADAGASCAR

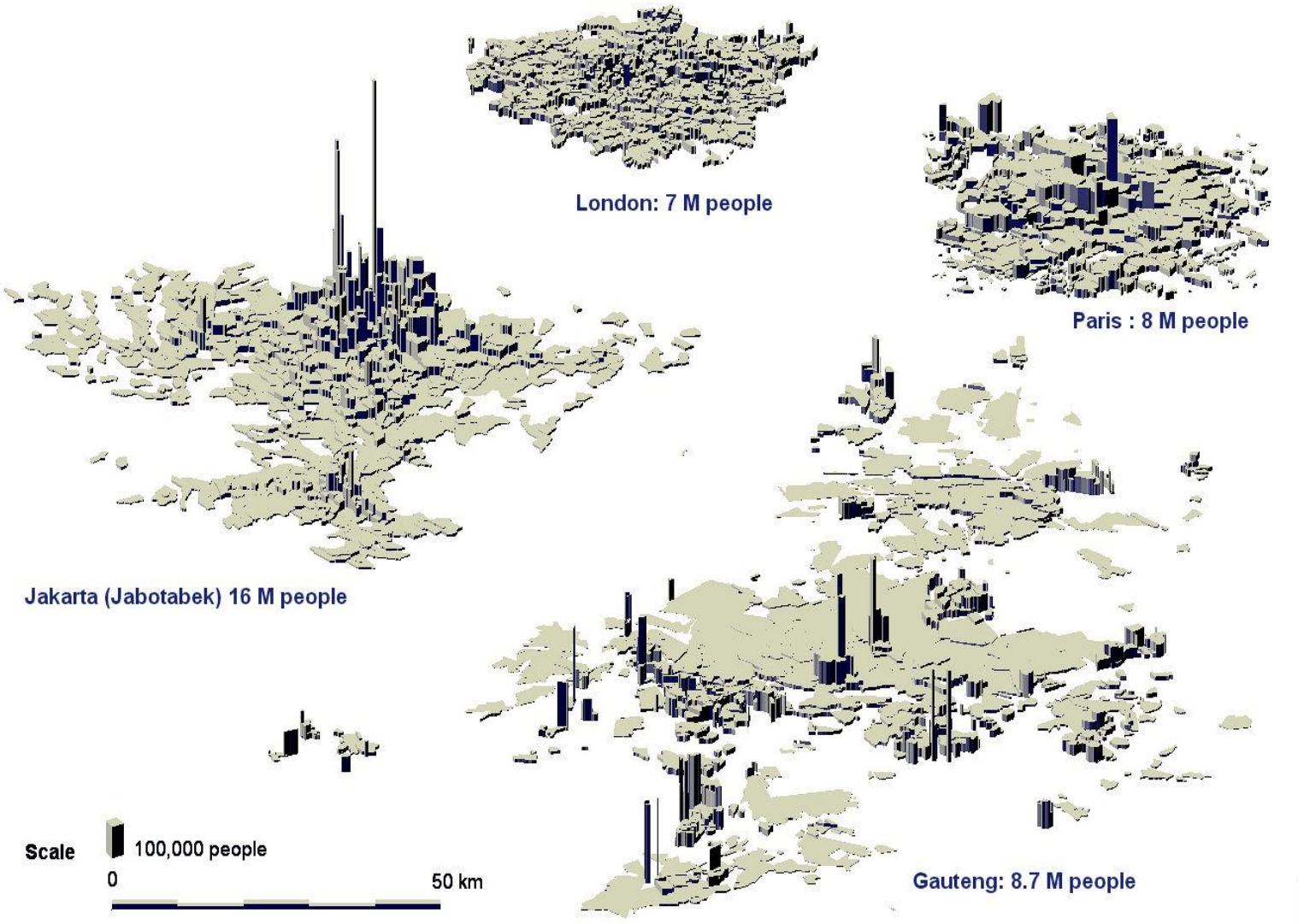
26 core economic centres



Johannesburg town centre



Spatial distribution of population in Gauteng (2001 census) compared to Jakarta, London and Paris



London: 7 M people

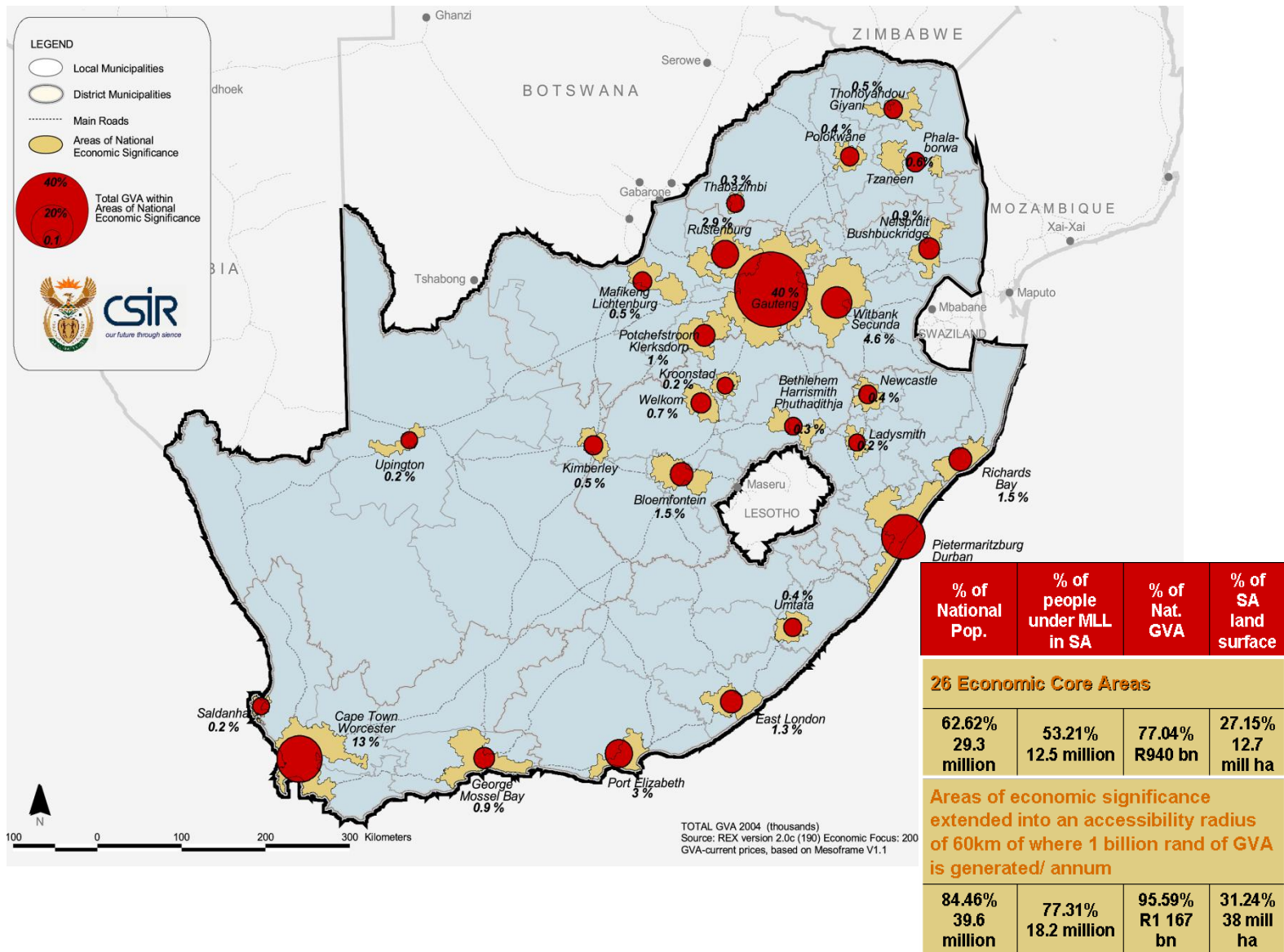
Paris : 8 M people

Jakarta (Jabotabek) 16 M people

Gauteng: 8.7 M people

Scale 100,000 people
0 50 km

26 core economic centres



Cape Town



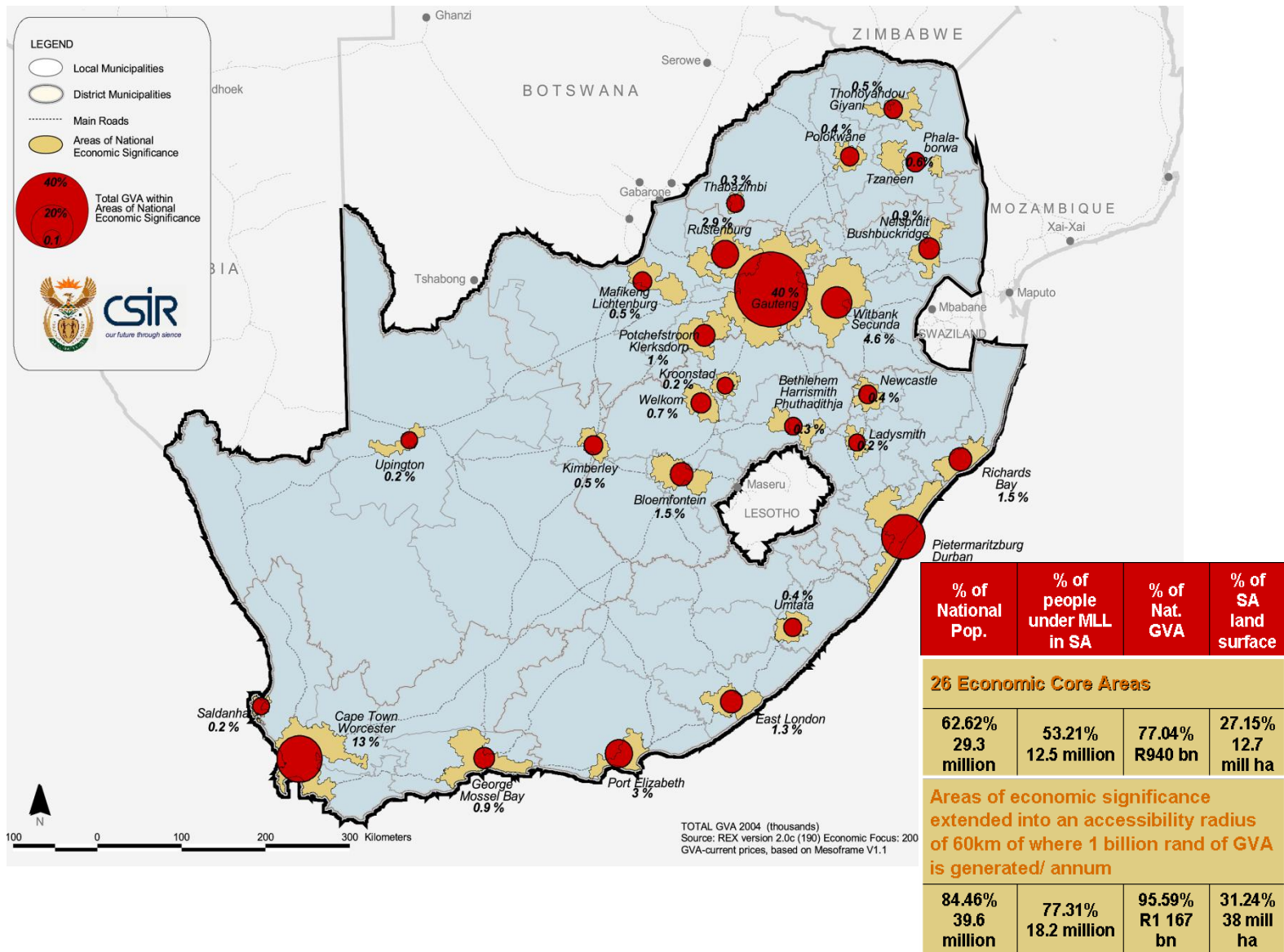
Cape Town, Waterfront



Khayelitsha, Cape Town



26 core economic centres



Industrialised agriculture



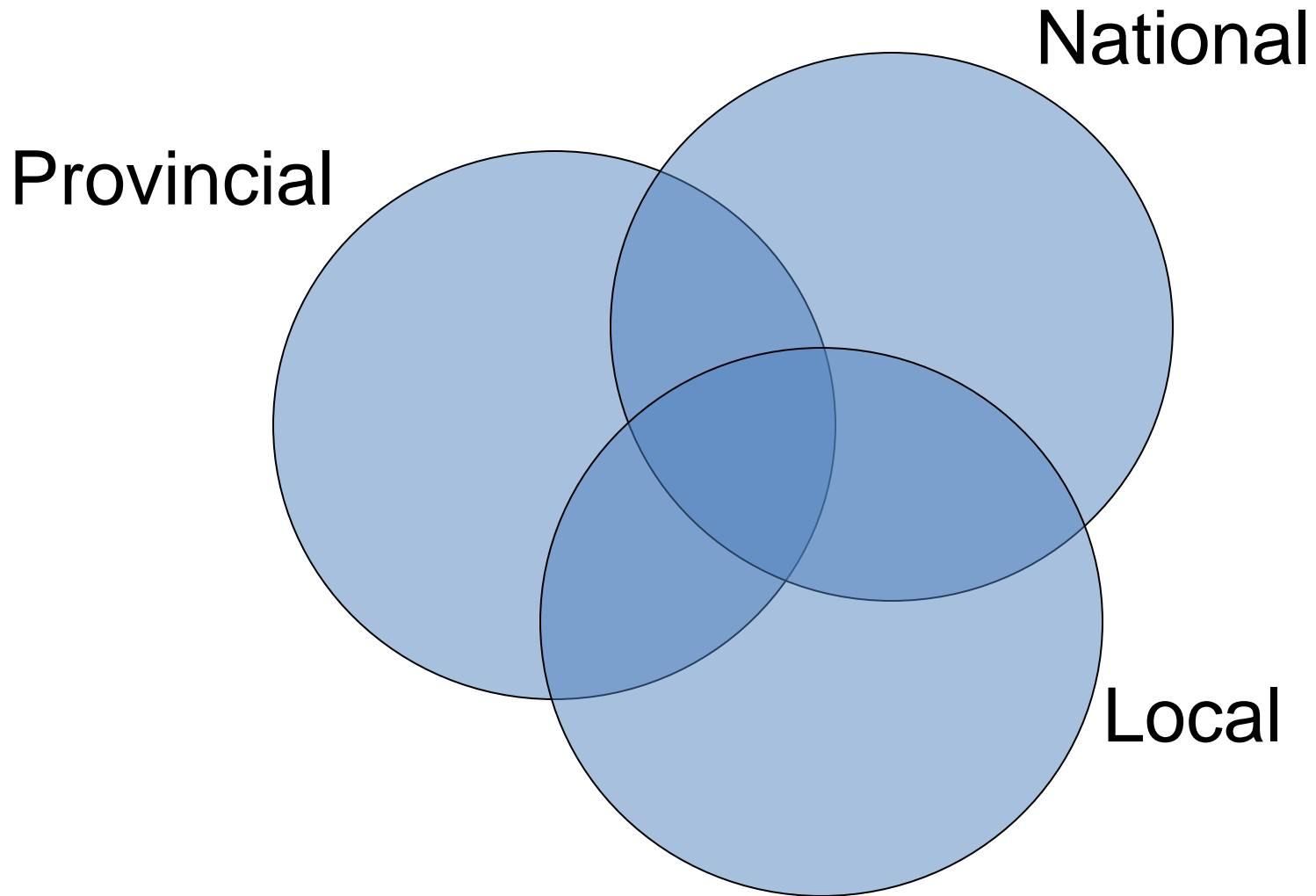
Rural areas



Population group	Population (2009)	Proportion total population	Language	Population composition by first language (2001)
African	39 136 200	79.3%	Afrikaans	13.35%
White	4 472 100	9.1%	English	8.20%
Coloured	4 433 100	9.1%	IsiNdebele	1.59%
Indian/Asian	1 279 100	2.6%	IsiXhosa	17.64%
Total	49 320 500	100.0%	IsiZulu	23.82%
			Sepedi	9.39%
			Sesotho	7.93%
			Setswana	8.20%
			SiSwati	2.66%
			Tshivenda	2.28%
			Xitsonga	4.44%
			Other	0.48%

Country	Population Millions 2007	GDP \$bn 2007	GNI \$ per capita ^a 2007	GNI at PPP \$ per capita ^b 2007	Average annual GDP growth 2000-07	Urban pop as % of total ^c 2005	% share poorest quintile in national Income ^d	CO2 emissions per capita metric tons 2004
Argentina	40	262	6050	12990	4.7	90.1	3.1	3.7
Australia	21	821	35960	33340	3.3	88.2	5.9	16.2
Brazil	192	1314	5910	9370	3.3	84.2	2.9	1.8
China	1320	3280	2360	5370	10.2	40.4	4.3	3.9
Colombia	46	172	3250	6640	4.5	72.7	2.9	1.2
Egypt	75	128	1580	5400	4.5	42.8	8.9	2.2
Germany	82	3297	38860	33820	1.1	75.2	8.5	9.8
India	1123	1171	950	2740	7.8	28.7	8.1	1.2
Malaysia	27	181	6540	13570	5.1	67.3	4.4	7.0
Mexico	105	893	8340	12580	2.6	76.0	4.3	4.3
Nigeria	148	166	930	1770	6.7	48.2	5.0	0.8
Philippines	88	144	1620	3730	5.1	62.7	5.4	1.0
South Africa	48	278	5760	9560	4.3	59.3	3.5	9.4
Tanzania	40	16	400	1200	6.7	24.2	7.3	0.1
Turkey	74	657	8020	12090	5.9	67.3	5.3	3.2
UK	61	2728	42740	34370	2.6	89.4	6.1	9.8
USA	302	13811	46040	45850	2.7	80.8	5.4	20.6

Constitution is constructed around
Spheres...

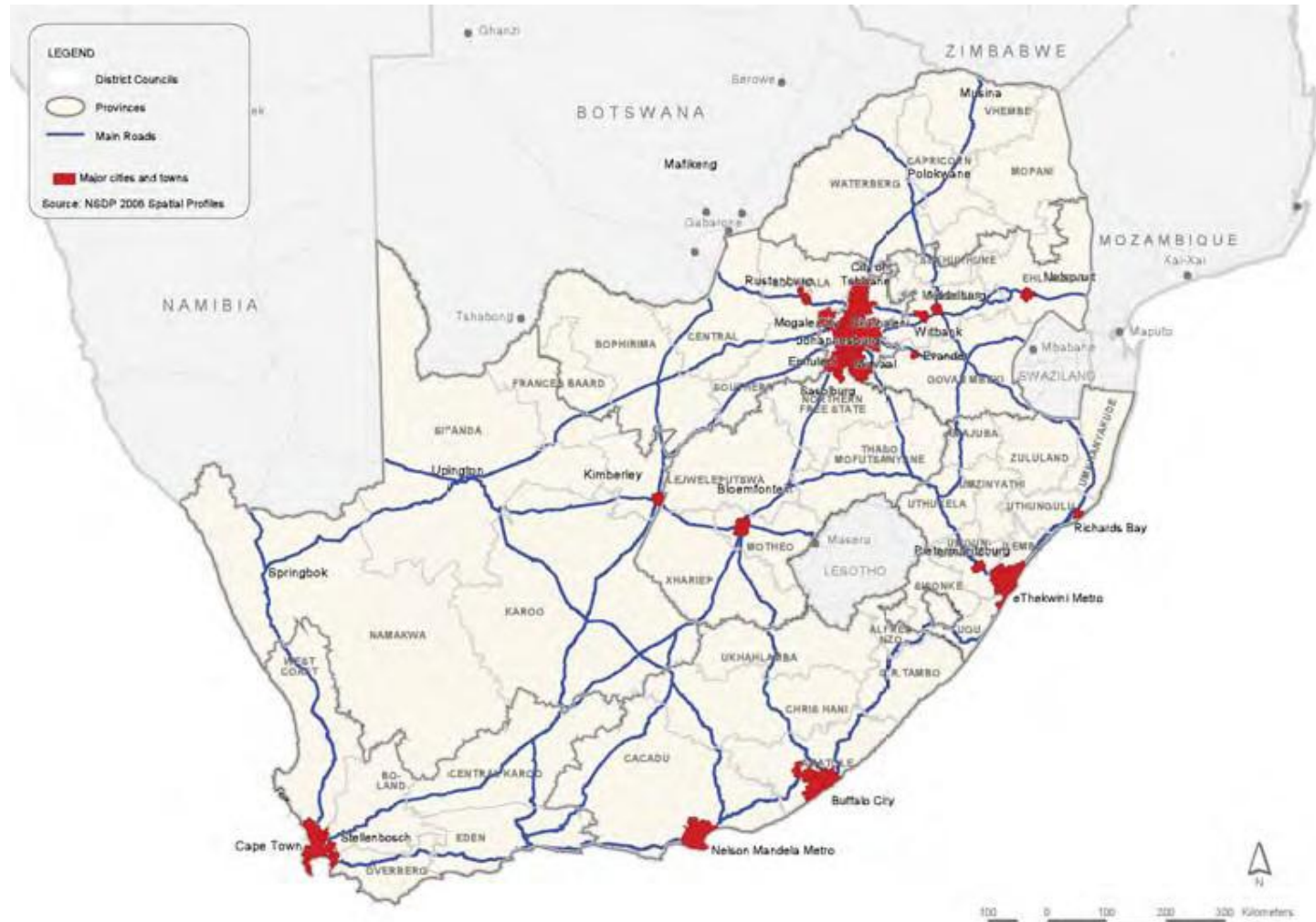


National	Conventional national functions incl Defence, Justice, Foreign Affairs, Finance, Police + policy role in social services
Provincial (9)	Mainly implementation of social services to individuals, eg Health, Education, Welfare
Local (284)	Mainly services to communities and properties, eg sports facilities, traffic services + water, electricity, roads, drainage, etc

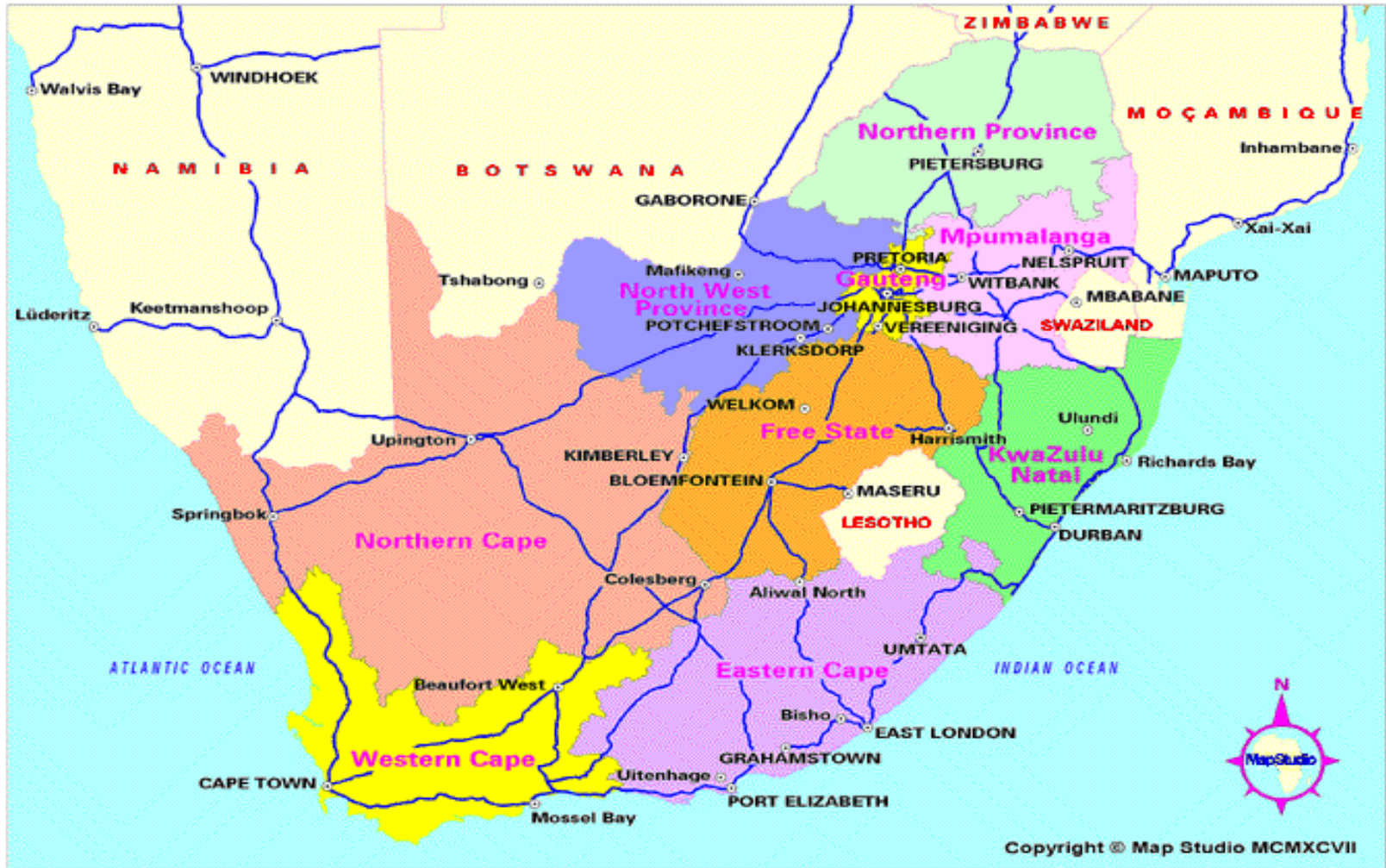
Local government structures

6 Metropolitan municipalities (A)
232 Local municipalities (B)
46 District municipalities (C)
Total (284)

South Africa's main urban areas

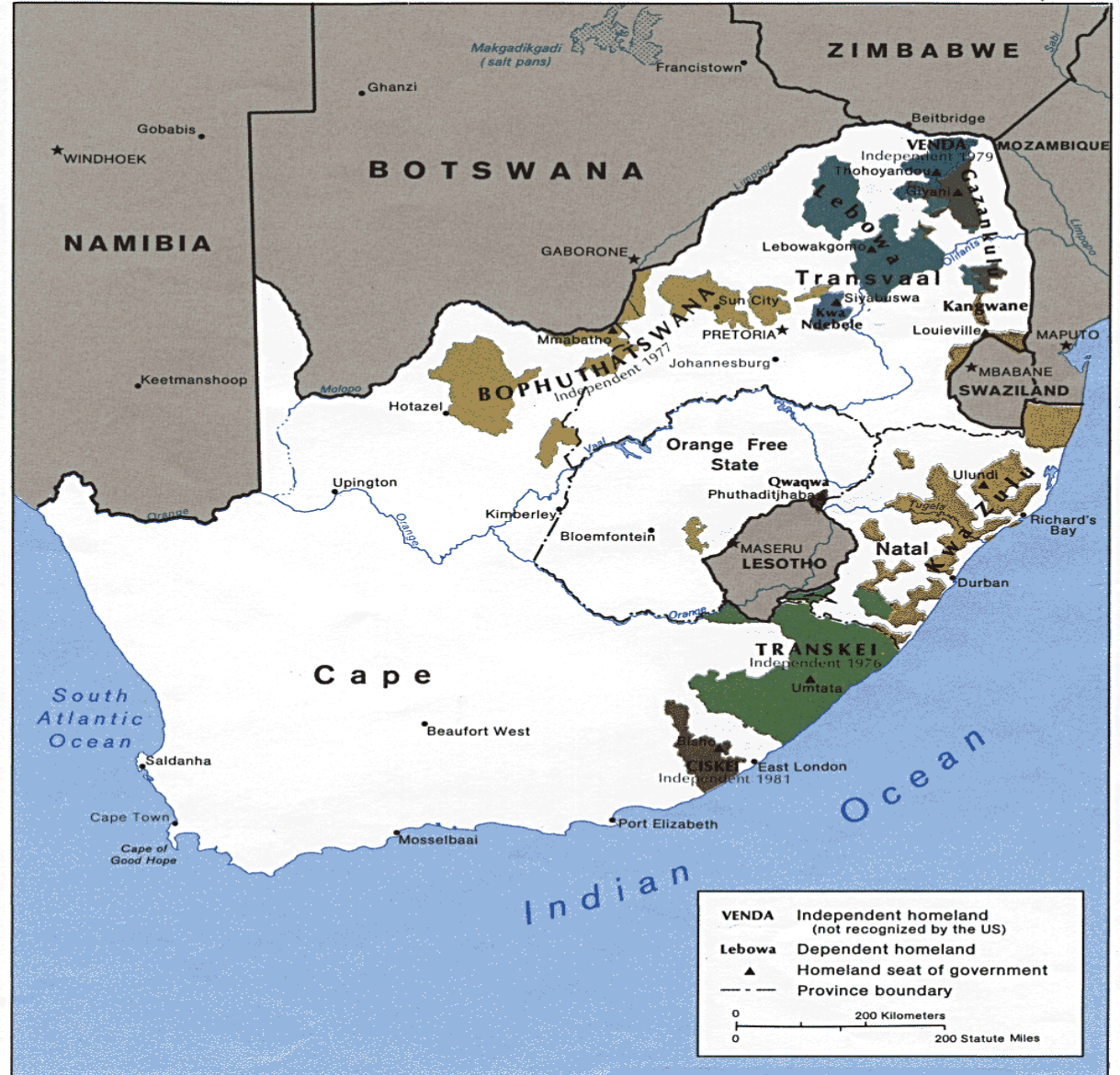


Map showing provinces



Racial
separation
under
apartheid

South Africa: Black Homelands



Townships & suburbs



<http://en.wikipedia.org/wiki/File:Joburg.iss.400pix.jpg>

1964: Mandela jailed



Developing resistance and attempts at reform

- 1976 – Soweto uprising
 - Creation of ‘black local authorities’
 - Important reforms to trade union legislation
- Early 1980’s – mass resistance to ‘indirect rule’ built around civic associations
 - Rent and service charge boycotts
 - Slogan ‘One City One tax base!’
- International trade sanctions



1990:

Anti-apartheid organisations unbanned

Political leaders released



Mandela and De Klerk lead negotiations



Boundaries and powers

- Apartheid was based on physical racial separation at sub-national level
 - Institutions designed on this basis
- Apart from implementing basic democracy and human rights ending apartheid involved strong focus on
 1. Redrawing sub-national government boundaries
 -to integrate racially and create conditions for redistribution
 2. Re-organising institutions around this
 - Distribution of powers and functions
 - Financial arrangements
 - Eg Financial and Fiscal Commission

Positioning on decentralisation in constitutional negotiations

- Previous regime and black 'homeland' leaders wanted strong provinces
- ANC wanted a unitary state without provinces
- Some in ANC emphasised the need for strong local and city government
 - Internal (UDF) rather than exile leadership supported this

1990 to 1994

National and
local level
negotiations

Agreement on

- Democracy
- Some form of
'federalism'

19 constitutional
principles

Interim Constitution


Are you part of the march
towards democracy?

ANC

• PRETORIA
Mantsoe Community Centre

• SOWETO
Jabulani Amphitheatre

• VAAL
Sharpeville Stadium

 **Attend Constituent
Assembly Rallies**
10h00 • 21 March 1991

ISSUED BY THE AFRICAN NATIONAL CONGRESS PWV REGION • COSATU • SACP

A democratic South Africa, 1994



http://photos.syracuse.com/post-standard/2009/04/south_africa_elections.html



<http://overcomingapartheid.msu.edu/image.php?id=24>

Local government reform

- While national negotiations were occurring there was a separate process of urban local negotiations
 - National Negotiating Forum on Local Government
- Brought into the interim constitution process
- Agreement on three phase local transition
 - Pre-interim phase (1994/5) – twinning (no elections)
 - Interim phase (1995-2000) – new boundaries and single elected councils; White Paper process
 - Final phase (2000 onwards)

Interim and final constitutions

- 1994: Interim constitution
- 1996: Final constitution

1996 Constitution

- Creates the basis for significant local autonomy within a national developmental framework
- Reflective of the 'post UDF' period
 - UDF stressed 'local' rather than 'provincial' government
- Recognises benefits of decentralisation by creating three spheres of government
- Incorporates the notion of 'subsidiarity' within a framework of 'co-operative government'
- Provides for local taxation and other revenue sources
- Provides for allocation of resources to poor regions through transparent grant mechanisms
- Protects local government from undue interference

Section 156: powers and functions

- (1) A municipality has executive authority in respect of, and has the right to administer
 - (a) the local government matters listed in Part B of Schedule 4 and Part B of Schedule 5; and
 - (b) Any other matter assigned to it by national or provincial legislation

- 156 (4) The national government and provincial governments must assign to a municipality, by agreement and subject to any conditions, the administration of a matter listed in Part A of Schedule 4 or Part A of Schedule 5 which necessarily relates to local government if
- (a) that matter would most effectively be administered locally; and
 - (b) the municipality has the capacity to administer it

Creation of single tier metropolitan government

- 1998 financial crisis in Johannesburg
 - Two tier system with four sub-structures in interim phase
 - Crisis arose partly because of inability of metro to access funds within a substructure
- Even prior to White Paper and new legislation Johannesburg begins to work as a single tier metropolitan municipality
- Elected single tier metropolitan governments in place from December 2000

Share of each revenue sources (%)

across government

(Taxes are 26% of GDP)

National	Income Tax (personal)	37.3
	Income tax (company)	11.2
	VAT	23.3
	Fuel levy	6.4
	Excise	4.2
Provincial	Gambling	0.2
	Motor vehicle licenses	0.7
	Hospital and other fees	0.4
Local	Property rates	4.4
	Share of fuel levy	1.7
	Electricity/Water (user charges)	10.3

Strengths of current system

- System of provinces was a key facilitator of transition from apartheid to post-apartheid dispensation
- Accommodation of linguistic diversity
 - 7 of ten official languages other than English are dominant language in at least one province
- Widely drawn local boundaries offers
 - Scope for overcoming apartheid divides
 - Scope for governing cities on a holistic and integrated basis
- Facilitates substantial redistribution of national tax base
- Developed system of local taxes and tariffs

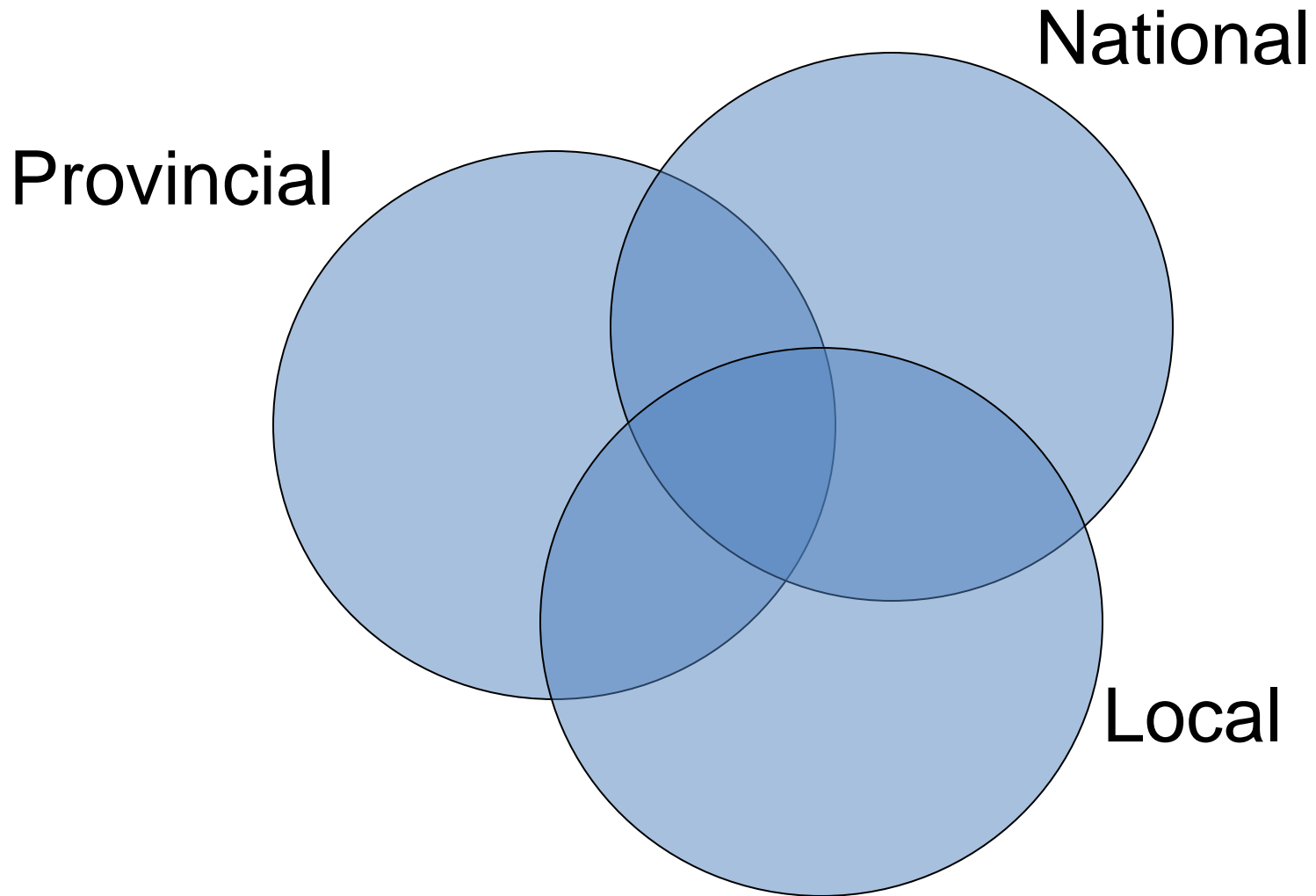
Strengths of current system (cont)

- Single tier metropolitan government creates clarity and simplicity at this level
- Helps achieve fiscal discipline by cushioning centre from immediate demands

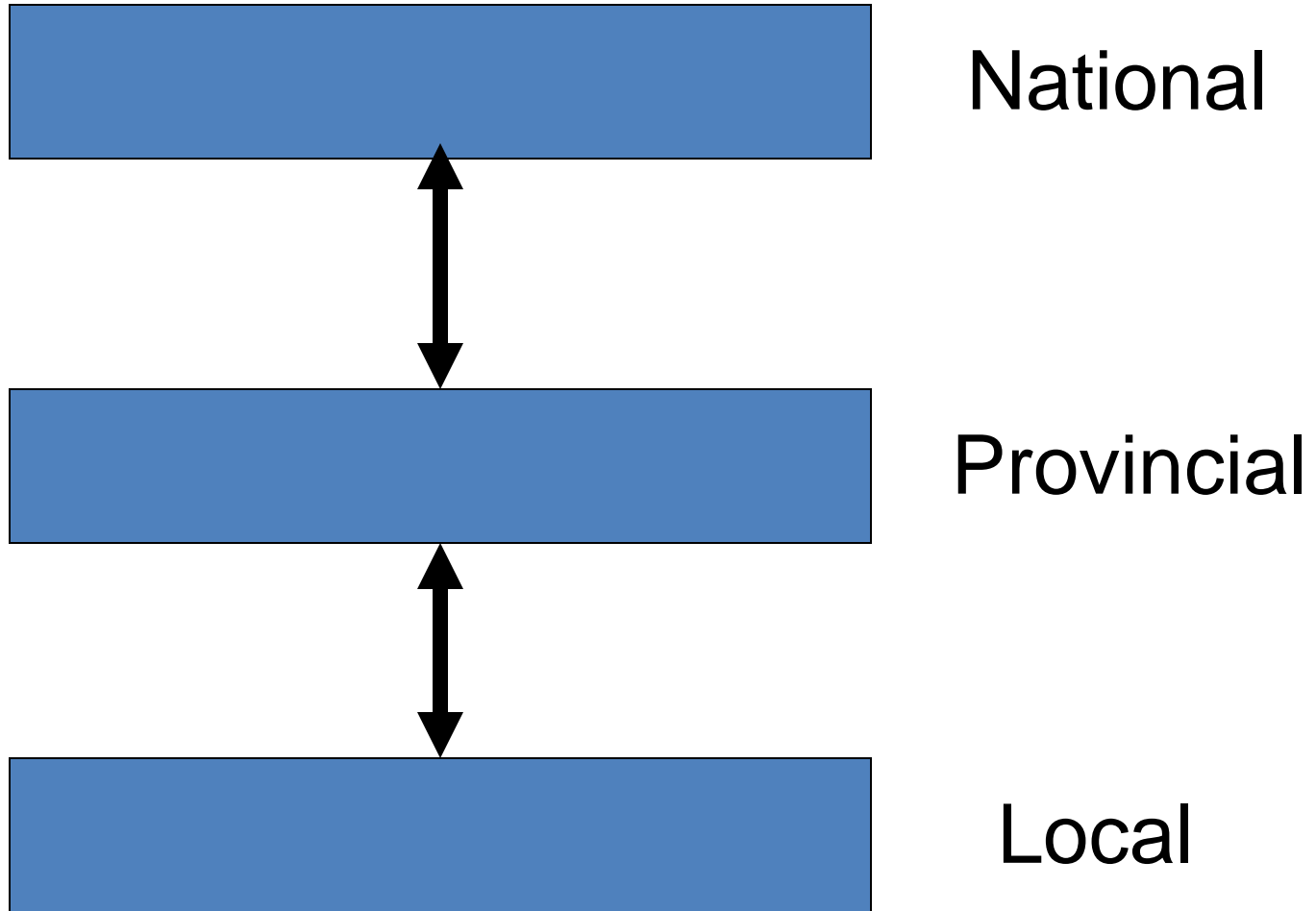
Weaknesses of current system

- Original conceptualisation of local government as key locus of decentralization weakened by increasing political focus on provinces
 - Provincial premiers have higher status than metropolitan mayors
- Complex decision making processes
- Confusion of responsibilities
- Often bitter rivalry between districts and local government
- Effectively four tiers, not three spheres
- Administrative failures at all levels
 - Corruption appears to be worsening

Constitution is constructed around
Spheres...



But political parties operate on the basis of tiers



Response

- Recognition at centre that there are problems
- Some attempts aimed at changing constitution and abolishing provinces
 - This is very unlikely to succeed
- More practical and useful trend is to rationalise within the existing constitution

Key components of rationalisation

- Assymmetry
 - Recognition of importance and capacity of metropolitan governments
 - Devolution of 'built environment' related functions to metropolitan governments
 - Consideration around how to intervene more in non-urban municipalities
- Attempts to exercise more control over provinces through powers that do exist

Comments

- The importance of good urban government
- ‘Federalism’/provinces can seriously undermine the effectiveness of city government