FINANCIAL
AND FISCAL
COMMISSION

South African Research Chair
in Multilevel Government,
Law and Policy

MUNICIPAL VIABILITY: ROLE, CONTENT AND FUTURE

FFC and SARChI Municipal Viability Colloquium Report

"For an Equitable Sharing of National Revenue."

20 July 2015

Financial and Fiscal Commission
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1. Introduction

Since 1994, local government in South Africa has undergone massive reconfigurations. In 1994, the local government sector was reduced to 843 structures, from the 1262 structures pre-1994. In 1999, the newly established Municipal Demarcation Board (MDB) reduced the number of municipalities to 284, in preparation for the 2000 local government elections. Further reductions occurred ahead of consequent local government elections: to 283 in 2006 and to 278 in 2011.

In 2014, the MDB proposed that the 278 municipalities be reduced to 261 in time for the 2016 local government elections. However, during the first quarter of 2015 the Minister of Cooperative Governance and Traditional Affairs (CoGTA) proposed that the MDB reduce still further the number of municipalities and, in particular, review the status of 73 "financially unviable and dysfunctional municipalities". This would include:

- The establishment of three new metros: uMgungundlovu District Municipality, uThungulu District Municipality and West Rand Local Municipality.
- The enlargement of three existing metros by adding rural municipalities or rural areas: Buffalo City would receive two local municipalities, Mangaung one and a half local municipalities, and eThekwini some traditional areas.
- The disappearance of 35 local municipalities, either through amalgamating with one to two other municipalities or becoming district management areas (DMAs) governed directly by district municipalities.
- The alignment of the boundaries of traditional authorities with the boundaries of 19 local municipalities in KwaZulu-Natal.

The CoGTA proposal represents a major departure from the existing approach to local government demarcations because, firstly, municipal viability and functionality is placed at the core of boundary changes and, secondly, a rural metro is proposed. According to CoGTA, a third of municipalities are dysfunctional, while another third are at risk, and the remaining third are functional. The elimination of "dysfunctional" and "non-viable" municipalities underpins and motivates the CoGTA proposal. In other words, the aim of the proposed far-reaching changes is to create more financially viable and functional municipalities. The CoGTA proposal raises four policy issues and associated questions:

(i) **The concepts of "dysfunctionality" and "viability".** Is there a common understanding or definition of a viable/dysfunctional municipality? Whatever the definition, will the proposed mergers create a financially viable municipality?

(ii) **The use of viability as a requirement.** Financial viability is one of 12 factors cited in the Municipal Demarcation Act (No. 27 of 1998), not a requirement. By implication, can this one factor be elevated and dominate other factors?

(iii) **The elimination of dysfunctionality.** This refers to how a municipality operates, delivers services and accounts for the money it spends. Can re-demarcating boundaries eliminate dysfunctionality, and should dysfunctionality be a factor when determining demarcations?

(iv) **The ruralisation of metros.** For the first time, the proposal introduces a rural metro, whereby rural areas are added to an existing urban core. Can a small urban core financially support the surrounding rural municipalities? What will the impact be on the governance of the municipalities involved?

Time is the other factor to consider, as the MDB would have only three months to consult with affected communities and investigate the viability of the proposed new municipalities.

1.1 Municipal viability colloquium

After carefully considering the issues raised by CoGTA's proposal, the Financial and Fiscal Commission (the Commission) hosted a colloquium on municipal financial viability, in collaboration with the South African Research Chair in Multilevel Government, Law and Policy at University of the Western Cape. The colloquium took place on 29 May 2015 (and agenda attached as Appendix 1) and included participants from various organisations and sectors, including national departments (CoGTA, National Treasury, Department of Performance, Monitoring and Evaluation in the Presidency); provincial treasuries (Gauteng, Free-State and Western Cape); provincial CoGTAs (KwaZulu-Natal and Gauteng); municipalities (Gariep Municipality and City of Tshwane); the South African Local Government Association (SALGA); South African Cities Network (SACN); academic institutions (University of the Western Cape and University of Johannesburg); institutions supporting democracy (MDB and the Commission), and the private sector (Pan African Capital Holding and Nibema Business Entity). A full list of participants can be found in Appendix 2.

This report summarises the colloquium's discussions. After an overview of the state of local government, which provides a context for the proposed demarcations, the main highlights from the discussions are presented. The report concludes with recommendations.

2. The State of Local Government in South Africa

Local government is the sphere closest to people and plays a crucial role in the country's governance. The Constitution mandates the local government sphere to provide local communities with a range of services, and so municipalities need to be in good state and able to deliver services effectively.

2.1 Socio-economic profile of municipalities

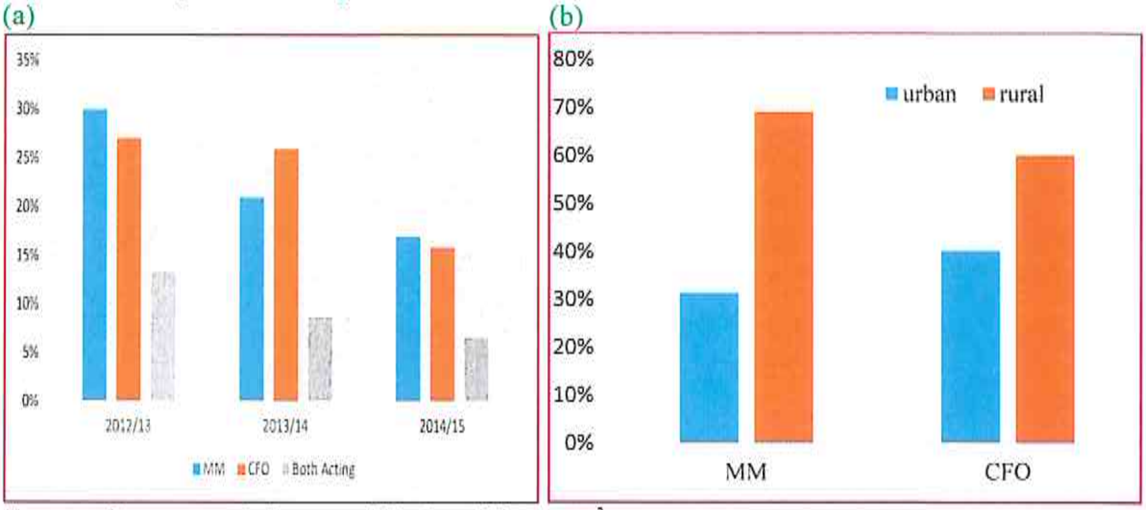
Wide disparities in socio-economic indicators characterise municipalities, with rural municipalities[1] lagging their urban counterparts. Rural municipalities have high unemployment and low economic activities. The average gross value added (GVA) per capita is R9 in rural municipalities, compared to about R76 for metropolitan municipalities. Employment in metropolitan areas stands at 34%, more than double the 13% of rural municipalities.

2.2 Management stability

Instabilities and vacancies at senior management level are detrimental to the proper functioning of a municipality. Figure 1(a) shows the percentage of municipal managers (MM) and chief financial officers (CFO) holding positions in an acting capacity, while Figure 1(b) shows that the problem is more prevalent in rural municipalities.

[1] Rural municipalities were classified as B3 and B4. B3 consist of relatively small towns with relatively small populations, where agriculture is the main economic activity. Even though a significant proportion of the population is based in one or more small towns, B3 are considered rural because of the area's heavy dependence on agriculture. B4 municipalities are characterised by the presence of at most one or two small towns, communal land tenure systems and villages or scattered groups of dwellings. B4 municipalities are typically located in former homelands.

Figure 1: Acting senior managers

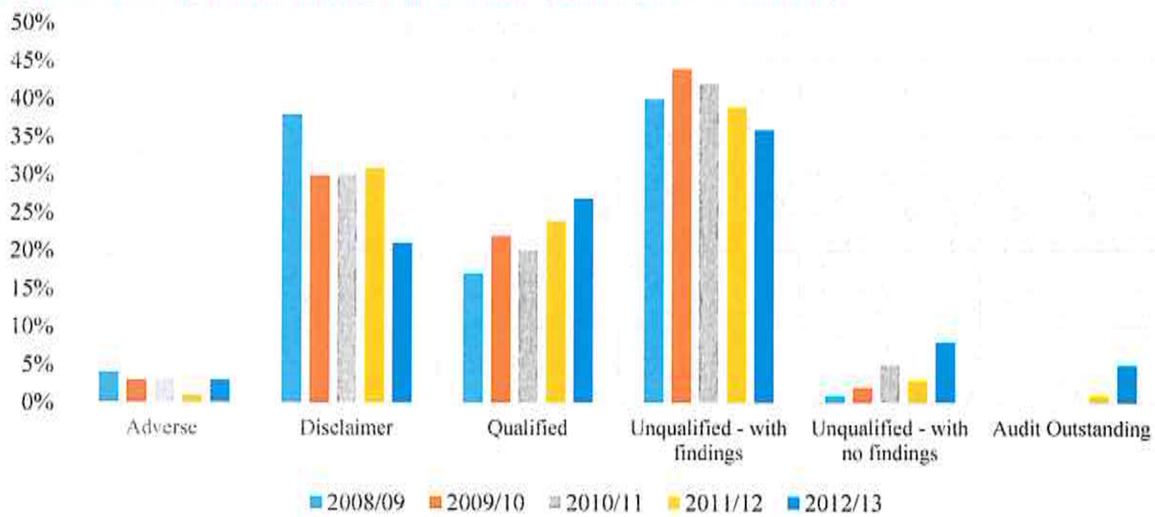


Source: Own computations and National Treasury[2]

2.3 Audit outcomes

Audit outcomes best show the challenges facing the local government sector. As Figure 2 illustrates, there is widespread variation among municipalities, and (although not shown in the figure), poor audit outcomes are more pervasive in rural areas. It is also important to note that an absence of adverse opinions does not mean an absence of municipal financial problems.

Figure 2: Municipal audit findings for all municipalities (2008/09–2012/13)

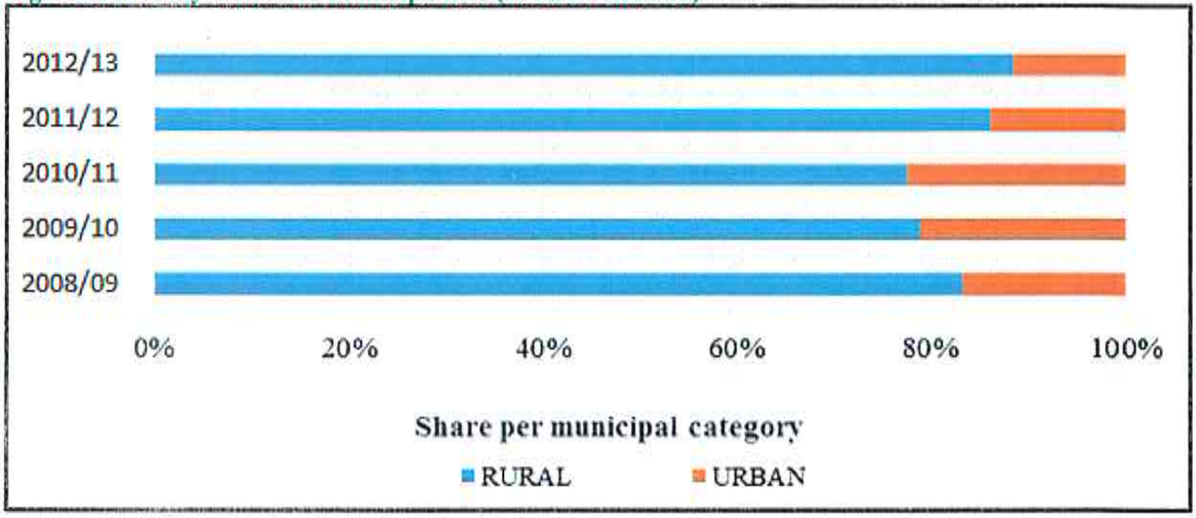


[2] National Treasury. 2012. The state of local government finances and financial management as at 30 June 2012. Available: http://mfma.treasury.gov.za/Media_Releases/The%20state%20of%20local%20government

2.4 Fiscally distressed municipalities

Municipalities that are fiscally distressed[3] are incapable of meeting their financial obligations.[4] Rural municipalities (B3 and B4s) are more likely to be fiscally distressed than urban municipalities, with on average an 80%–20% split between rural and urban (Figure 3).

Figure 3: Fiscally distressed municipalities (2008/09–2012/13)

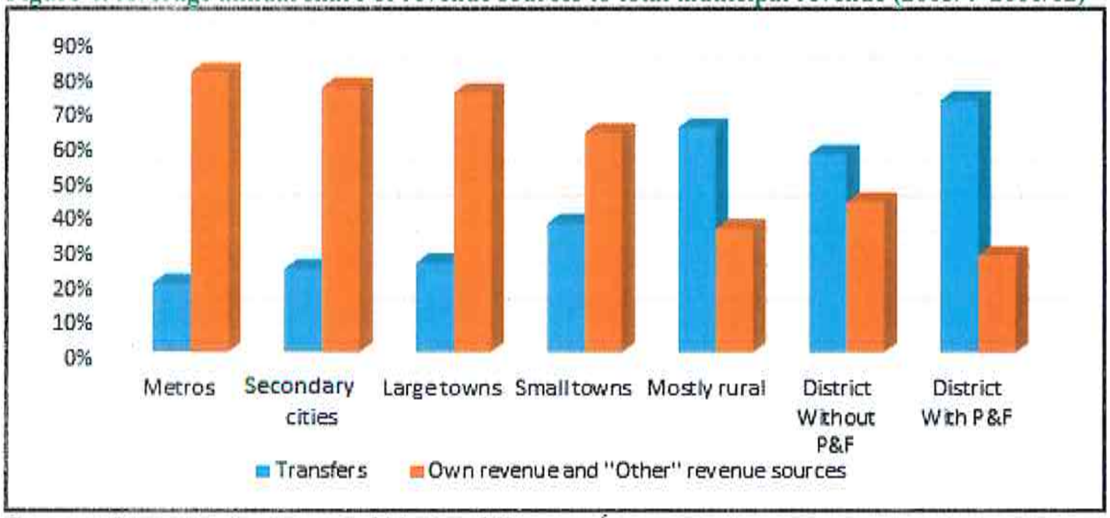


Source: Own computations and National Treasury

2.5 Municipal revenue trends

As Figure 4 illustrates, metros, secondary cities, and larger towns receive a large portion of their income from own revenues, whereas smaller towns, mostly rural municipalities and district municipalities depend largely on intergovernmental transfers to fund day-to-day activities and capital expenditure.

Figure 4: Average annual share of revenue sources to total municipal revenue (2003/4–2011/12)



Source: Own computations and National Treasury[5]

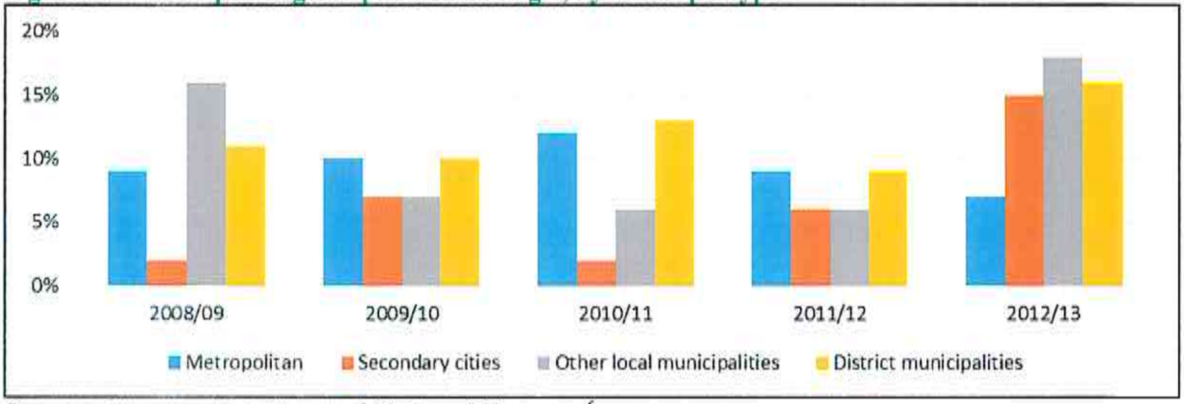
[3] Fiscal distress is defined as the sustained inability of a municipality to fund the delivery of basic public goods and other requirements as per its constitutional mandate (Financial and Fiscal Commission (2014)

[4] National Treasury. 2013. The state of local government finances and financial management as at 30 June 2013. Available: http://mfma.treasury.gov.za/

[5] National Treasury. 2012. The state of local government finances and financial management as at 30 June 2012. Available: http://mfma.treasury.gov.za/

Under-spending is a sign of dysfunctionality. As Figure 5 shows, under-spending on operational budget seems to be more evident in district municipalities followed by other local municipalities. Metros have improved the spending of their operating budgets, with a decrease in under-spending of 2% between 2008/9 and 2012/13.

Figure 5: Under-spending on operational budget, by municipal type



Source: Own computation and National Treasury[6]

This brief analysis of the functionality and performance shows that all in not well in the local government sector, especially rural municipalities. Although urban municipalities face many challenges, rural municipalities are lagging their urban counterparts and are characterised by deep-seated poverty, low economic activity, high levels of unemployment, a low tax base, and high levels of under-spending. These are some of the challenges that the CoGTA demarcation proposal seeks to address. The question for the colloquium was whether demarcation is the right instrument to use.

[6] National Treasury. 2012. The state of local government finances and financial management as at 30 June 2012. Available: http://mfma.treasury.gov.za/Media_Releases/The%20state%20of%20local%20government

3. The Colloquium Deliberations and Outcomes

After a series of presentations (Table 1), in-depth discussions took place around the concepts of viability and functionality, demarcation as an instrument for achieving financial viability, the costs of demarcations, ruralising metros and the time needed for the MDB to effectively engage and consult on the demarcations proposed by CoGTA.

Table 1: List of presentations made at the colloquium

Presentation	Organisation
The current relevance of municipal viability	South Africa Research Chair in Multilevel Government, Law and Policy, UWC
The health and well-being of municipalities: a status quo report	Financial and Fiscal Commission
Financial viability, the MFMA and measures of liquidity	Municipal Demarcations Board
The 2015 CoGTA proposals for disestablishing "unviable" municipalities and amalgamations	National Department of Cooperative Governance and Traditional Affairs
SALGA's views on municipal viability	South African Local Government Association
The National Treasury's views on "municipal viability"	National Treasury
Threats and challenges to municipal viability in rural areas	Gariep Local Municipality
Challenge of amalgamations in urban areas – a case study of the Tshwane Metropolitan Municipality	City of Tshwane
Municipal viability and demarcation in KwaZulu-Natal	KZN Department of Cooperative Governance and Traditional Affairs

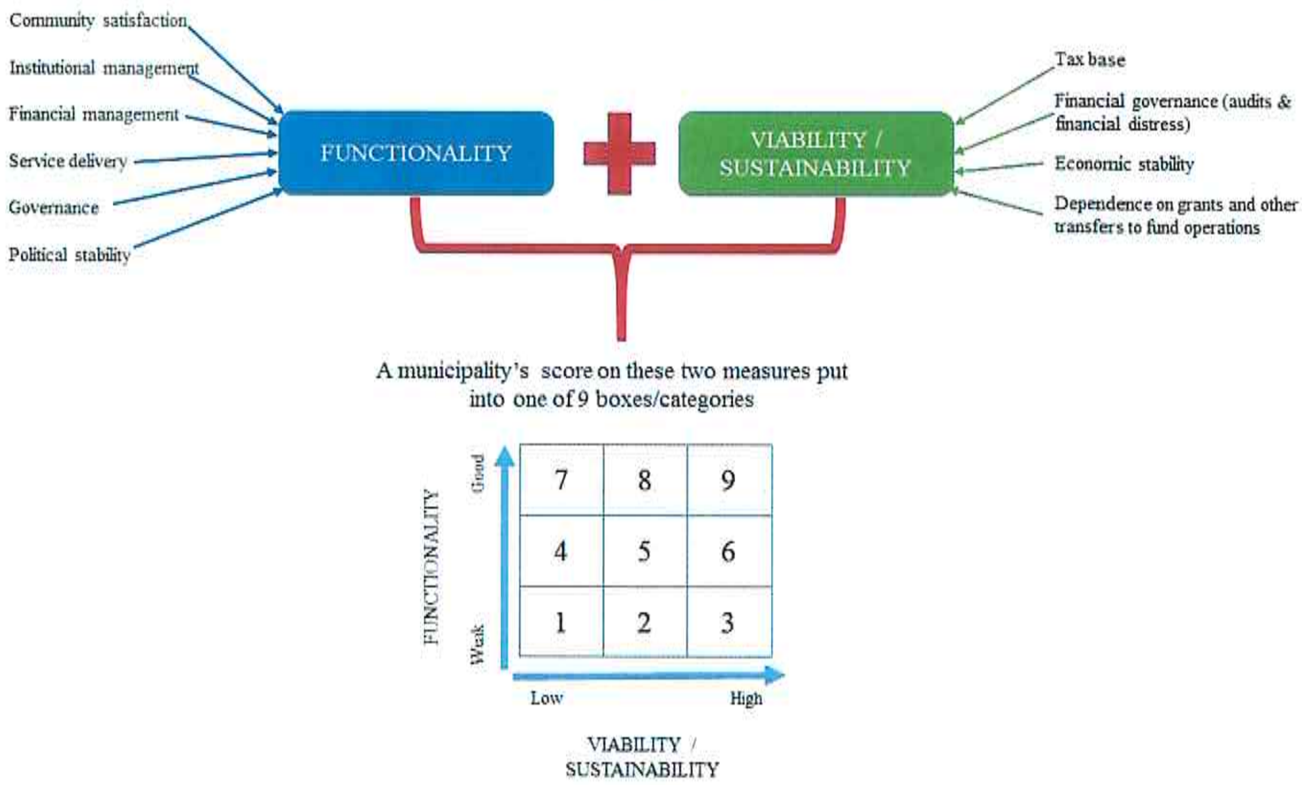
3.1 The CoGTA's Request

As noted above, according to the analysis by CoGTA a third of all South Africa's municipalities are "financially unviable", and CoGTA proposes using demarcation as an instrument to create financially viable and functional municipalities. Merging or amalgamating municipalities would thus ensure that municipalities are large enough to deliver financially and technically on their mandate. According to CoGTA:

- A *functional* municipality is one that has: a satisfied community, good governance and sound financial and institutional management, good service delivery and a stable political system.
- A *viable* municipality is one that has: a sound tax base, a viable economy, less dependency on grants and other transfers, and sound financial governance.

To operationalise the two concepts, the CoGTA computes a composite index for each indicator and assigns scores (except for the variable "dependence on grants") to each municipality (Figure 6). The functionality scores and viability scores are added together, and used to rank municipalities from low viability/weak functionality to high viability/good functionality. Using this method, CoGTA identified 73 financially non-viable and dysfunctional municipalities and proposed boundary changes to the MDB.

Figure 6: Indicators of a functional and viable municipality



3.2 The concept of viability

From the discussions, it was clear that stakeholders do not have a common understanding of "financial viability". For some, financial viability is the same as economic viability or financial sustainability, while for others, financial sustainability is synonymous with self-reliance or self-sufficiency. The colloquium could not agree on a definition of "municipal viability". If there is no common understanding among stakeholders, implementing, monitoring and evaluating potential mergers will be difficult, as the yardsticks for assessing the outcomes will vary with the definitions.

According to CoGTA, a financially viable municipality is one that has a sound tax base, prudent financial management, a "viable" economy and less dependency on transfers. Based on this reasoning, none of the district municipalities are financially viable because they do not have a tax base and rely on transfers for almost 95% of their income. Similarly, provinces depend on transfers for 97% of their revenue. The CoGTA definition seems to evoke an ideal municipality, with viability being assessed from a rural municipal perspective, and financial viability taken to mean self-sustainability.

What was apparent from the discussions was that financial viability cannot be synonymous with financial self-sustainability, and that dependency on transfers should not be considered a problem. Dependency is in effect part of the design of the local government fiscal system, and Section 214 of the constitution refers to fiscal capacity as one of the criteria to be taken into consideration in the equitable division of revenue process, and this implicitly means that municipalities that have no revenue base must be funded through the transfer system.

3.3 Is financial viability a factor or a criteria?

Participants agreed that "financial viability" (i.e. self-sufficiency) is neither a constitutional objective nor a demarcation objective. In fact, financial viability is just one of many factors that the MDB has to consider when determining boundaries. In addition, financial viability ceases to be an issue when boundaries have been determined. Section 24 of the Municipal Demarcation Act states that the MDB must take into account the following factors when demarcating municipalities:

- The interdependence of people.
- The need for cohesive, integrated and unfragmented areas.
- The financial viability and administrative capacity of the municipality to perform municipal functions effectively and efficiently.
- The need to share and redistribute financial and administrative resources.
- Existing boundaries.
- Existing and expected land use, social, economic and transport planning.
- The need for coordinated municipal, provincial and national programmes and services;
- Topographical, environmental and physical characteristics of the area.
- The administrative consequences of its boundary determination on municipal creditworthiness.
- The need to rationalise the total number of municipalities within different categories to achieve the objectives of effective and sustainable service delivery, financial viability and macro-economic stability.

3.4 Elevating dysfunctionality to a criteria for demarcation

The linkage between functionality and boundary changes is unclear, as a municipality can be dysfunctional because of various reasons that cannot be solved by changing boundaries. Dysfunctionality may be "imported", i.e. when outside factors (political, financial etc.) affect the municipality. Dysfunctionality can also be because of managerial lapses, bad choices or instability at senior levels. CoGTA's five "functionality" criteria (community satisfaction, institutional management, financial management, service delivery, governance and political stability) cover issues that are not directly relevant to boundaries, with many relating to broader performance and compliance issues. The MDB mandate includes, *inter alia,* demarcating municipal boundaries, ward delimitations, and conducting Municipal Capacity Assessments, and not correcting for dysfunctionality in municipalities, as the national and provincial executives have a wide array of regulatory, monitoring, support and intervention powers to deal with these issues. The emphasis on functionality also "ignores the long-term horizon" – functionality problems ebb and flow and are often temporary; altering boundaries is too drastic a measure and not the best way to solve temporary problems. In view of this, participants at the colloquium noted that elevating dysfunctionality to a criteria for demarcation would be problematic.

3.5 Can demarcation be an instrument for achieving "financial viability"?

The uneven distribution of wealth and challenges among municipalities is a reality and can be addressed in two broad ways: (i) through demarcation, which entails dividing the country into spaces that have roughly even revenue bases; or (ii) using intergovernmental transfers. South

Africa uses a mixture of the methods. However, the general view at the colloquium was that achieving any further equality of wealth distribution through the demarcation system would be difficult if not impossible. Transfers are designed to fill the resource gap in municipalities that are not financially self-reliant, and compensate for the lack of revenue base in rural municipalities. The dependency of municipalities on transfers should not be viewed as a problem because it is part of the intergovernmental system's design. In brief, participants agreed that disestablishing municipalities will not immediately result in stability, optimised functionality and good performance of municipalities, or an even distribution of wealth.

3.6 "Zero plus zero plus zero does not make three"

Costs associated with changing municipal boundaries must also be taken into account when considering demarcations. Previous research by the Commission[7] found that demarcations can have serious negative consequences on the performance and functionality of municipalities. For example, when Tshwane was amalgamated with Metsweding, Nokeng tsa Taemane and Kungwini, the cost to the municipality was in excess of R1-billion. For future demarcations, the Commission recommended that a transition grant be used to assist municipalities with the cost of merging. The restructuring costs of the current and proposed demarcation changes in KwaZulu-Natal (KZN) are estimated to be more than R8.2-million per affected municipality (excluding human resources costs). The general view of the colloquium was that merging poor municipalities will not essentially result in a "viable" municipality, as figuratively speaking "zero plus zero plus zero does not make three". In other words, amalgamating two or more poor municipalities will not result in a self-reliant municipality. Furthermore, as the 2015 Medium Term Expenditure Framework (MTEF) did not provide for the proposed mergers money would have to be reprioritised away from service delivery in other areas to subsidise the cost of new mergers.

3.7 Ruralising metros: sacrificing proximity on the altar of "financial viability"

Ruralising metros would also increase the distance (both figuratively and literally) between citizens and political representatives, and between citizens and the municipal administration. Proximity is a fundamental value underlying local government. Local governments have got two key functions: the service function and the political function. Both these functions are important. A smaller sized municipality tends to be closer to communities, which enhances their ability to bring governance closer to people. If municipalities are enlarged, political representation for some of the most marginalised communities, which are at the receiving end of the country's worst service delivery record, would virtually disappear. Rural governance will in many ways become less functional if an urban core governs and administers many rural municipalities, as rural areas will be stripped of their political and administrative powers. Viability is not only about financial issues but also governance and democratic issues. Some municipalities will never be "financially viable" (at least in the CoGTA sense) but will continue to serve a critical constitutional and democratic role. The colloquium noted that municipalities have many objectives to fulfil, and so arguing for amalgamation based on a financial viability reason should be considered and weighed against other objectives.

[7] FFC (Financial and Fiscal Commission). 2014. Annual Submission for the Division of Review 2015/16. Midrand: FFC.

3.8 Ruralising metros: contrary to the Municipal Structures Act

The formation of a rural metro, or a category A rural municipality, runs contrary to the definition of a category A municipality in Section 2 of the Municipals Structure Act (No. 117 of 1998), i.e.:

(a) A conurbation featuring-
   (i) Areas of high population density;
   (ii) An intense movement of people, goods and services;
   (iii) Extensive development; and
   (iv) Multiple business districts and industrial areas;
(a) A centre of economic activity with complex and diverse economy;
(b) A single area for which integrated development planning is desirable, and
(c) Having strong independent social and economic linkages between its constituent units

Thus CoGTA's request for MDB is to consider combining a municipality that fulfils the above requirements with areas that do not, and then defining the end result as a category A municipality.

3.9 Demarcation in haste: a recipe for mistakes

The MDB would have only three months for the consultation process, which would have to be completed by August 2015, in accordance with the process for the 2016 local government elections. The MDB is required by law to engage and consult stakeholders over any proposed demarcations. In the case of the CoGTA proposal, the MDB would need to consider financial viability among other issues. Before consulting with stakeholders, the MDB would need to have a formal definition and understanding of financial viability, and then investigate the viability of the proposed new municipalities. Most participants at the colloquium (except CoGTA) felt that there was not enough time for proper consultation with affected communities or proper investigations, including financial modelling and viability studies of new municipalities, especially as 34 cases[8] are proposed for boundary changes. The colloquium noted that the MDB must be given sufficient time to engage seriously with the proposals and to consult extensively. The MDB appreciated the discussions and indicated that some of the inputs received will be taken on board as it considers the Minister's request for municipal re-determinations.

[8] There were 26 requests for boundary changes covering 80 municipalities, and MDB resolved to consider 54 only.

4. Conclusion and Recommendations

4.1 Concluding remarks

The colloquium considered four related issues:

i. Whether stakeholders have a common understanding of what constitutes a viable municipality, and whether financial viability is a factor or a criteria.
ii. The link between functionality and boundary changes, and whether a boundary change can make a municipality functional or dysfunctional?
iii. The likely impact of merging urban and rural municipalities and the implications of ruralising metros.
iv. The time factor for determining boundary changes in time for the 2016 elections.

From the discussions, the colloquium noted the following:

- **Stakeholders do not have a common definition of financial viability**. The concept of financial viability is often confused with economic viability, financial sustainability and is even seen as synonymous with self-reliance or self-sufficiency. This lack of a common understanding means that the CoGTA proposal would be interpreted in various ways.
- **Financial viability should not be equated to self-sustainability and dependence.** Dependency on its own is not a problem and should be considered part of the design of the local government system.
- **The MDB's mandate does not include resolving issues of dependency.** Financial viability is one of many factors that the MDB has to consider when demarcating municipalities. It is not an objective of the Municipal Demarcation Act and should not be elevated to a constitutional objective.
- **Demarcations can be very costly and disruptive to the performance of a municipality** if not well planned and well resourced. Amalgamations can result in increased costs rather than cost savings. Cases in point are Tshwane and estimates on the demarcation costs in KZN municipalities.
- **The link between functionality and boundary changes is difficult to see.** Functionality should not be a criteria for boundary changes, as the Municipal Demarcation Act does not recognise functionality as a criteria for demarcations.
- **Merging rural municipalities may not necessarily result in "financially viable" municipalities.** Some of the municipalities proposed for mergers have limited economic activity and tax bases: "zero plus zero plus zero cannot equal three".
- **Ruralising metros have the potential to increase the distance between citizens and political representatives, and between citizens and the municipal administration.** When an urban core governs and administers many rural municipalities, rural governance becomes less functional, as rural areas are stripped of their political and administrative powers. Arguing for amalgamation based on financial viability and functionality reasons should be weighed against the other constitutional objectives of municipalities. Some municipalities will never be "financial viable" but will continue to serve democratic and constitutional objectives – and transfers should be used to compensate for resource deficits.
- In attending to the Minister's request for demarcation in terms of Section 22 of the MDB Act, the MDB need to ensure that all stakeholders are consulted sufficiently as provided for in terms of the law and that its final decisions are informed by thorough investigations and evaluations.

4.2 Recommendations

From the forgoing analysis and suggestions that emerged from the colloquium, the following recommendations are offered:

1. "Viability" or "financial viability" should not be a core criteria of demarcation, given the absence of a shared definition or common understanding of these concepts. Some municipalities will always depend largely on transfers. Those municipalities deemed "financial unviable" may actually be playing a critical democratic role and should not be sacrificed at the expense of "financial viability".

2. The MDB should consider financial viability as one of 12 factors when making boundary changes. The focus should be on the financial viability of both the municipalities to be disestablished and the new municipality that will be formed from the "non-viable" disestablished municipalities.

3. The functionality of a municipality should not be elevated to a demarcation criterion or factor, as municipalities owe their functionality to a number of factors. These factors are both temporary and long term, and external and internal. The MDB mandate does not include correcting functionality challenges among municipalities as government has an array of measures at its disposal for addressing the issue of functionality.

4. Caution should be taken before ruralising metros and forming rural metros. When municipalities are large and the executive far removed, political representation for some of the most marginalised communities at the receiving end of the country's worst service delivery record will virtually disappear.

5. In attending to the Minister's request for demarcation in terms of section 22 of the Municipal Demarcation Act, the MDB need to ensure that all the stakeholders are consulted sufficiently as provided for in law. The MDB is advised to consider conducting proper investigations and studies to inform its final decisions to ensure that the newly created entities are not left in a worse position than before.

6. That further research work to understand financial viability should be undertaken and whether municipalities that would be amalgamated would be financial viable.

For and on behalf of the Financial and Fiscal Commission

Mr. Bongani Khumalo

Acting Chairperson/CEO
20 July 2015

Appendix 1: Municipal Viability Colloquium Agenda

Venue: Gallagher Convention Centre, Midrand

	Description	Speaker	Time
	REGISTRATION		09h00-09h30
1	Welcome and Opening Remarks: Purpose of colloquium	Mr B Khumalo *Acting Chairperson/CEO Financial and Fiscal Commission*	09h30-09h40
2	Session 1: Setting the Scene	Facilitator: Ms J Thupana *Chairperson Municipal Demarcation Board*	
3	The current relevance of municipal viability	Prof N Steytler *SA Research Chair in Multilevel Government, Law and Policy-University of Western Cape and Financial and Fiscal Commission Commissioner*	09h40-10h00
4	The health and well-being of municipalities: a status quo report	Dr M Ncube *Programme Manager Financial and Fiscal Commission*	10h00–10h20
5	*Discussion*		10h20–10h50
	TEA BREAK		10h50-11h10
6	Session 2: National Perspectives on Municipal Viability	Facilitator: Ms I Mokate, *Deputy Director General CoGTA*	
7	Financial Viability, the MFMA and Measures of Liquidity	Prof D Myrick *Head of Research Municipal Demarcation Board*	11h10–11h30
8	The 2015 CoGTA proposals for disestablishing 'unviable' municipalities and amalgamations	Mr M Sigidi *Deputy Director General CoGTA*	11h30–11h50
9	SALGA's views on municipal viability	Mr S Dzengwa *Executive Director SALGA*	11h50-12h10
10	The National Treasury's views on municipal viability	Ms W Fanoe	12h10-12h30

		Chief Director National Treasury	
11	*Discussion*		12h30-13h00
	LUNCH		13h00-14h00
12	Session 3: Provincial and Local Perspectives on Municipal Viability	Facilitator: Dr R Mabugu *Research and Recommendations Director Financial and Fiscal Commission*	
13	Threats and challenges to municipal viability in rural areas	Mr T Mawonga *Municipal Manager Gariep Local Municipality*	14h00-14h20
14	Challenge of amalgamations in urban areas – as case study of the Tshwane Metropolitan Municipality	Ms N Mokete *Executive Director Budget Office City of Tshwane*	14h20-14h40
16	Municipal viability and demarcation in KwaZulu-Natal	Mr A Els *Deputy Manager Governance and Administration CoGTA*	14h40-15h20
17	*Discussion*		15h20-16h00
18	Summary and way forward	Prof Jaap de Visser *Community Law Centre University of Western Cape*	16h00-16h30
19	Closure		

Appendix 2: Colloquium Participants

Surname	Name	Organisation
1. Bickford	Geoffrey	South African Cities Network
2. Mokete	Nthabiseng	City of Tshwane
3. Els	Andre	Department of Cooperatives Governance and Traditional Affairs (KwaZulu-Natal)
4. Mokate	Itumeleng	Department of Cooperatives Governance and Traditional Affairs (Gauteng)
5. Mothotho	Sigidi	Department of Cooperatives Governance and Traditional Affairs
6. Motlashuping	Tebogo	Department of Cooperatives Governance and Traditional Affairs
7. Plaatjies	Daniel	Financial and Fiscal Commission
8. Steytler	Nicolas	Financial and Fiscal Commission and University of Western Cape
9. Dowra	Ansuyah	Financial and Fiscal Commission
10. Khumalo	Bongani	Financial and Fiscal Commission
11. Rakabe	Eddie	Financial and Fiscal Commission
12. Amusa	Hammed	Financial and Fiscal Commission
13. Ncube	Mkhululi	Financial and Fiscal Commission
14. Madubula	Nomonde	Financial and Fiscal Commission
15. Mabugu	Ramos	Financial and Fiscal Commission
16. Mtantato	Sabelo	Financial and Fiscal Commission
17. Ngozo	Thando	Financial and Fiscal Commission
18. Tullock	Zanele	Financial and Fiscal Commission
19. Monnakgotla	Jabulile	Financial and Fiscal Commission
20. Mawonga	Thembinkosi	Gariep Local Municipality
21. Thupana	Jane	Municipal Demarcation Board
22. Ramagadza	Aluwani	Municipal Demarcation Board
23. Manjezi	Mlulami	Municipal Demarcation Board
24. Myrick	Darrell	Municipal Demarcation Board
25. Kenyon	Steven	National Treasury
26. Abedian	Iraj	Pan African Capital Holding
27. Moses	Itumeleng	Free State Treasury
28. Chetty	Reggie	Free State Treasury
29. Ngobese	Sibusiso	Gauteng Treasury
30. Zwane	Pitso	Gauteng Treasury
31. Witbooi	Owen	Gauteng Treasury
32. Mgijima	Koliswa	Gauteng Treasury
33. Dzengwa	Simphiwe	South African Local Government Association
34. Dyodo	Sibulele	South African Local Government Association
35. De Visser	Jaap	University of the Western Cape
36. De Viser	Shireen	Western Cape Treasury
37. Mohammed	Hassen	The Presidency – Department of Planning, Monitoring and Evaluation
38. Beebal	N	Nibema Business Entity
39. Ngneovkca	B	South African Local Government Association
40. Zungu	Queen	South African Local Government Association
41. Kowayi	Violet	South African Local Government Association
42. Onathu	George	University of Johannesburg