

Financial and Fiscal Commission

Strategic Plan

2011/2012 – 2012/2013

1. Mandate of the Commission

The Commission is established in terms of Section 220 of the Constitution of the Republic of South Africa Act No. 108 of 1996 as amended. The Constitution provides among others that the Commission is an *independent, objective, impartial and unbiased advisory institution* to Parliament, provincial legislatures, organised local government and other organs of state on the division of revenue among the three spheres of government and any other financial and fiscal matters

2. Enabling Legislation

The mandate of the Commission is enabled by the Intergovernmental Fiscal Relations Act No. 97 of 1997 as amended, the Financial and Fiscal Commission Act No. 99 of 1997 as amended, the Municipal Systems Act No. 32 of 2000 as amended, the Provincial Tax Regulation Process Act No. 53 of 2001 as amended, the Municipal Finance Management Act No. 56 of 2003 as amended, the Intergovernmental Relations Framework Act No. 13 of 2005 as amended, the Municipal Fiscal Powers and Functions Act No. 12 of 2007 and the Money Bills Amendment Procedure and Related Matters Act No. 9 of 2009.

3. Overall Approach

The overall approach that has been adopted for purposes of strategy formulation has as its starting point the Commission's interpretation of its mandate as defined in the Constitution and enabling legislation, and its translation to a Vision and Mission for the Commission. A strategic analysis is then conducted and this focuses attention on an examination of the external macro environment, in which the Commission is operating, the choices that this environment predicates, the key requirements for success for any choice that is made, as well as an assessment of the risks attendant on any of the choices made. The analysis also looks at the Commission's internal environment, considers its core competencies and the resources available to it. An attempt is then made to match whatever gap is found to exist between the external and internal environments and strategic objectives, strategic interventions, action plans and the MTEF are then formulated

4. Commission Environment: Key International Trends

There is a new development agenda that includes a wider set of objectives than those of the past. Research is increasingly issue-driven and policy relevant. There is finally a move towards extensive networking. Issues around the adjustment from the global economic crisis and of climate change and the green economy have taken centre stage and the Commission has to respond to these issues in as far as these issues affect the system of intergovernmental fiscal relations.

5. Commission Environment: Key Internal Dynamics

The Commission has competence in the knowledge of the South African Intergovernmental Fiscal Relations system. It also has strong links with National Treasury, Legislatures and Academia. The Commission further has an understanding of relevant policy questions. Government is slowly moving towards the realization of the developmental state and a key decision of the Commission has been how to make recommendations that would ensure that the IGFR system evolves in a manner that supports the goal. The Commission is still building towards a critical mass of research experience.

6. Commission Environment: Key External Dynamics

The world is recovering from an unprecedented global recession and aftermath has implications for Intergovernmental Fiscal Relations in the country that the Commission cannot ignore. There are limited resources to work with and therefore likely pressures on budgets will persist. There is a move towards performance-based management and outcomes based approach to service delivery by Government. The political space is more contested with more opposition parties and a province controlled by non-ruling party for the first time since 1999. There is an intent by Parliament towards the implementation of the findings and recommendations of the Parliamentary Ad Hoc Committee on the Review of Chapter 9 and Associated Institutions (2007). Sections 4(4)(c) and 9(7) of the Money Bills Amendment Procedures and Related Matters Act have extended the role of the Commission in the budgeting process.

7. Strategic Analysis

The role of the Commission has become more important and it has had to play and continues to play a greater role in advising and resourcing the legislatures particularly Parliament.

The global recession has introduced additional new dynamics to the intergovernmental arena (need for reprioritization against the imperatives for fiscal consolidation has implications for the realization of the millennium development goals and the social package in general) and it has become more urgent to give meaning to the concept of a “developmental state”.

There is a growing stakeholder demand for the services of the Commission but the Commission may not be in a position to respond to the demand because its resources may not be adequate. The Commission will have to balance the demands of rapid response to stakeholder requests with those of its medium to long term research agenda. The Commission has to re-interrogate its delivery model (the Secretariat) in order to respond to the demands of this changed environment.

The Commission needs to make an assessment of whether its recommendations have had any impact on the lives of ordinary South Africans.

There is a need to consider the role of new national departments and structures with a view to understanding how the Commission must interact with them, and to reassess the role of certain existing government departments and agencies.

8. Critical Success and Risk Factors

Critical success factors for the Commission include the need to ensure that it has world-class policy analysis and engagement capability; the need to institutionalise contract and partnership management capability which is predicated by the proliferation of extensive research networking systems and a leaner, more focused organisation; the requirement to actively manage performance in order to ensure delivery of superior outputs and outcomes with ever decreasing resources; the need to ensure that the Commission has communication and stakeholder management systems and programmes that are in place in order to promote and entrench mutually beneficial engagement with all stakeholders on intergovernmental fiscal relations and related issues; the need for the Commission to assume the leadership role that is in the context of intergovernmental fiscal relations as predicated by the Constitution; and the need for the Commission to define the proper niche for itself in this increasingly complex intergovernmental fiscal environment. Critical risk factors include the recurring deficit of approximately R3m which the Commission has had to rollover since the 2006/2007 Financial Year; the exponential increase in the demand for the Commission's services on the part of stakeholders precipitated not only by the Commission's aggressive and proactive stakeholder management approach but also by the implications of the Money Bills Amendment Procedures

and Related Matters Act has imposed extreme pressures on the Commission's resources; the antiquated information technology infrastructure which threatens to derail any attempts at implementing adequate Enterprise Information Management (EIM), Enterprise Content Management (ECM) and Knowledge Management (KM) Systems and undermine any efforts at preserving institutional memory, and the lack of resources to replace and/or upgrade; the high cost of compliance in this context with among others the Constitution, the Copyright Act, the Electronic Communications and Transactions Act, the Promotion of Access to Information Act, and the requirements and directives of the National Archives and Records Service of South Africa

9. Vision and Mission

The Vision of the Commission is to enhance the developmental impact of public resources through the financial and fiscal system in South Africa and its Mission is to provide proactive, expert and independent advice on promoting a sustainable and equitable IGFR system, through the formulation and collation of policy relevant analysis, in order to realise the values of the Constitution

10. Strategic Objectives: Balanced Scorecard

The Balanced Scorecard Methodology has been used for strategic planning purposes. It consists of four perspectives namely: the Internal Business Processes Perspective, the Stakeholder Perspective, the Learning and Innovation Perspective and the Financial Perspective.

10.1 Strategic Objectives: Internal Business Processes

10.1.1 *The generation of quality, innovative, pioneering research that informs key IGFR strategic debates and choices*

From inception, research emphasis at the Financial and Fiscal Commission has been on equitable division of revenue among the three spheres of government and also on the assignment of revenue sources. The outcome of this work was the recommendations on the various formulae for allocating resources across provinces and municipalities and also the promulgation of the enabling legislation for provincial and municipal exercise of fiscal powers. In the later years, focus also moved onto expenditure assignments and financing issues with respect to local government. Recently, research work has become forward looking, seeking to manage change within the system in a consistent, logical and managed fashion. Most of the work in this period has been developmental, focusing

on building credible tools (e.g., costed norms approach, Capital expenditure model, Computable General Equilibrium Models, Social Accounting Matrices (SAMs) of the economy from local to provincial to national level). Emphasis on indicators and relevant data has been increasingly becoming the means through which the Commission informed the intergovernmental fiscal decision-making process. The Commission's strategy through to 2014 recognises that while these first generation issues are critical to the evolution of the IGFR system, it is equally important to focus on whether these financial resources can be translated into service delivery outputs which actually have an impact on communities. The Commission has thus developed a 5 year research strategy which is premised on seeking to identify a broader set of institutional and governance arrangements that are capable of achieving positive public expenditure outcomes. The strategy gives a clear focus on what the outcomes and impact of government interventions are. Alongside the consolidation of its work, new work now also focuses on issues of change, adaptation and accountability for results, as well an explicit strategic approach to research which has been adopted to tackle these imposing issues. This explicit strategic approach to research is fully captured in the attached 2009 -2014 Research Strategy.

10.1.2 *The progressive and innovative management of human resources that attracts, develops and retains key talent, and leverages external expertise*

The Commission is a knowledge-based institution that requires unique and extremely scarce skills. The preservation of its institutional memory, the management of its knowledge holdings as well as the attraction and retention of those sources of knowledge are therefore pivotal to its ongoing relevance and long-term sustainability. In a word, its core competence is a function of its human capital holdings.

The Commission has in the past experienced unprecedented levels of critical skills flight and with it the severe drain of its institutional memory and a serious decline in its knowledge holdings. In an attempt to arrest the exodus of skills, the Commission has recently adopted progressive talent management strategies and policies (attraction, remuneration, development and retention), and partnership and collaboration with other institutions that are looking into the same issues as the Commission to exploit economies of scale.

- 10.1.3 *The coordinated, coherent, high-quality, innovative and cost-effective approach to ICT that meets the needs of the Commission, the Commission Secretariat and stakeholders*
- 10.1.4 *The coordinated, cost-effective and innovative management of Commission assets in support of delivery on the Commission's mandate*
- 10.1.5 *The coordinated, cost-effective and innovative acquisition and management of Commission data, information and knowledge resources in support of delivery on the Commission's mandate*
- 10.1.6 *Compliance with legislation and adherence to relevant corporate governance best practise*
- 10.1.7 *The effective and responsible leadership with specific focus on integrity, transparency and accountability, as well as on the development a positive organisational culture*

10.2 Strategic Objectives: Stakeholder Perspective

The nature of the Commission's mandate is such that its operations are linked with a complex network of stakeholders with diverse priorities and interests. Key stakeholders with functional linkages to the Commission include national, provincial and local government structures; Parliament; provincial legislatures; organised local government; and other intergovernmental budgetary institutions. In addition, there are a variety of other strategic stakeholders who are affected by, or can affect the achievement of the Commission's strategic goals such as its own employees; commissioners; management; other organs of state; academia; and organised civil society.

One of the most the most unsettling aspects of the Commission's engagement with stakeholders has been the realisation that the majority of its legislated stakeholders are often completely oblivious of the existence of the Commission and its work; have little or no knowledge or understanding of intergovernmental relations in general let alone the South African System of intergovernmental relations; and have perturbing perceptions about their own roles within the system as well as of the pedigree and role of the Commission.

It is therefore important for the Commission to educate South Africans about intergovernmental relations in general, the South African system of intergovernmental

fiscal relations in particular, and about the mandate, role, profferings and value-add of the Commission.

Towards that end, it becomes important for the Commission to provide South Africans, in particular its stakeholders across all the three spheres of government, with timely, accurate, clear, objective and complete information about its mandate, role, views, recommendations, policies, programmes, services, and initiatives; communicates with stakeholders in official language of their choice; ensures that it is visible, accessible and accountable to the stakeholders serves; employs a variety of ways and means to communicate, and provide information in multiple formats to accommodate diverse needs; identifies and addresses communication needs and issues routinely in the making of recommendations, and in the development, implementation and evaluation of policies, programmes, services and initiatives; consults stakeholders, listens and takes account of stakeholder interests and concerns when establishing priorities, making recommendations, developing policies, and planning programmes and services ; delivers prompt, courteous and responsive service that is sensitive to the needs and concerns of stakeholders and respectful to individual rights; encourages managers and employees to communicate openly with stakeholders about recommendations, policies, programmes, services and initiatives that they are familiar with and in respect whereof they have responsibility; safeguards stakeholder trust and confidence in the integrity and impartiality of the Financial and Fiscal Commission; works collaboratively with other public institutions to achieve coherent and effective communications with stakeholders.

All of the above will be achieved by focusing on the following:

- 10.2.1 *The profiling of the Commission with a special focus on the Commission's Mandate, Vision, Mission and Role, the Commission's Short- and Long-Term Strategy, the Commission's position on specific issues, the Commission's Challenges and Achievements*
- 10.2.2 *The promotion, informing and influencing of grassroots, intergovernmental, legislative and intellectual discourse and thought on Commission-relevant IGFR issues*
- 10.2.3 *The facilitation of engagement between stakeholders (government, legislatures, interest groups, academia and citizens) on key IGFR issues*

10.3 Strategic Objectives: Learning and Innovation Perspective

The creation of new knowledge, the institutionalization of such knowledge and its transfer to other role players within the intergovernmental fiscal relations system

Because of South Africa's history of racial discrimination and extreme inequalities, the Commission's recommendations have to go beyond a principled defence of decentralized government. The Commission must promote equity, redress and social justice. This concern is reflected in the criteria set out in Section 214 (2) (a) to (j) of the Constitution which guide the Commission when making recommendations on the division of revenue. It is clear from these criteria that the Commission's function is not a purely technical one. The Commission's recommendations must seek to balance complex, often competing, interests and policy considerations, such as national equality targets and sub-national autonomy; efficiency in public expenditure and the realization of socio-economic rights through service delivery; and growth and regional equalization.

As result, the Commission plays a valuable role in the development of the South African system of intergovernmental fiscal relations. Given its position as the repository of knowledge and expertise in the area of intergovernmental fiscal relations, it is appropriate for the Commission in the exercise of its discretionary advisory power, to engage in emerging public debates and influence choices about the future of decentralisation and how it can be optimally configured to foster development.

10.4 Strategic Objectives: Financial Perspective

The Commission's allocation has failed to keep track with its growing needs particularly in the area of talent management, stakeholder management, ICT, compliance. In fact, the grant allocation growth dropped to an average of 10%, while costs associated with operational activities continued to grow at a higher level. This has resulted in inability to fulfil financial obligations..

Though the baseline allocation increased by 19% in 2009/10, the increase was eroded by the effects brought forward by the initial deficit. The general increase associated with business growth makes it impossible to come out of current potential insolvency state.

In attempt to mitigate the above, the Commission will attempt to do the following:

10.4.1 *Manage its financial resources prudently and transparently*

10.4.1 *Make every effort to access to alternative sources of funding*

11. Research Strategy

The Commission's 2009 – 2014 Research Strategy is attached.

12. Projects for 2011/2012

The following project concepts underpin these broad themes for the Commission's work plan for 2011/12:

Large Scale Model for Policy Analysis in South Africa

Fiscal Decentralisation and Economic Growth in South Africa

Measuring Municipal Fiscal Capacity

Estimating the Costs of Municipal Services

Assessing Gender Responsive Budgeting in the Local Government Sphere in South Africa

The Impact of Climate Change on the Agriculture Sector, Water and Food Security in Rural South Africa

Understanding the Dynamics of Capacity Challenges at Local Government

Alternative Service Delivery Arrangements: The Case of SPVs

An Evaluation of Sustainability and Fiscal Burden in the Current Human Settlements Delivery System in South Africa

Evaluation of Public Transport Operating Subsidies in South Africa

The Impact of No Fee Schools Policy on Equity, Funding and Learner Performance

Budget Reforms of the Health Conditional Grants and Strengthening of Health Performance

Identifying Gaps and Progress Made with Government Outcomes: A Spatial Approach

Provision and Financing of Skills development in South Africa

Research projects carried over from the previous research cycle include:

Public Expenditure-Economic Growth Nexus: The South African Experience

Impact of Government Revenue on Economic Growth

Fiscal Rules

Short-term Forecasting Model for South Africa

The Role of Intergovernmental Fiscal Relations (IGFR) in Innovation Financing in South Africa

National Budget Analysis

Provincial Budget Analysis

Local Government Budget Analysis

Reviewing the Division of Revenue Bill

13. Strategic Objectives and Balanced Scorecard

What follows are the Strategic Objectives that the Commission is going to be pursuing for the Financial Year:

Internal Business Processes: Strategic Objectives 2011/2012

| Strategic Objective | KPI | Person Responsible | Target Performance | Current Performance |
|---|---|--|--------------------|---------------------|
| Generate quality, innovative, pioneering research that informs key IGFR strategic debates and choices | Peer reviewed Annual Submission, Technical Report, Medium Term Budget Policy Report, Division of Revenue Bill Response, Budget Appropriation Report, Policy Referral Report, Journal Publications, Book Chapters, Models and Codes, Workshop and Seminar Papers | Commission Research and Recommendations Programme | 90% | 85% |
| Progressive and innovative management of human resources that attracts, develops and retains key talent, and leverages external expertise | <ul style="list-style-type: none"> • Attraction, development and retention key talent, • Leveraging of external expertise | Chairperson/CE Corporate Services | 70% | 60% |
| Coordinated, coherent, high-quality, innovative and cost-effective approach to ICT that meets the needs of the Commission, the Commission Secretariat and stakeholders | <ul style="list-style-type: none"> • A single way of accessing networked resources, from any location at any time • Seamless and authorised access to the network • Joined-up, robust, and personalised systems to support research, learning, communication, administration and management • Personal files-store and remote access repository • ICT services which evolve in line with user requirements | Chairperson/CE Corporate Services | 50% | 50% |

Internal Business Processes: Strategic Objectives 2011/2012

| Strategic Objective | KPI | Person Responsible | Target Performance | Current Performance |
|---|---|--|--------------------|---------------------|
| Coordinated, cost-effective and innovative management of Commission assets in support of delivery on the Commission's mandate | <ul style="list-style-type: none"> • Development of an Asset Management Plan (Fixed and Movable Asset Registers) • Effective utilisation of the Commission's movable and immovable assets (Utilization Profile) • Determination of minimum maintenance requirements for the assets of the Commission. • Prioritisation of maintenance work to areas of greatest need • Year-round maintenance programme • Risk management • Creation of a safe and healthy working environment • Promotion of stakeholder satisfaction within the working environment | Chairperson/CE Corporate Services | 75% | 70% |
| Coordinated, cost-effective and innovative acquisition and management of Commission data, information and knowledge resources in support of delivery on the Commission's mandate | <ul style="list-style-type: none"> • High quality, hybrid information and knowledge repository • Optimised direct and virtual access to information and knowledge resources • Diversity of relevant information and knowledge that focuses on the business of the Commission | Chairperson/CE Commission Secretary | 60% | 60% |

Internal Business Processes: Strategic Objectives 2011/2012

| Strategic Objective | KPI | Person Responsible | Target Performance | Current Performance |
|--|--|--|--------------------|---------------------|
| Compliance with legislation and adherence to relevant corporate governance best practise | Compliance with legislation and Commission Policies | Chairperson/CE Commission Secretary | 80% | 75% |
| Effective and responsible leadership with specific focus on integrity, transparency and accountability, as well as on the development a positive organisational culture | Assimilation and adherence to Commission Values and Codes of Governance and Ethics | Chairperson/CE | 75% | 70% |

Stakeholder : Strategic Objectives 2011/2012

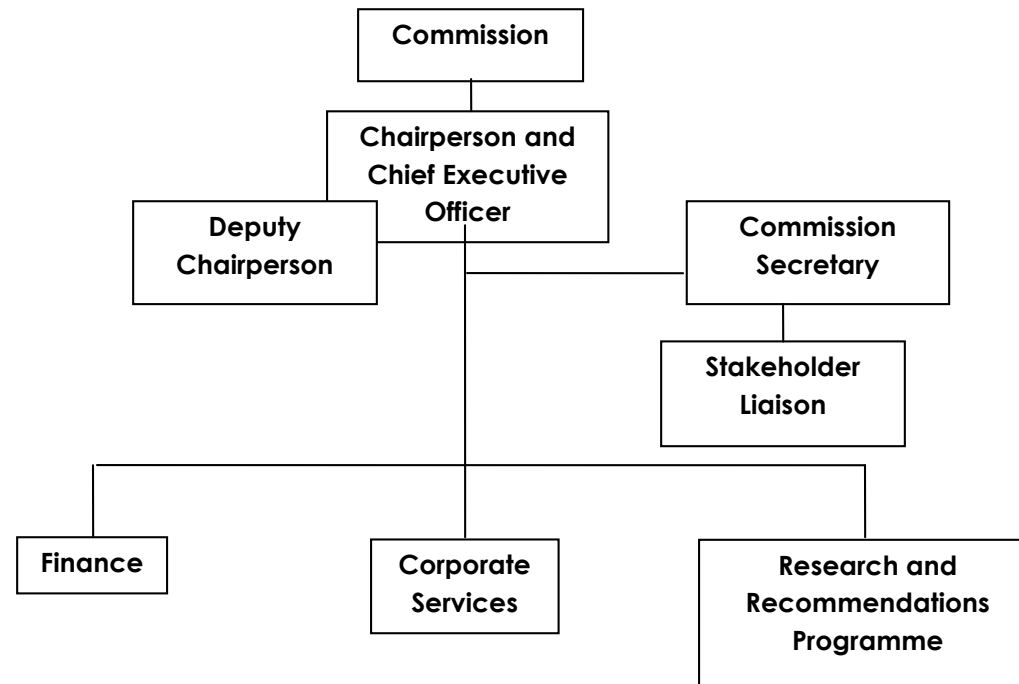
| Strategic Objective | KPI | Person Responsible | Target Performance | Current Performance |
|--|---|--|--------------------|---------------------|
| <p>Profile the Commission with a special focus on:</p> <ul style="list-style-type: none"> • The Commission’s Mandate, Vision, Mission and Role • The Commission’s Short- and Long-Term Strategy • The Commission’s position on specific issues • The Commission’s Challenges and Achievements | <ul style="list-style-type: none"> • Understanding of Commission Mandate, Vision, Mission and Role • Understanding of Commission Short- and Long-Term Strategy • Understanding of Commission Themes • Appreciation of Commission strengths and constraints • Contextualization and understanding of Commission relevant strategic stakeholder Issues | <p>Commission</p> <p>Research and Recommendations Programme</p> <p>Commission Secretary</p> | 45% | 40% |
| <p>Promote, inform and influence grassroots, intergovernmental, legislative and intellectual discourse and thought on Commission-relevant IGFR issues</p> | <ul style="list-style-type: none"> • Assimilation of Commission Positions, Recommendations and Advisories past and present | | 40% | 35% |
| <p>Facilitate engagement between stakeholders (government legislatures, interest groups, academia and citizens) on key IGFR issues</p> | <ul style="list-style-type: none"> • Stakeholder discourse and debate on Commission-relevant IGFR issues | | 40% | 30% |

Learning and Innovation : Strategic Objectives 2010/2011

| Strategic Objective | KPI | Person Responsible | Target Performance | Current Performance |
|--|---------------------------------------|--|--------------------|---------------------|
| <p>Create new knowledge, institutionalise such knowledge and transfer it to other role players within the intergovernmental fiscal relations system</p> | <p>New and improved methodologies</p> | <p>Chairperson/CE Deputy Chairperson Research and Recommendations Programme Finance Corporate Services Commission Secretary</p> | <p>70%</p> | <p>65%</p> |

| Financial: Strategic Objectives 2011/2012 | | | | |
|--|--|--|---------------------------|----------------------------|
| Strategic Objective | KPI | Person Responsible | Target Performance | Current Performance |
| Prudent and transparent management of financial resources | <ul style="list-style-type: none"> • Fiscal discipline • Creative use of available resources • Disclosure | Chairperson/CE Research and Recommendations Programme Finance Corporate Services Commission Secretary | 90% | 85% |
| Access to alternative sources of funding | <ul style="list-style-type: none"> • Partnerships • Donations | Commission Research and Recommendations Programme Commission Secretary | 5% | 5% |

13. Delivery Model



14. Budget Implications

| | | | | 1.064 | 1.061 | 1.055 |
|------------------------------------|--|---------------------------------|-------------------|-------------------|-------------------|-------------------|
| Strategic Pillars | Divisional Strategic Objective | Divisional contributions | BUDGET 2010/11 | MTEF | | |
| | | | 2010/11 | 2011/12 | 2012/13 | 2013/14 |
| Internal Business Processes | The carrying out of Commission's Mandate, vision mission and role and mission regarding fiscal and IGFR issues and comply with legislation and corporate governance. | Corp Services Budget | 7,038,082 | 7,633,389 | 8,070,571 | 8,552,290 |
| | | Commission Budget | 4,220,060 | 6,189,839 | 6,567,419 | 6,928,627 |
| | | RRP Budget | 7,351,823 | 9,132,220 | 9,689,286 | 10,222,196 |
| | | Finance | 1,705,120 | 1,838,326 | 1,950,463 | 2,057,739 |
| | | TOTAL | 20,315,085 | 24,793,774 | 26,277,739 | 27,760,852 |
| Stakeholder Focus | Promote, inform and Influence intergovernmental, legislative & intellectual discourse and thought on Commission-relevant IGFR issues and facilitate engagements between stakeholders on key IGFR Issues. | RRP Budget | 2,723,101 | 3,616,830 | 3,837,456 | 4,048,516 |
| | | Commission Budget | 3,740,275 | 5,248,730 | 5,568,903 | 5,875,193 |
| | | TOTAL | 6,463,376 | 8,865,560 | 9,406,359 | 9,923,709 |
| | | Stakeholder Focus Budget | 26,778,460 | 33,659,334 | 35,684,098 | 37,684,561 |

| | Divisional Strategic Objective | Divisional contributions | BUDGET 2010/11 | MTEF | | |
|--------------------------------|--|---------------------------------------|-------------------|-------------------|-------------------|-------------------|
| Learning and Innovation | Benchmarking of Commission research and governance against that of the best institutions in the intergovernmental fiscal relations arena | Commission Budget | 1,113,941 | 2,334,392 | 1,726,069 | 1,821,003 |
| | | RRP Budget | 1,168,803 | 2,554,455 | 2,710,276 | 2,859,342 |
| | | Corp Services | 400,000 | 425,600 | 451,562 | 476,397 |
| | | TOTAL: Learning and Innovation | 2,682,744 | 5,314,447 | 4,887,907 | 5,156,742 |
| Financial | Prudent and transparent management of financial resources | | | - | - | - |
| | | Finance | 2,024,397 | 2,310,365 | 2,412,451 | 2,545,136 |
| | | | | - | - | - |
| | | TOTAL: Financial | 2,024,397 | 2,310,365 | 2,412,451 | 2,545,136 |
| | | GRAND TOTAL | 31,485,601 | 41,284,145 | 42,984,457 | 45,386,439 |
| | | Budget Allocation by NT | 31,391,000 | 33,400,000 | 35,437,000 | 37,386,000 |
| | | Shortfall | -94,601 | 7,884,145 | 7,547,457 | 8,000,439 |
| | | % Increase | | 23.61% | 21.30% | 21.40% |