

SAMWU

PROCESSED

5th National Congress

29-31 October 1997



Composite Resolutions



**Transforming Local Government
to meet the needs of the people**

SAMWU 5th National Congress

Composite Resolutions

TABLE OF CONTENTS

POLITICAL

Page 1

Socialism

Page 1

People's Parliament

Page 2

The 1999 Elections

Page 3

Local Government Elections

Page 4

SOCIO-ECONOMIC

GEAR

Page 6

Apartheid Debt

Page 6

RDP and Masakhane

Page 7

NEDLAC

Page 8

Immigration

Page 8

Collective Bargaining

Page 9

Local Government Funding

Page 10

Local Government Councillors

Page 11

Local Government Service Delivery

Page 12

Metro Local Government

Page 13

Discussion Document on the Local Government White Paper

Page 15

Workplace Restructuring and Education and Training in Local Government

Page 15

Page 18

INTERNATIONAL POLICY

Page 22

ORGANISATIONAL

Quota System and Building of Women

Page 24

Amendments to the Constitution

Page 24

Staff Development Training

Page 26

Recruitment

Page 27

Servicing and Organisational Discipline

Page 27

Page 28

COSATU

Public Sector Merger

Page 30

Local Government Unity

Page 30

Page 31



1. Socialism

Noting That:

1. The implementation of our previous resolutions on socialism has always created misunderstanding amongst our members.

Believing That:

1. An effective, achievable education programme for our members will ensure understanding amongst our members.
2. SAMWU's continued commitment to socialism requires that it develops a counter to the ideological war against socialism.
3. Socialism is the only system which can solve the social and economic problems of working people across the globe and any attempts to reform capitalism will merely lead to greater levels of poverty, unemployment, homelessness, disease, starvation, crime and civil war.

Resolves That:

1. SAMWU, with COSATU, shall mount a counter-offensive campaign against capitalism aimed at proving the superiority of socialism by:
 - ◆ Engaging in relentless public criticism of capitalism
 - ◆ By conducting, throughout the Federation, ongoing education on the fundamental ideas of socialism and nurturing a working class consciousness and outlook.
 - ◆ Fostering a climate of free and fraternal debate on how socialism is to be achieved.
2. SAMWU should forge links with other working class formations internationally as part of the international fight against neo-liberal globalisation.
3. SAMWU has the responsibility to begin building socialism now. Steps in this process should include:
 - ◆ Strengthening working class organisation
 - ◆ Fighting for a powerful role of the public sector by, for example, familiarising the communities with SAMWU Public Pilot Project proposal.
 - ◆ Introducing socialist forms of work organisation and management which promote worker control.
 - ◆ Emphasising the concept of equality and ending all forms of discrimination and oppression, particularly those affecting women
 - ◆ Fighting to reduce higher echelons of bureaucracy in local government administrations.
 - ◆ Moving beyond traditional notions of capitalist democracy and introducing participatory forms of democracy.

(Submission by: CEC Committee)

2. People's Parliament

Noting That:

1. Our people are demobilised and frustrated as a result of a lack of accountability and responsibility by the elected politicians.
2. Elected politicians have moved away from their constituency base.

Believing that:

1. The continued involvement of the masses in policy formulation and accessibility to the MPs forms the cornerstone of an informed constituency.

Resolves That:

1. SAMWU, through COSATU, should ensure that adequate mechanisms are put in place to ensure the accountability elected politicians to their constituencies. This should include:
 - ◆ A mechanism for recall in respect of both list and constituency candidates
 - ◆ A system for engaging constituencies.
 - ◆ A more effective use for constituency offices.
2. We should consider the establishment of a People's Parliament where elected MPs are required to report. The purpose of such an arrangement could be to create a forum where communities can:
 - ◆ Raise questions on issues affecting their day to day life, particularly those linked to a better life for all to ensure accountability by elected politicians.
 - ◆ Be part of decision making.

(Submissions by: CEC Committee)

3. The 1999 Elections

Noting That:

1. Our people are disillusioned and demotivated as a result of decisions made by the ANC led government to adopt anti-working class policies such as Privatisation and GEAR. These policies have led to tensions in the Alliance and have created frustration amongst Alliance partners.
2. There is still general support for the ANC- led Alliance among the working class, even though voters are disillusioned and despondent in the ANC government because of the slow progress in delivering.
3. There is no coherent strategy by the ANC-led Alliance in policy formulation.

Believing That:

1. The 1999 elections are aimed at the transfer of political and economic power to the majority.
2. The ANC had adopted GEAR not only as a strategy but as government policy which undermines the principles of the RDP.

3. Notwithstanding any frustrations of the masses the ANC remains the political vehicle to transformation.
4. An Alliance Summit, based on a concrete programme which will adequately address the needs of the poor, can assist in easing some of the tension.

Resolves That:

1. The 1999 elections should be informed and based on an Electoral Platform.
2. Such a platform focus on the consolidation of gains made and the elimination of weaknesses experienced during the apartheid era and transition period.
3. Any platform should be based on the principles of the RDP.
4. We should ensure that our approach to the Electoral Platform is located within our broader approach to the transformation to socialism.
5. SAMWU through COSATU commit some resources to bolster an ANC-led victory in 1999 and if necessary deploy its officials during the election campaign.

(Submission by : Northern Cape; Kwa Zulu Natal and CEC Committee)

4. Local Government Elections

Noting That:

1. The ANC-led government had a decisive victory in the 1995 local government elections
2. A lack of experience and commitment amongst some of the ANC councillors have caused unnecessary tensions between communities and SAMWU members.
3. An uncoordinated policy on local government within the Alliance and failure to resolve the financial crisis, has contributed this poor level of service delivery.

Believing That:

1. SAMWU, as an organised formation within local government, has to date managed to develop capacity amongst its members on local government issues.
2. SAMWU as a component of the alliance can contribute in building that capacity.

Resolves That:

1. Municipal employees should have the right to canvass and stand for elections as councillors outside their area of work. This should however exclude ROBs, NOBs and officials of SAMWU except if prepared to resign.
2. SAMWU investigate the possibility of the re-demarcation of constituencies based on size and acceptable number of councillors.

3. We re-affirm our position of 1995 on the remuneration of councillors.
4. SAMWU calls for a local government electoral platform which will focus on housing, water, electricity, roads and public transport at affordable rates, underpinned by the principles of public ownership.
5. SAMWU calls for a Local Government Summit to develop an alliance programme of action at local level which should include developing an approach on policy formulation and implementation.

(Submission by : Mpumalanga; Free State and CEC Committee)

1. GEAR

Noting That:

1. The RDP was supported and adopted by the vast majority in the liberation movement as a programme which would provide for a better life for all.
2. The adoption by the government and subsequently the ANC of the Growth, Employment and Redistribution (GEAR) macro economic policy was not the product of popular participation.
3. GEAR relies heavily on capitalist investment for economic growth and very little on utilising the power of the democratic state to re-distribute the vast inequalities of wealth that exist in our country and that GEAR contains a number of features which will have very serious negative effects on the working class. These include:
 - ◆ Privatisation of state assets and services.
 - ◆ The removal /reduction of state subsidies in areas like transport, social welfare, education and health.
 - ◆ Labour flexibility which will lead to greater exploitation of workers.
4. Both SAMWU and COSATU have previously stated their opposition to GEAR for amongst others:
 - ◆ That GEAR fails the test COSATU has for any macro-economic policy.
 - ◆ That any macro-economic policy that fails the test of substantial job creation and redistribution of wealth cannot win our support.

Further Noting That:

1. Our stance on GEAR has already been vindicated in many fronts in the form of cuts in amongst others, education budget, the privatisation programmes in local government, the proposed child welfare programme and cuts in funds to the CCMA.
2. Notwithstanding our opposition to GEAR the government continues with the implementation thereof.

Believing That:

1. The adoption of GEAR policy constitutes a very definite shift in policy by the ANC and will seriously undermine the achievement of RDP objectives.
2. Any economic strategy should be informed by RDP goals.
3. GEAR is diametrically opposed to the interests of the working class and instead promotes the interests of the bosses.
4. The GEAR stated objective of providing 400 000 jobs per annum by the year 2000 besides being inadequate to address the massive and growing unemployment problem in the country, will not be realised.

5. Basic social service delivery, job creation and other RDP goals will remain at the level of rhetoric until GEAR is scrapped.

Resolves That:

1. The ANC-led government should implement a new macro economic policy consistent with RDP objectives .
2. SAMWU, in COSATU, take the process forward of finalising the Social Equity and Job Creation document as part of the process of developing a macro economic strategy which underpins our vision of socio-economic transformation.
3. We should guard against simply tinkering with GEAR.
4. SAMWU, through COSATU, embark on a campaign involving MDM structures to resist all elements of GEAR such as subsidy cuts, privatisation, labour market flexibility etc.
5. SAMWU draw up a concrete programme based on the issues outlined in the COSATU Congress and whatever emanates from this Congress in preparation for the COSATU Special Central Committee which will be held within the next 6 months.

(Submitted by : Mpumalanga, Western Cape and CEC Committee.)

2. Apartheid Debt

Noting That:

1. A huge amount of government's annual budget is used to service the debt.
2. The debt repayment is a huge waste of tax payers money which does not benefit any section of the majority of the working class.
3. Loans were made from both local and international institutions, but the major part is from internal sources.

Believing That:

1. The huge debt was deliberately made in order to finance the apartheid system and regime.
2. Majority of the South Africans are still continuing to suffer from the effects of the brutal apartheid oppression.
3. Apartheid debt repayment is now at the expense of the majority of people who suffered under apartheid.
4. We have a legitimate right to call on the scrapping of apartheid debt.

Resolves That:

1. SAMWU calls on COSATU to spearhead a vigorous campaign against debt.

2. We call on the international community and the International Trade Secretariats to join and support our campaign to scrap the apartheid debt.
3. SAMWU and COSATU campaign, in the short term, for the one rand in five currently used to service the public debt, to be allocated to RDP projects.
4. SAMWU canvass for a Day of Action against the apartheid debt.

(Submitted by : CEC Committee)

3. RDP and Masahkane.

We re-affirm our 1995 Congress resolution.

We further note that:

1. Some local authorities are on the verge of collapse as result of the on-going financial crisis caused by amongst others the non payment of services.
2. Service delivery is an intergral part of RDP and Masahkane.

Believing That:

1. SAMWU members have a pivotal role to play in Masahkane and service delivery.

Resolves That:

1. SAMWU use its members' skills and knowledge to put in place strategies to improve service delivery and payment.
2. SAMWU call on its members to be on stop order for service payments where services are delivered by municipalities. Furthermore that this call for stop order facilities for service payment should be on the basis of effective and quality delivery of services.
3. Cross subsidisation mechanisms for those municipalities which are not viable be effected.
4. SAMWU popularise its Public Pilot Projects as a means of turning around local government.

(Submitted by : Northern Cape; Kwa Zulu Natal; Mpumalanga and CEC Committee.)

4. NEDLAC

Noting That:

1. NEDLAC was born out of workers hard struggles.
2. NEDLAC, as a tri-partite institution, has the potential to encourage corporatism and bureaucratisation of unions.
3. The majority of our members do not know NEDLAC processes and how it operates.

Believing That:

1. NEDLAC in its present form is but one terrain of struggle.
2. NEDLAC is co-determinist in character and therefore has very definite limitations.
3. Our members need to be taken on board on NEDLAC process, issues and campaigns.

Resolves That:

1. SAMWU Education Department develop capacity building programme for members and leadership focusing broadly on socio-economic issues and which will assist in promoting greater participation in NEDLAC.
2. Regular report backs and mechanisms for mandating and accountability be put in place.
3. SAMWU, with COSATU, campaign against the forces that tend to undermine NEDLAC process.
4. To ensure that the objective for NEDLAC set in 1996 COSATU Policy Conference should be what informs our participation.
5. SAMWU, with COSATU, to ensure that public hearings are held parallel to negotiations and NEDLAC, that regular report-back are held and that mass action (whenever necessary) in support of our demands remains part of our approach to NEDLAC.
6. Workshops of NEDLAC negotiators and leadership be held to assess and strategise on our participation.
7. COSATU should finalise the Social Equity and Job Creation Document and table this document for negotiations within NEDLAC.

(Submitted by : CEC Committee)

5. Immigration

Noting That:

1. Since our previous Congress of 1995 our resolution on migration has not been implemented.
2. Migrant workers are still being used as cheap labour which undermines organised workers and gains made by these workers.

Believing That:

1. Exploitation and abusive language is still being used against immigrants.

Resolves That:

1. SAMWU should push for COSATU to engage the Department of Home Affairs to reflect on our position regarding the issue of immigrants.

2. SAMWU call on COSATU to engage progressive organised formations of immigrants within our country to develop working relationship particularly on employment standards.

(Submitted by : CEC Committee)

6. Collective Bargaining

Noting That:

1. A National Bargaining Council has just been launched.
2. This process, will leave confusion amongst most of our members and officials.
3. SAMWU is also organising in other sectors which do not form part of the formal local government sector and that workers in these sectors are facing the same problems as municipal workers.
4. Presently we do not have a common approach to bargaining.

Believing That:

1. We need to have a common approach in all divisions of the Bargaining Council.
2. We should seek to create centralised bargaining arrangements in those sectors currently falling outside the jurisdiction of the Bargaining Council.

Resolves That:

1. SAMWU call a Bargaining Conference before mid-1998 for the sole purpose of dealing with the following:
 - ◆ Job grading and local government grading.
 - ◆ Social Wage.
 - ◆ Conditions of Service.
 - ◆ Wage Gap between grades.
 - ◆ Levels of Bargaining and which issues are bargained where.
 - ◆ Agency Shop.
 - ◆ Worker benefits internal to SAMWU.
 - ◆ A long term Wage Strategy.
 - ◆ Capacity building programme for negotiators.
2. SAMWU campaigns for a national bargaining council to cover water boards.
3. We fight to ensure that those service providers currently providing services to local government (contracting out, delegated management, leasing) be covered by conditions set in the National Bargaining Council.

(Submitted by: Free State; Western Cape; Mpumalanga and CEC Committee)

7. Local Government Funding

Noting That:

1. Local Government is faced with a funding crisis and as a result many local authorities are experiencing financial difficulties (in some instances a few were unable to even pay salaries and wages).
2. A number of municipalities are not viable and sustainable because of insufficient funds, maladministration and fraud.
3. Several municipalities do not have a strong tax base and this therefore inhibits their ability to deliver effective services. They are struggling to survive.
4. The restructuring and amalgamation of the internal administrations of local authorities is not proceeding smoothly and that this is having an adverse effect on the extension and delivery of services to the historically disadvantaged masses.
5. Central government's curtailment of funds to local government presents new challenges to local government.
6. Communities have not adequately responded to the payment of services.
7. The government has a policy on restricting the budget of local government yet does not take responsibility for funding local government.
8. The Department of Constitutional Development has set up Project Viability as a means of monitoring the financial situation in local authorities.
9. Privatisation is being advocated as one solution to the financial and service delivery problems being experienced by local authorities.
10. The system of prescribed assets was used to build apartheid infrastructure but was scrapped as a system on the eve of the fall of apartheid.

Believing That:

1. Local Government will not survive without radically restructuring the existing methods of funding.
2. The so-called service charge boycott was a direct response to the boycott of service delivery to our communities by the illegitimate apartheid structures.
3. Once service delivery has been re-instituted, people should pay for the services they receive within the framework of a national tariff system which makes provision for adequate levels of cross subsidisation.
4. Pre-scribed assets is a viable vehicle for post-apartheid reconstruction.
5. The involvement of the private sector should be limited to financial contributions as part of their social responsibility.
6. The government's adoption of GEAR will further impede effective service delivery and undermines the basic principles of the RDP.

7. The funding of local government is the political responsibility of central government within its general fiscal policy and should not be restricted to certain services but all services in local authorities.

Resolves That:

1. We reject GEAR and the private sector involvement in rendering municipal services.
2. SAMWU, with COSATU, campaign strongly for the re-introduction of prescribed assets.
3. Municipal workers should become directly involved in building the Masahkane Campaign. This process could be facilitated by SAMWU convening a workshop\meeting in order to come up with a concrete plan on our participation in the campaign.
4. SAMWU, with COSATU, push for national tariff reform in respect of all basic services. This reform should include what constitutes life-line levels of services and makes provision for cross-subsidisation.
5. SAMWU calls for National Summit with stakeholders to deal with the financial crisis faced by local authorities notwithstanding Project Viability. Organisations such as NIEP could assist with facilitation.
6. SAMWU reinforces its intention to fight for a solidarity fund for local authorities.
7. SAMWU pushes for the amalgamation of those local authorities which have no financial viability.
8. SAMWU develop a coherent strategy for the implementation of the RDP and to put this forward through our active participation in local development forums.
9. Government should have a centralised funding network to give effect to the extension of basic services to disadvantaged areas.
10. Local authorities' budgets should be geared to redress the effects of apartheid.
11. SAMWU encourage its members to participate in the budgetary process.
12. SAMWU fully debate the concept of "Socialising of Private Capital" as raised in the September Commission Report in order to formulate a clear position in this regard.

(Submissions by: Western Cape; Free State; Northern Cape; Kwa Zulu Natal; Mpumalanga and CEC Committee.)

8. Local Government Councillors

Noting That:

1. Since the first democratic local government elections little attention has been given to building capacity of councillors drawn from the democratic movement and that this has led to tensions developing between local government employees (and SAMWU) and the councillors.
2. The recognition of local government as a distinct sphere of government places enormous responsibilities on councillors. They are expected to play a more political and developmental role. Local government now has more decision making powers. Decisions in terms of appropriate form of service delivery, local economic development, etc.

3. The actions of many of the new councillors have been based on self interest rather than the collective interests and needs of the communities they were elected to represent.
4. The continued domination of statutory local government bodies by old order conservatives and the heavy reliance upon them by democratically elected councillors is a source of continued stagnation in transforming these institutions.
5. There still exists a problem regarding the status of Councillors on the issue of remuneration and positions.

Believing That:

1. Councillors' positions should not be regarded as permanent employment positions.
2. The training and portfoliorisation of councillors will enhance their capacity to serve and deliver and to play a more meaningful role in local government transformation
3. A number of councillors have fallen prey to corruption and this will affect their integrity and their objective handling of issues such as tendering is questionable.

Resolves That:

1. Mechanisms be put in place to have councillors, who are not accountable to the communities they represent, be re-called.
2. A code of conduct be developed and implemented by the Alliance which will serve as a guide on councillors role.
3. As part of capacity building programme for local government, effective training programmes be developed for councillors and that the Local Government Training Board play an active role in this regard.
4. Councillors be portfoliorised and clear roles and their responsibilities be outlined.

(Submitted by: Free State; Mpumalanga and CEC Committee.)

9. Local Government Service Delivery

Noting That:

1. Many of the services aimed at meeting basic needs of people, are provided by local authorities.
2. In essence the restructuring of local government is to effect re-distribution in the previously disadvantaged and impoverished areas.
3. Lack of capacity in local government in particular councillors in dealing with the restructuring process.
4. This lack of capacity (funding) seems to be one of the main motivation to want to contract out/ privatise municipal services.
5. The restructuring process is still happening in a very uncoordinated way within the Department.

6. The intention by local authorities of increasing the involvement of the private sector in service delivery.
7. Existing administration still tend to be fragmented, too bloated and hierarchical.
8. There is agreement in the National Bargaining Council that basic services should be delivered by municipalities and that alternatives to the Public Private Partnerships be sought and that the SAMWU Public Pilot Project option be explored.

Further Noting That:

1. The role of local government workers in the delivery of services is of paramount importance .
2. SAMWU has a responsibility to ensure that its members render efficient quality services.
3. The establishment of service committees is a direct response to the current status of service delivery.

Believing That:

1. SAMWU needs to take ownership of the restructuring process.
2. SAMWU need to inculcate a work ethic amongst its members and that this should be incorporated in our education programme.
3. Through the effective functioning of our service committees we will have the capacity to be proactive in the restructuring process.

Resolves That:

1. We move speedily in implementing our resolution on establishing service committees according to the clusters identified in the CEC and that this process be finalised within the next four months of Congress.
2. SAMWU ensure that links are developed between the different local government services and those government departments politically responsible for those services.
3. We popularise our own public pilot projects as a viable form of service delivery.
4. We reiterate our call for tighter co-ordination of local government affairs within the Department of Constitutional Development. This must include:
 - ◆ Co-ordination of a service delivery framework.
 - ◆ Co-ordination of implementation of development plans.
 - ◆ Liaising with stakeholders in local government.
 - ◆ Developing a capacity building programme.
5. We strengthen our anti-privatisation campaign by:
 - ◆ Popularising our Public Pilot Projects
 - ◆ Developing a joint mass action programme with the Alliance partners.
 - ◆ Funds be set aside for the campaign at regional level.
 - ◆ Expose politicians and elected officials who openly propagate privatisation to the detriment of the poor.

(Submitted by: Western Cape; Northern Cape; Mpumalanga; Free State and CEC Committee.)

10. Metro Local Government

Noting That:

1. The present form of two-tier metropolitan local government is not addressing the issue of amalgamation and transformation adequately. Instead it is just perpetuating problem of the old apartheid system which was characterised by bureaucratic inequality and inefficiency.
2. The present structure is very costly to manage.

Believing That:

1. The current form will lead to a development of elites and bureaucrats.
2. The number of councillors should be determined by the priorities of the council.
3. A properly structured financial management structure is needed to ensure efficiency and delivery.
4. The amalgamation of councils will assist in economies of scale and cross subsidisation from the wealthy to the poor.
5. There is a need for radical transformation of local government in order to ensure clean management and effective delivery of services and do away with competition by local authorities.

Resolves That:

1. SAMWU support the concept of a strong metro government with mechanisms put in place to ensure local level participation. This could include single tier form of metro government such as the Mega City.
2. SAMWU has much more in-depth discussions on the Mega City option.
3. SAMWU should embark on a campaign to mobilise support for their position on metro government within the alliance and other MDM formations in realising the objectives of this resolution.

(Submitted by: CEC Committee)

11. Discussion Document on the Local Government White Paper.

Noting That:

1. The Discussion Document is part of the process of developing a policy framework and vision for a democratic local government in a direct attempt to address the imbalances of the past. South African society faces a huge infrastructural backlog in both urban and rural areas. This is a direct product of apartheid urban planning which, amongst others, directed resources to formerly white areas and created dormitory townships and informal settlements which serves (and continue to serve) as labour reserves for business.

2. The discussion document is put within the current context of globalisation and neo liberalism (in line with government's Macro Economic Policy-GEAR) which emphasises the increasing role of the private sector and the diminished role of the state. Central to this strategy is contracting out of municipal services and privatisation of municipal services. The private sector especially has been put up most often in recent times as a viable mode of service delivery. Strong arguments in this regard are that it will alleviate the financial crisis faced by many local authorities and / or will build capacity within local government in the long term. International experience indicates that private sector delivery, contrary to its stated objectives, has more often than not had the opposite effect.
3. It raises a number of critical issues affecting local government which amongst others include:
 - ◆ SWOT Analysis.
 - ◆ The quota system for women representation.
 - ◆ The role of local government in providing efficient services and developing the local economy.
 - ◆ The role of private sector in investment and service delivery.
 - ◆ A model for local government.
 - ◆ Local Economic Development and the importance of integrated development plans (IDP) with community involvement in the implementation of these plans.
 - ◆ Infrastructure investment with an emphasis on the role of the market, affordability and ability to pay for services.
 - ◆ Capacity building in local government.
 - ◆ The role of councillors and administration.
 - ◆ Financing and funding.
4. Local government transition has been geared towards creating unified, non-racial local government.
5. Local government as a distinct sphere of government has a direct stake in national and provincial policy formulation and has legislative powers through the establishment of the National Council of Provinces.
6. The discussion document was released and will culminate in a White Paper (and eventually a law) which will lay the basis for a new and final system of local government i.e. after 1999.

Believing That:

1. The overriding goal for a policy framework for local government should be to overcome the apartheid legacy, ensuring that the basic needs of the poor will be met. This should happen through a participatory democratic process which includes community and local development forums, public hearings, the right of the public to information, and participation of the community in the budgetary process. This should not be based on a system of affordability and ability to pay. Such a strategy will surely fail.
2. A core of essential services such as water, sanitation, electricity and other local government services must be retained by local government
3. In seeking alternatives to crises faced by municipalities, local government should not give in to forces of globalisation which will exacerbate the uneven regional development in South Africa.
4. The transformation of local government service delivery should be to capacitate municipalities to deliver efficient services rather than to undermine them. Their needs could be identified by means of a SWOT analysis.

Such capacity building programs should include amongst others:

- ◆ The role of national and provincial government in supporting local government delivery efforts.
- ◆ Measures to extend resources to local governments to build their capacity to provide services.
- ◆ Human resource development.
- ◆ Mechanisms to ensure that local government participate effectively in provincial and national policy formulation.
- ◆ Measures to improve financial management and planning at local government level.

5. The active role of the state is key to local government ability to fulfil its obligations adequately. The role of local government should therefore firstly be located within the developmental role of the state, with its vision based on the RDP objectives.

6. Secondly, its approach to fulfilling its role should be within a national service delivery framework which should address among other:

- ◆ The need to extend services to areas which were historically neglected.
- ◆ The need to retain core essential services within the public domain.
- ◆ Public's universal right to municipal services not determined by ability to pay
- ◆ Human resource development to capacitate public servants to deliver services in an efficient and friendly way.
- ◆ A financial framework with a strong redistributive element.

7. Central government should have overriding powers over local and provincial government to ensure that development programmes fall within the scope of overall national developments.

8. Local government should be active in local economic development by devising integrated development plans (based on the RDP objectives) to address past imbalances. But this should be within a national approach with effective monitoring mechanisms.

9. Criteria which should determine an appropriate system for local government are:

- ◆ One unified and non-racial local government with a single tax base for local government.
- ◆ Linking rural and urban local government to ensure that rural and peri-urban areas fall within a single local government to avoid too many local government structures. Redistribute resources from urban to rural areas.

10. The role of organised labour and employer should be adequately reflected in the White Paper.

Resolves That:

1. SAMWU play an active role in influencing the policy making process in a progressive way and continue to fight vigorously against any form of privatisation proposed. That as part of this process the agreed national workshop be held and our position be further debated, discussed and formalised.
2. The Integrated Development Plan be part of an overall plan in terms of service delivery (eg housing, water, sanitation etc) with a clear programme, targets and time frames, be put in place which is consistent with RDP objectives.
3. SAMWU actively participate in the SWOT Analysis to be conducted at the municipalities.

(Submitted by: Western Cape; Kwa Zulu Natal and CEC Committee.)

Workplace Restructuring and Education and Training in Local Government.

Introduction

The apartheid legacy has created a large majority of cheap, “unskilled” low wage workers who are predominantly black. For many years the workplace was characterised by intense struggles by black workers against apartheid, racism and exploitation which included amongst others:

- ◆ the right to belong to a trade union
- ◆ the right to a living wage
- ◆ the right to education and training at the workplace

These struggles however were not limited to fighting unfair practices at the workplace, but far beyond. Workplace struggles were political struggles. The struggle for recognition and democracy at the workplace formed part of a broader struggle for democracy in South Africa. The struggle against capitalist exploitation at the work is part of a broader struggle for socialism.

The current trend of globalisation and competitiveness has led to changes in the workplace and changes in method of work. This new world order has led to the restructuring in the workplace in a major way.

Many workers are being forced on the defensive by workplace restructuring. This restructuring has led to job cuts, contracting out, outsourcing and casualisation of labour.

Bosses response is to reduce costs and increase profits, undermining the union by setting up participatory forums and co-opting retaining core business of the company and retrenching, outsourcing or subcontracting the “non-core” activities in the name of efficiency and quality service and increased revenues.

The unions are participating in this restructuring as part of their struggle for a transformed and democratic workplace. This restructuring however does not automatically mean the democratisation of the workplace. A truly democratic workplace is where workers would be in control and own the means of production; and this is not possible under a capitalist system.

Noting That:

1. The apartheid legacy has created a large black “unskilled” low wage workforce and that these workers have had very little if any access to education and training. This particularly true of black workers in our sector.
2. Work reorganisation has taken different forms such as casualisation, subcontracting and outsourcing.
3. The high illiteracy rate amongst black South Africans is also reflected within local government. This is being used by management to prevent our members access to training.
4. The NQF makes provision for all to learn regardless of age, circumstances and level of education and training. Its key principles include:
 - ◆ to achieve national qualifications through both formal and informal learning situations
 - ◆ integrate education and training
 - ◆ recognition for prior learning
 - ◆ outcomes-based learning
5. ABET programmes are being handled separately from training and in an ad-hoc manner by municipalities. This causes frustration and is ineffective.

6. Municipalities have in the past neglected HRD and career pathing (and still lacks a clear plan) specifically of our members.
7. Management is more concerned about reducing costs and workers(weakens the unions in the process) than to upgrade the skills of workers.
8. The government Green Paper on a Skills Development Strategy makes several critical proposals; one of these is a contribution levy from employers for training and skills development of workers.
9. Most municipalities continue to recruit skilled persons from tertiary backgrounds instead of looking internally and giving effect to AA policy.
10. The upper echelons are still not reflective of the demographics in the local authority. Almost all senior positions in the sector are still being occupied by a predominantly white minority. Senior personnel, representative of the old order, are opposing AA programmes and continue to use qualifications as a tool to determine wages which impact negatively on our members.
11. Career and vocational centres though opened to all, still service the minority population of our society.
12. The union has been unable to respond adequately and effectively due to:
 - ◆ a lack of a clear and informed policy and a uniformed approach.
 - ◆ lack of co-ordination.
 - ◆ lack of capacity to engage effectively and to support shop stewards.
 Instead our response has been re-active and ad-hoc, to education and training in particular.
13. Our 1995 Congress resolution on ABET has not been implemented
14. Our involvement and participation in the Local Government Training Board and developments in this regard has been uncoordinated and many a times, did not involve the whole organisation.
15. Increasingly Workplace Forums are being propagated as an viable structure to address the needs of workers at the workplace.

Believing That:

1. HRD is key to economic development; investing in HRD is key to the development of a healthy nation
2. Workplace restructuring holds more dangers than opportunities for workers due to the opposing interests and the reasons of capital and labour for wanting to restructure in the workplace.
3. Changes in the workplace, for example access to training and education, improved wages and benefits, promotion, etc., are as result of the hard struggles of workers, including municipal workers.
4. We should develop a programme which focuses on the needs of workers, including strategies for dealing with contesting interests at national, regional and local level.
5. Without clear strategic planning and career pathing in municipalities very little training if any will take place and our members will remain frustrated.
6. New management and production techniques do not lead to true worker participation and democratisation of the workplace. We can only achieve a democratic workplace when local government has been completely transformed which include changing the style and role of management and building worker confidence to ensure full worker control. Attainment of a democratic workplace is not possible under

capitalism. Building blocks should be applied which will constantly erode the power of the bosses in the workplace and lay the basis for socialism

7. Workplace Forums could undermine organisation as it is empowered, by the LRA, to deal with critical issues such as retrenchments, production, technology, promotion, AA, etc.
8. Changes in the workplace is most effective (in the present ideological context) by using the system of collective bargaining.
9. One of the essential strategies in overcoming the effects of apartheid and for democratising the workplace, is education, training and skills development. The training and upgrading of worker's skills and jobs is therefore a priority.
10. SAMWU as a major stakeholder on the Local Government Training Board can continue influencing the policy and direction of the Board by being actively involved.

Resolve That:

1. SAMWU develop an informed policy and a critical understanding of education and training. In this regard the following should happen:
 - ◆ Establishing education and training committees in all regions within SAMWU. The committees' tasks could include amongst others:
 - ◆ setting up an ABET project which will assist in policy formulation and monitoring the process and progress regarding implementation of ABET at the local authority.
 - ◆ collecting and collating all existing documentation that is in the Union
 - ◆ liaising with service committees
 - ◆ work hand in hand with the Provincial Training Co-ordinating Committee
2. Service Committee structures be one vehicle of facilitating the development of education and training programmes and policy formulation for education and training.
3. The appointment of a national official, responsible for HRD, happen as a matter of urgency.
4. Our active participation in the Local Government Training Board and the Provincial Training Coordinating Committee should be informed by our policy and by proper mandating and report back processes.
5. The Local Government Training Board should be instrumental in putting in place training programmes aimed at addressing the needs of our members, especially at a provincial level.
6. Training programmes be developed to capacitate those persons serving on co-determinist structures such as AA Committees, Training Committees etc.
7. SAMWU become involved in the financial affairs of training centres and develop proposals for better utilisation of these funds.
8. SAMWU support COSATU's proposal on a 4% levy contribution from employers as their commitment to enskilling workers. In this regard that municipalities as a start make provision for financial resources for training in their 1997\98 budget.
9. SAMWU develop a clear policy on ABET and be part of formulating the content of the ABET programme.

10. SAMWU conduct a campaign on ABET that this campaign be mass based by:
 - ◆ Engaging and committing employers to implement ABET as a matter of priority
 - ◆ Being instrumental in establishing education and training committees at the workplace consisting of shop stewards and management which should be responsible for the smooth running and implementation of the ABET at the local authority.
 - ◆ Organising time off for learners particularly those attending ABET.
11. Shop stewards should demand that HRD programmes form part of municipalities' strategic plans (Integrated Development Plans) which should include plans for career pathing of workers.
12. We re-affirm our 1995 Congress resolution for a skills grading system in our sector and that this will be developed in line with the NQF.
13. As a pilot, the union identify a target group of for example 30 workers and that these workers be trained at an accredited local government institution. Training to include management skills on how to run a municipality. Some of the aims could include that those who have undergone the training be able to run the municipality.

Further Resolve That:

1. Internally, the Union develops training programmes for all board members, trustees, co-ordinators of benefit schemes and officials. The content of this programme should include budgetary and financial management and basic courses on political economy.

(Submitted by : Mpumalanga, Free State, North West, Kwa Zulu Natal and CEC Committee)

The Context

Capitalism is becoming increasingly global in its operations. This is characterised by an increasing movement of bosses, capital, technology and products across borders and a concerted strategy by capitalists, in particular trans-national corporations, to safeguard their interests and destroy any thought of socialism.

The central elements of this neo-liberal strategy are:

- ◆ major cuts in levels of tariff protection for local companies
- ◆ financial deregulation-including lifting of exchange controls
- ◆ reducing the active role of the state i.e. privatisation
- ◆ flexibility in the labour market
- ◆ export oriented economic strategies - making national economies dependent on the more industrialised countries

Power is increasingly shifting to international institutions like the WTO, World Bank and IMF which are controlled by most industrialised countries.

There is an increasing attack on worker rights, trade unions and labour standards. This is done in the name of globalisation and international competitiveness. Increasingly investment is shifted to countries where no unions are allowed.

This strategy of neo-liberalism has rolled back some of the gains workers, in highly unionised countries, have made and has impeded the growth of strong trade unionism in other countries.

The labour movement's response to this onslaught has been uncoordinated and separate and therefore has not been very successful in countries such as South Africa, Brazil, Korea, France, Ghana and the United States

As SAMWU, with COSATU, we need to ensure that our engagement in international work is not ceremonial in nature and content but advances the interest of the working class and socialism.

Noting That:

1. Although we have set up an International Sub-committee our participation internationally has been minimal.
2. Resolutions adopted in previous congresses have not been effectively implemented.

Believing That:

1. Giving effect to our resolutions will encourage worker to worker contact at international level and is a definite step in building socialism.

Resolves That:

1. SAMWU establish an International Department.
2. An International Officer be appointed before mid-1998.
3. SAMWU with COSATU will strive to implement the resolution adopted at the COSATU 6th National Congress which include amongst other:
 - 3.4 That the trade union movement serve as the voice of those displaced by economic adjustments and brutal policies followed by international business community.
 - 3.5 That we seriously review our current separate and uncoordinated struggles, develop new tactics and adjust our strategies in this new period, to more effectively promote the cause of solidarity in economic and social policy, in international work and in our (as affiliates) daily struggles.
 - 3.6 SAMWU, through COSATU, counter the free market system and deepen the crisis of imperialism by developing alternatives consistent with our socialist vision by:
 - ◆ promoting democratic and worker controlled trade unions
 - ◆ promoting unity in a single country
 - ◆ building campaigns such as the anti-privatisation campaign
 - ◆ promoting the rights of women
 - ◆ support those workers who are denied the right to organise by repressive regimes
 - 3.4 Campaign annually for co-ordinated international action by organised workers against the negative consequences of globalisation and to put forward alternatives
 - 3.5 Strive to build maximum unity amongst workers in ICFTU, WFTU, WCC etc.
 - 3.6 A Solidarity Fund be established in order to fund the next Indian Ocean Region Conference and thereby reducing the influence major donors have on the proceedings.
 - 3.7 A broader Solidarity Fund be set up in order to build trade unionism in the developing countries.

(Submitted by : CEC Committee)

1. Quota System and Building of Women

Noting That:

1. The proposal of the quota has not been accepted by the majority of the COSATU affiliates.
2. Affiliates have not done much in terms of women's representation to the 6th National COSATU Congress.
3. The participation of women in decision making structures of our union, the federation and broader society is still minimal. As SAMWU an affiliate of COSATU we are a long way from achieving a situation where women fully participate and are representative in the workforce, the negotiating teams, the structures and leadership in our organisation.
4. The COSATU resolution states that COSATU and its affiliates should ensure that within any required delegation to any meeting, conferences, congress and workshops women are included.
5. COSATU Congress resolved that it is inappropriate to implement a quota in the federation at this stage but agreed to initiate a process to build capacity of women in the federation and its affiliates and commits to rid itself of gender imbalances and all forms of gender discrimination.
6. The Congress also resolved that targets be set against which the development of women is measured and that the CEC be mandated to deal with the mechanisms to set up these targets.
7. The issue of "Quota" which can be used as a system for women empowerment needs further discussion in the union and the Federation.

Further Noting That:

1. Women in the municipal sector are still regarded unequal by those who have been in the administration prior to 1994 and still occupy junior positions in the echelon structures of local authorities.
2. Many women in the local authority are still not organised in the trade union movement.
3. The development of women both in the trade union and local authority remains a challenge for the upliftment of women across the spectrum.
4. The emancipation and development of women is many a time viewed as an event.
5. The decisions emanating from the Policy Conference have not been fully implemented in the union.

Believing That:

1. One of the biggest impediments is the attitude of male comrades. Another is the limited and unequal role of women. These restrict women from being elected as shop stewards or in leadership positions.
2. A major barrier to true democracy in the trade union and in society is the lack of participation of women and the lack of women in leadership.
3. Achieving a representative situation will be an on-going and long term struggle.
4. COSATU's long standing resolution towards developing women leadership in the federation and its structures have not been effectively implemented.
5. Programmes to train and support women union leaders at every level are an important part of the affirmative action clauses in the RDP, through which we need to address the legacy of apartheid, capitalism and patriarchy.
6. The recruitment of women should remain a priority in driving all programmes linked to overall recruitment.

Resolves That:

1. Affiliates must admit that very little was done in terms of implementing the COSATU resolutions effectively.
2. SAMWU should actively campaign to implement its Constitution and use it as a step towards the emancipation of women.
3. That when women are elected into leadership positions their abilities, skill, and leadership qualities are taken into account and not put in a position for the sake of having a women in a position, as this is tokenism and would be contrary to our constitution which speaks of women empowerment.
4. SAMWU should continue lobbying affiliates and other progressive organisations which support the quota system, and progressively continue placing this issue in COSATU structures.

Further Resolves That:

1. All Regions of the union should ensure that all women structures as envisaged in the constitution are implemented by not later than March 1998 , prior to the SAMWU Women Charter Conference.
 2. All educational programmes aimed at addressing this backlog be implemented with the focus on women shop stewards. Such programmes should be within the political framework in line with union policy.
 3. An extensive education campaign amongst the shop stewards and the broader membership be conducted, to ensure the development of women. In this regard the following should be done:
- ◆ Each Region be allowed to conduct a survey to determine the lack of women participation in the union.

- ◆ That “cross regional” assistance in the development of women be endorsed.
- 4. SAMWU should strive to ensure that firstly, the Local Government White Paper process adequately deals with gender issues and women representation and secondly, it will fight to ensure that women are adequately represented at all levels of the decision making process within local government.

In order to ensure implementation of this resolution the following measures must be taken:

1. That SAMWU organisers recruit women as part of servicing at the workplaces to ensure that women shop stewards, and not women representatives, are elected as per the constitution.
2. The ROB and BOB play a role in monitoring the establishment of women’s committees.
3. SAMWU implement its Policy Conference resolution by:
 - ◆ Playing an influential role in the Interim South African Local Government Bargaining Council to advance the interests of women and also ensure that women are part of the Affirmative Action Steering Committees, to monitor fully the implementation of agreed programmes.
 - ◆ Putting in place regional education programmes for men on gender and women issues.
 - ◆ To secure adequate time off as part of our floor of basic shop steward rights.
4. The union as an organisation should seriously take up the issue on the demand of Parental Rights and formulate a programme of action similar to the wage campaign and not wait on women to give a report.

(Submitted by: Northern Cape; Western Cape; Mpumalanga; North West and CEC Committee.)

2. Amendments to the Constitution

Noting That:

1. The CEC has accepted the new Constitution which is aimed at accommodating all sectors perceived to be under local government.
2. The process of implementing this constitution is still continuing more particularly the establishing of new Branches.

Further Noting That:

1. There are difficulties in some areas when this constitution is being implemented particularly those areas relevant to women’s structures.

Believing That:

1. The union’s decision to re-demarcate its Regions according to political boundaries was a correct decision.

Resolves That:

1. The union ensures that the process of educating members about the new constitution should continue and built into existing internal programmes of organisers and educators.
2. All Regions of the union shall be called Provinces instead of Regions.

(Submitted by: Mpumalanga and CEC Committee.)

3. Staff Development Training

Noting That:

1. The union has more than 100 employees and over 115000 members.
2. The union staff are being continuously measured by the membership with regard to their performance.
3. There is a high dependency by shop stewards and office bearers of structures of the union on organisers and administrative staff.
4. The union is in the process of finalising the system aimed at addressing staff needs and their development.
5. There is no staff training related to their functions done in the union.

Believing That:

1. The training of staff will benefit the union in the long term.
2. The monitoring of staff performance and their remuneration levels is not separate from staff education and training.

Resolves That:

1. The implementation of phase 2 of grading system should be speeded up and be completed by not later than end of February 1998 which process will be preceded by holding of workshops for all staff.
2. The information pertaining to each staff member be done through the Union's Education Department.
3. There be updated records of each staff member who is participating or has participated in various training and development workshops.
4. SAMWU set aside 5% of its wage bill for staff development and training.

(Submitted by : Western Cape and CEC Committee.)

4. Recruitment

Noting That:

1. The growth of membership since the last congress has improved slightly.
2. The target set by the National Organising Forum of having 10 000 newly recruited membership by this Congress has been achieved.
3. Local Government as a whole employ over 250 000 of which SAMWU have organised less than half of these employees.

4. In certain structures there has been a decline in membership.
5. and that one of the causes of this decline can be attributed to organisational weaknesses.

Believing That:

1. The establishment of a National Bargaining Council brought about serious challenges that the union is forced to respond to.
2. The strength of the organisation in the NBC will be determined by our ability to secure the current membership and also consolidate our efforts in attaining the majority of total workforce of the sector.
3. The lack of servicing to members constitutes one of the main reasons that lead to members becoming disillusioned.
4. The meeting held between NOBs and ROBs positioned the union correctly in finding solutions to some of the problems encountered on daily basis by members.

Resolves That:

1. The approach developed by NOB and ROBs be accepted as the basis of addressing some of the organisational issues.
2. Recruitment of municipal employees amongst all local government structures should be intensified in order to have the majority in the NBC.
3. The CEC present detailed report reflecting all causes of both increase and loss of membership in order to formulate a policy of responding to those causes effectively.
4. By the next Congress membership of the Union should be over 150 000.

(Submitted by: Free State and CEC Committee.)

5. Servicing and Organisational Discipline

Noting That:

1. There is an enormous lack of discipline in the Union especially amongst staff members.
2. This lack of discipline is partly as a result of :
 - ◆ The ineffective application of monitoring and co-ordinating systems.
 - ◆ The Union's inability in capacitating its staff in order to be more productive and to deal with problems adequately. Instead some are unmotivated and others are engaged in meaningless talks.
 - ◆ The non-existence of formal in-service training and staff development training programme for staff.
 - ◆ The education and training for staff is almost non-existent.
3. This lack of discipline has had an impact on service rendering in the following manner:
 - ◆ In regions structures are functioning unevenly; some are more effective than others.

- ◆ Services to members are uneven, some are better serviced while there are some that are not serviced at all.
- 4. The lack of funding is a barrier when it comes to educational events, especially for staff development and training.

Believing That:

1. Discipline needs to be exercised at all times.
2. The ROBs should be firm in applying discipline in the Regions, whether it is staff or members in general.
3. With a well trained, disciplined and motivated staff, services to members will improve and structures will be strengthened.
4. A political vision and a supporting political programme will facilitate this process of discipline.
5. That cliques never build an organisation, but rather destroy organisation.
6. Education and training of staff is essential in order to effect qualitative change in service rendering and attitude of staff.

Resolves That:

1. Discipline be implemented by the respective Office Bearers (at all levels) in accordance with the Union's constitution and other staff policies.
2. Officials, in particular organisers, plus ROBs should take full responsibility in building strong structures.
3. Funding for travelling be enough for organisers, in order for them to reach every member in their area of jurisdiction.
4. That staff development and training courses be developed and a training programme be put in place as a matter of urgency.
5. Political Study Groups and seminars be held throughout the union, co-ordinated by education structures in order to do away with cliques and to build discipline and organisation.

1. Public Sector Merger

Noting That:

1. The failure of merger between public sector unions under COSATU was characterised by a state of unreadiness by local and regional leadership and members.
2. The absence of a programme between public sector unions in responding to issues that most require joint attention.
3. COSATU Congress took a decision to conduct an investigation into the suitability of super unions.

Believing That:

1. Some of the obstacles towards having efficient public sector co-ordination is the current demarcation in different unions.
2. The principle of COSATU of one union one industry Is politically correct.
3. Unity between unions must be informed by readiness of informed membership and different leadership.
4. Co-ordination of public sector activities will best have correct political platform if unions in the sector co-operate with one another from bottom upwards.
5. Public sector restructuring does affect all those in the sector regardless of location of union membership.

Resolves That:

1. All COSATU affiliates operating in the public sector from the local, regional to the national establish public sector co-ordinating committees in order to confront issues in the public sector jointly.
2. Such meetings be co-ordinated by ROB in a programme aiming to integrate all union campaigns. COSATU regional structures should play a decisive role in ensuring that such meetings do sit and take forward their programmes.
3. Such programmes should be in line with national level and amongst others shall include:
 - ◆ Mobilising membership
 - ◆ Joint rallies
 - ◆ Joint campaigns
 - ◆ Joint and regular ROB meetings.

4. The issue of demarcation be addressed and implemented in accordance with the COSATU National Congress resolution.

(Submitted by : Mpumalanga and CEC Committee.)

2. Local Government Unity

Noting That:

1. The Policy Conference recommended that unity in local government be pursued as a strategy towards winning all local government workers to SAMWU.
2. Co-operation between other unions is already existing which manifests our political strategy.
3. Co-ordination with other union has been a reactive response to issues related to collective bargaining.

Believe That:

1. The unity of local government workers remains an outstanding need in order to bring about visible transformation in local government.
2. Engaging other unions should not be interpreted as a shift from the original position of the union but a further commitment to the Policy Conference decisions.

Resolves That:

1. The decisions of the Policy Conference be endorsed.
2. This Congress should empower the CEC to consider convening summit for employees in the local government sector as part of the process to forge local government unity.
3. On-going communication with other unions should go beyond collective bargaining issues.
4. SAMWU's involvement in such meetings be informed by our current union policies and also to be planned strategically.

(Submitted by : CEC Committee.)