

a world class African city

City of Johannesburg

International Relations Strategy

2021 - 2026

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Group Strategy, Policy Coordination and Relations (GSPCR)
City of Johannesburg

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Acronyms and Abbreviations

ACP	African Caribbean and Pacific
AfCTA	African Continental Free Trade Area
ALGA	African Local Government Academy
ANC	African National Congress
APRM	African Peer Review Mechanism
AU	African Union
AULA	African Union of Local Authorities
BRICS	Brazil, Russia, India, China and South Africa
C40	Cities Climate Leadership Group (C40 Cities)
C2C	City-to-City
CAHOSCC	Committee of African Heads of State on Climate Change
CAP	Common Africa Position
CEO	Chief Executive Officer
CFIR	Consultative Forum on International Relations
CLGF	Commonwealth Local Government Forum
COMESA	Common Market for Eastern and Southern Africa
COJ	City of Johannesburg
COP21	The 21st Conference of the Parties
CPIT	Council for the Promotion of International Trade
DED	Department of Economic Development
DIPP	Directorate of Inter-governmental and Provincial Protocol
DIRCO	Department of International Relations and Cooperation
DPME	Department of Planning, Monitoring and Evaluation
EAC	East African Community
ECCAS	Economic Community of Central African States
EGS	Economic Growth Strategy
EIP	Enterprise Investment Programme
EU	European Union
FDI	Foreign Direct Investment
FMDV	Fonds Mondial Pour le Développement des Villes (Global Fund for Cities Development)
FTA	Free Trade Agreement
G20	Group of 20 (including Argentina, Australia, Brazil, Canada, China, France, Germany, India, Indonesia, Italy, Japan, Mexico, Russia, Saudi Arabia, South Africa, Korea, Turkey, United Kingdom, United States, European Union)
GCR	Gauteng City Region
GDS	Growth and Development Strategy
GGT	Growing Gauteng Together
GIS	Geographic Information System
GNSC	Global Network for Safer Cities
GPG	Gauteng Provincial Government
GSPCR	Group Strategy, Policy Coordination and Relations
IBSA	India, Brazil, South Africa

ICLEI	International Council for Local Environmental Initiatives
ICT	Information and Communications Technology
IDC	International Development Cooperation
IDP	Integrated Development Plan
IGR	Inter-Governmental Relations
IORA	Indian Ocean Rim Association
IUDF	Integrated Urban Development Framework
IKM	Information and Knowledge Management
IR	International Relations
JCCI	Johannesburg Chamber of Commerce and Industry
LEDNA	Local Economic Development Network of Africa
LRG	Local and Regional Governments
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MIR	Municipal International Relations
MMC	Member of the Mayoral Committee
MOE	Municipal Owned Entity
MOU	Memoranda of Understanding
MSDF	Municipal Spatial Development Framework
MTSF	Medium Term Strategic Framework
NDP	National Development Plan
NEPAD	New Partnership for Africa's Development
NPC	National Planning Commission
NSDF	National Spatial Development Framework
NT	National Treasury
NUA	New Urban Agenda
NYC	New York City
NYSE	New York Stock Exchange
OECD	Organisation for Economic Co-operation and Development
PAP	Pan-African Parliament
PD	Public Diplomacy
PSDF	Provincial Spatial Development Framework (PSDF)
REC	Regional Economic Communities
RISDP	Regional Indicative Strategic Development Plan
SA	South Africa
SACN	South African Cities Network
SADC	Southern African Development Community
SALGA	South African Local Government Association
SDGs	Sustainable Development Goals
SO	Strategic Objective
SOP	Standard Operating Procedure
SRC	Student Representative Council
STI	Science Technology and Innovation
SWAPO	South West Africa People's Organization
TFTA	The Tripartite Free Trade Agreement

THRIP	The Technology & Human Resources for Industry Programme
T&S	Travel and Subsistence
TMR	Transformation, Modernisation and Re-Industrialisation
U20	Urban 20
UCLG	United Cities and Local Governments
UCLGA	United Cities and Local Governments of Africa
UN	United Nations
UCLL	Africa Chapter of the Unao dos Cidades y Capitaes Lusofono Africana
UK	United Kingdom
USA	United States of America
UVA	Union des Villes Africaines
WITS	University of Witwatersrand
WTO	World Trade Organisation

Executive Summary

Background and Introduction

The **City of Johannesburg's International Relations (IR) Strategy for the 2021-2026 period**, sets out the City's agenda in pursuing international relations activities. Its overall aim is to ensure that IR activities benefit the city and its citizens while promoting Johannesburg's leadership role regionally and globally.

The Strategy is a result of a 2021 IR Review which considered the revised *Growth and Development Strategy* (Joburg 2040 GDS) and a reflection on IR activities from 2016 to 2020. The IR Review also included engagements with key international, national and city-level stakeholders as well as a review of key literature, policies, strategies and the outcomes of current IR activities.

Reiterating the Importance of City International Relations

Increasingly cities are assuming a larger role in economic and human development. Given the rate and scale of urbanization in the twenty-first century it is argued that in the urban age, cities, more so than states, will be at the frontline of many key development issues such as local economic development, housing, urban mobility, and most crucially issues such as global warming, water insecurity, COVID-19 and other environmental challenges. The growth and sustainable development of cities and inevitably nation-states increasingly depend on the effective cooperation between nations and cities.

City international relations – including the participation in international city networks and city bi-laterals – play an important part in global cities development. Central benefits include global status and positioning, the ability to lobby and direct agendas that impact a city and its citizens, knowledge and information sharing as well as inward investment and tourism attraction.

The most common approach adopted is through municipal twinning or City-to-City relations which enables cities to share experience and innovation and generates flows of goods and people as a part of the exchange. The benefits of City-to-City relations include capacity building; exchange of best practices; effectiveness through collaborating on a specific initiative; relationship-building; networking and building solidarity.

Increasingly, participation in global networks is important as this facilitates a broader international engagement with cities on areas of common interest or global themes (such as climate change). An emerging perspective is that such networks reduce the cost and other resource requirements often involved in individual City-to-City relationships.

Johannesburg, while not the capital, is the leading commercial hub in the Gauteng City Region which is the economic core of South Africa and the broader sub-Saharan African region. Johannesburg is recognised as the leading global city in Africa and given its size, position and economic sophistication must assume a leadership role in respect of city international relations.

The 2021 GDS identifies global networks and partnerships as important requirements for resilience, sustainable growth, and the development of a liveable City. The GDS draws a link between the City's

focus on good governance and collaboration, and the issue of global reputation and relations. Specifically, the GDS notes that by 2040, “the City will be recognised as a global leader for its proactive approach to both collaboration and engagement – and the outcomes that result from the participative processes followed” (CoJ 2021: 160).

The GDS emphasises the African context by specifically affirming Johannesburg’s African identity. In this context, the GDS notes the role of foreign (mostly African) migrants to the City, and the consequent cultural diversity and service delivery issues that should be considered in policy and strategy development.

The strategy also locates Johannesburg as part of an African and global community, and as a key member of the Gauteng City Region. It identifies several factors and challenges that should be considered in policy and strategy development and implementation within the City, including globalisation and pandemics; urbanisation and demographic shifts; natural resource scarcity; climate change; the global financial downturn and inequality; shifting geo-politics and protests; and rapid technological change.

Finally, Johannesburg occupies an important economic and trade position as the continent’s financial hub, major distribution point of goods and services (including trade) into the rest of Africa as well as an important tourism entry point. As such the city is also a key beneficiary of much foreign direct investment whether in fixed assets, new firms, or financial flows.

For Johannesburg, this means that the City must be more strategic in its international relations and ensure both targeted global network participation as well as targeted City-to-City relations. It is imperative that the CoJ’s IR strategy be more focused and must be aligned to the GDS to guide its participation. Additionally, the CoJ’s strategy must become more explicit about the end economic benefits it aims to achieve.

In addition, the overall focus of the City’s strategy needs to be both global cities and city regions as well as regional/Africa driven. Johannesburg is a global city with significant expectations to assume a leadership role, especially for Africa. There are also several cities (and countries) that are critical in respect of trade, investment, and tourism. Finally, the immediate regional African context is also critical, and Johannesburg has much to offer its neighbours.

For the CoJ’s IR strategy to work, more capacity is needed and there is a need for the IR strategy to be embedded into the administration. Active citizen participation is needed to ensure a broader buy-in to actively support the city’s IR agenda. Overall, evidence suggests that there is a need for better coordination and resource sharing amongst the Gauteng City Region and even national Metros and Department of International Relations and Cooperation (DIRCO).

Progress over the last Five Years

A review of the City of Johannesburg International Relations activities and an evaluation through an impact assessment over the past five years indicates that progress continues to be made as the overall IR Strategy evolves from a broad set of engagements to a more focused and strategic set of partnerships.

Evident in reviewing the activities over the last five years – noting the negative impact of political transition in the City during this period – is the continued relevance and importance of an international relations programme. The City of Johannesburg remains a focal point for many global cities and networks as the leading city in Africa and South Africa, and the main gateway for commerce and tourism into the region. Additionally, the City is still held in high regard with expectations that the City of Johannesburg assumes a leadership role for the broader region and the interests of metropolitan government. This has been particularly evident in the participation, and in some cases, leadership role the City has assumed in several international networks.

As of 2021, the City is active in seven international networks. These networks remain highly relevant given the City's focus areas in the Growth and Development Strategy. However, a crucial lesson from the last five years is the recognition that these networks require ongoing active engagement to be useful and consequently must be supported with sufficient resources (both issues of staffing and financial capabilities).

To date, the City of Johannesburg has relationships with eight cities namely: Addis Ababa, Birmingham, Montreal, New York, Ramallah, Rio de Janeiro, Windhoek, and Shanghai. These relationships support several key areas including investment, knowledge exchanges, as well as collaboration on critical issues of city and global interest. Particularly, the last five years have seen important progress in partnerships to reduce the impact of climate change and increased learning and collaboration to advance global goals such as the Sustainable Development Goals (SDGs) and the New Urban Agenda. Johannesburg has been central in leading the agenda to localise both financing and decision-making at the city level as key to building resilient territories and critical for global recovery and enhanced resilience.

City-to-City relationships are an essential part of international relations and there are tangible benefits to city partnerships. These benefits include international exchanges as well as knowledge sharing and the sharing of best practices and strategies in solving city problems. Nevertheless, the lessons from the last five years, and even the period before that, indicate that partnerships are resource-intensive and must be properly structured and managed if they are to have an impact. Most evident is the need to ensure that MoUs are accompanied by concrete action plans with measurable results. Additionally, the evidence suggests that the number of strategic City-to-City partnerships must therefore be carefully considered and rationed so that the necessary attention can be given to the relationship to ensure benefit to the City.

Themes emerging from policy and strategic shifts

Several key policy changes and related interventions have occurred in the last decade. Perhaps the most important of these include the implementation of the African Continental Free Trade Area (AfCFTA) the implementation of identified Agenda 2063 flagship projects, and the implementation of the Southern African Development Community (SADC) Free Trade Agreement (FTA). These initiatives point to South Africa as an integral part of the African continent and the fact that its national interest is linked to Africa's stability, unity, and prosperity. In turn, this suggests that South Africa needs to enhance its positioning to facilitate broad-based socio-economic development in the region and foster strong international ties. More directly, this means that South Africa should improve collaboration and co-operation, through deeper integration and increased trade with its regional trade partners in Africa and elsewhere.

The City benefits from a policy and strategy context where its own localised priorities align closely with global, national, and sub-national planning frameworks. The priorities reflected in the SDGs, Agenda 2063, NDP, MTSF, GGT and TMR resonate with the intentions of the City's GDS 2040, thus making it viable for Johannesburg to achieve its own aspirations while also contributing meaningfully to national and international goals.

Vision for International Relations

The CoJ's IR approach includes a focus on ensuring its citizens can benefit from trade, investment, and tourism as well as global practices, collaboration, and advocacy, with delivery underpinned by a City administration that encourages and supports the creation of a caring, connected world that targets urban needs and inequality, through the internationalisation of local issues.

In seeking to align its IR work along a global continuum, the CoJ envisions the following:

“Internationalisation of Johannesburg’s local developmental agenda, while realising maximum benefit for the City’s own citizens through a strategically-aligned international relations agenda that fosters increased investment, tourism, knowledge generation, service delivery best practice, cultural exchange and city branding.”

Principles

The International Relations Strategy must be underpinned by a set of key principles that guide the City's participation and overall international relations activities.

1. Overall guidance of the international relations strategy must be the City's Growth and Development Strategy.
2. Central to the City's IR activities is the active promotion of the internationalisation of local (city) issues and the local government agenda as well as the localisation of international agreements affecting cities.
3. In undertaking IR activities, the City will assume a global and regional leadership role in the promotion of agendas as well as coordination and collaboration.
4. International relations activities will ensure and support effective collaboration across all spheres of government as well as with other Metros in South Africa, especially in the Gauteng City Region.
5. All IR activities must ensure that there accrues benefit to the citizens of the city, inter alia trade, investment, tourism, enhanced service delivery, quality of life, and knowledge exchange.
6. All IR activities must be aligned and adhere to the country's national international relations agenda and human rights values.
7. City-to-City relationships must be underpinned, as far as possible, by reciprocity and mutually agreed benefit.

IR Outcomes and Strategic Objectives

In pursuing its objectives in ensuring that International Relations at the City level become more strategic and more deliberate in support of the Growth and Development agenda, the IR Strategy has five broad outcomes that it wishes to pursue:

1. Economic growth and development through trade, investment, and tourism.
2. Social development, poverty alleviation, and environmental sustainability.
3. Global understanding, solidarity, co-operation, and cultural linkages.
4. Sharing knowledge and expertise in local governance generally, or in agreed functional areas.
5. Technical and managerial capacity and a culture of learning.

Evident in the outcomes is a renewed emphasis on ensuring that the outcomes of the IR strategy and its activities benefit the City's citizens as well as administration. Importantly the 2021 strategy aims to be more deliberate about deriving economic benefits from relationships and recognises the need to maintain relationships with cities in global centres that are either currently or potentially key economic partners (including sources of investment, export, or tourism markets).

Equally important, is ensuring that the objectives of supporting knowledge exchange, enhancing the capacity of Johannesburg and partner cities to deliver, and building better mutual understanding remain. In respect of understanding, solidarity, co-operation, and cultural linkages it is recognised that Johannesburg as a global multi-cultural city and immigrant destination for the Southern African region has a particular responsibility to foster better relations and understanding.

The overall objectives have been translated into three strategic objectives which guide the IR Strategy. These objectives inform the thematic, geographic, network, and City partnerships that will be pursued.

- 1) SO1: Promoting Economic Growth** - Maintaining and developing key City-to-City trade, investment, and tourism relations as well as positioning and promoting Johannesburg as an investment and tourism destination.
- 2) SO2: Positioning Johannesburg as a Leading Global City** - Assuming a leadership role in South Africa, Regionally (Sub-Saharan Africa) and Africa more generally; Promoting the interests of local government internationally and actively participating in key global networks.
- 3) SO3: Promoting Knowledge Sharing** - Supporting mutually beneficial city-to-city collaborations and global network engagements that promote technical knowledge sharing as well as improved cultural and educational exchange and learning.

Priority Themes, Geographic and City Focus

In ushering forward, a more strategic approach to IR, the strategy proposes that the City limit the number of core themes it pursues in its IR strategy. These themes must be guided by the GDS as well as key global and regional agendas and must offer areas of potential mutual benefit between city partners. However, flexibility must be retained in the strategy to accommodate shifts emerging from changes in the environment (e.g., the COVID response) or changing political agendas.

Thematic areas should be considered a “lens” through which participation in networks, City-to-City partnerships, and other cooperation are negotiated. As such the thematic areas could be addressed through various mechanisms including lobbying, technical and knowledge exchange, or direct intervention (for instance investment roadshows).

Considering the City’s GDS, as well as the City’s current commitments (both Network and City-to-City collaborations), three thematic areas are proposed for the next five years.

1. **Inclusive economic growth.** This theme encompasses not only trade and investment but also tourism, as well as partnerships that address the inclusion of the informal sector, youth, and women in the economy. This theme recognises the urgent need to focus on building a growing and inclusive economy where IR can support inward investment and tourism as well as trade more directly, mobilising funding support (such as donor money), and engaging in developing inclusive practices and economic development approaches garnered from other cities.
2. **Environmental sustainability.** This theme encompasses the green economy broadly including energy and water, urban development and waste divergence. This theme builds on the current GDS as well as IR focus looking at environmental sustainability, climate change mitigation, and adaptation and considers the full spectrum of needs including skills, technical exchange, financing, and funding as well as investment and job creation.
3. **Spatial transformation.** This theme encompasses spatial planning, migration, human settlements, equality, social inclusion, and eco-mobility. As such, this theme recognises that the spatial form, driven in the main by housing and transportation is critical to the overall growth and sustainability of the city and the delivery of a better quality of life for its citizens and to ensure that no one is left behind.

While national frameworks and previous IR strategies have adopted a strong geographic focus, the key shift proposed in the 2021 strategy is to redirect this somewhat. More specifically it is proposed that Johannesburg has two geographic focus areas for different intents:

- A **Global focus** targeted at global cities / city regions and global networks that Johannesburg considers its peer group and/or are key partners in respect of trade, investment and tourism and to collectively lobby national governments.
- A **Regional focus** targeted at sub-Saharan African cities, especially the Southern African Development Community member-states. These are cities located in countries that are key regional economic and trade partners, and significant places of origin for migrants (both economic and educational) to Johannesburg.

It is proposed that the broad geographic focus be enhanced to consider **three categories of city engagements and partnerships**. This categorisation not only reflects the broader strategic purpose and intent of the partnerships, but also the level of ongoing activity required. The level of activity is largely dependent on capacity (human and financial) as well as buy-in from functional departments and municipal entities.

- 1) **Collaboration Cities:** These are: (a) Cities that are strategically important in terms of trade, foreign direct investment (FDI), and official development aid, as well as promoting CoJ’s

leadership role (these includes both current key trading / investment partner cities as well as new and emerging global players); and (b) Cities where the focus is on developing active mutually beneficial City-to-City relations and exchange, primarily in respect of technical cooperation and learning. These are ongoing partnerships with a high level of activity and resource requirements. It is essential that these relationships involve longer-term programmatic commitments.

- 2) **Partnership Cities:** These are cities where the focus is on mutual recognition and exchange with limited project or programmatic work (for instance once-off or short-duration technical cooperation). These are generally of a short-term nature requiring less activity and resourcing.
- 3) **Friendship Cities:** There are primarily symbolic partnerships based on solidarity or cultural exchange. These are generally dormant (low activity) relationships.

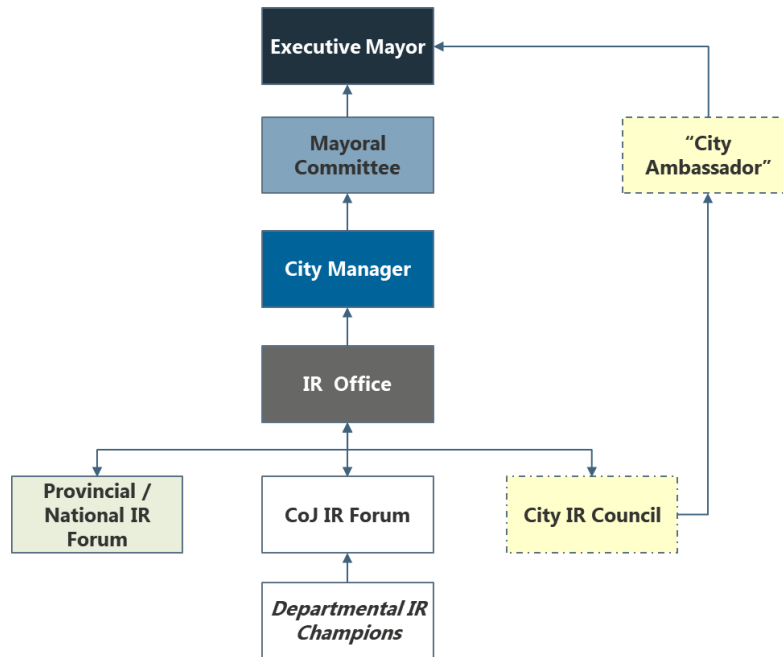
Delivery Pillars

In delivering the IR Strategy three delivery pillars are envisaged:

- **Internationalisation Pillar**, covers key activities to support the City's participation in key international networks and "taking a seat at the global decision-making table." It involves the following sub-pillars: Global Networks; City-to-City Engagements and Country City / City Region IR Coordination.
- **Communications and Knowledge Management Pillar**, reflects the centrality of an enhanced communications programme to mobilise key stakeholders and ensuring more effective knowledge sharing and utilisation. It involves the following sub-pillars: Strategic communications; Strategic events and activities and Strategic stakeholder engagements, as well as Monitoring & Evaluation and Knowledge Management.
- **Strategic Advice and Support Pillar** speaks to the internal mandate of the IR Unit specifically and involves activities that enable and facilitate general IR activities in the City. It involves the following sub-pillars: IR Coordination; Protocol advisory and support and International engagement management.

Institutional & Implementation Considerations

The delivery of the IR strategy requires appropriate institutional arrangements, capacity as well as a clear understanding and recognition of the role other organisations play in the broader IR process. Indicated in the figure below is the revised set of institutional arrangements proposed for the implementation of the 2021 IR Strategy.



Three broad levels are indicated in the structure proposed above.

The first is the **overall political direction and accountability for the City’s IR strategy which rests with the Executive Mayor and the Mayoral Committee**. A proposal indicated here is that of considering the establishment of a “City Ambassador” which would be a person of standing to fulfil international relations obligations in support of the Mayor.

The second level is that of **coordination and execution which falls in the main to the International Relations Unit** which is tasked with overseeing the development and implementation of the IR Strategy as well as all the necessary coordination and related support to ensure that the City addresses its obligations, protocol matters and the like.

The third level is that of **stakeholder coordination and mobilisation**. In line with the proposed strategy that envisages that the City of Johannesburg takes a more proactive stance and leadership role at the City Regional Level but equally engages in a more public and open IR process that mobilises the City’s citizens to its objectives. Accordingly, **three key structures are proposed**:

- A **City IR Forum** should include IR Champions / Representatives from all the Departments and MoEs in the City, whose primary function is to coordinate and support the delivery of IR obligations and activities in their respective Departments and MoE’s or areas of interests.
- A **Provincial / National IR Forum** should be established as a forum for the Gauteng Provincial Government and the Gauteng Metros but potentially expanded to include DIRCO representation. This forum should focus on coordination and enhance collaboration in the IR space. This could be established either under the auspices of the Gauteng Provincial Government, the Gauteng City Region Observatory, or the South African Cities Network (SACN).
- A **City IR Council** is proposed that would comprise selected leading members of business, academia, and civic society in the city with an interest in international relations – for instance in respect of inward investment or tourism or educational /cultural exchange. The purpose is

to ensure greater transparency and broader buy-in, as well as active support for the IR Strategy (ideally with additional resource mobilisation). This Council should also be an advisory structure and sounding board for the Mayor.

Enabling Institutional Environment

To implement the IR Strategy effectively two key cross-cutting issues need to be addressed to create a more conducive Enabling Institutional Environment. This involves activities that are not within the control of the IR Unit and will require a response from the City of Johannesburg, as follows:

- **Institutional Location:** Undertaking an institutional review to identify the optimal location of the IR function and its status (e.g., Unit, Directorate etc.). This must be part of a broader institutional review and must consider the revised IR Strategy and its renewed emphasis on key economic and other outcomes for the city.
- **Capacity:** The proposed IR strategy requires an appropriately capacitated unit with the requisite skills and human resources. This requires a functional analysis and consideration of the IR responsibilities (especially the new proposals such as the IR Council) which will require adequate staffing. This capacity review should include the identification of the human resource requirements, securing the necessary budget, developing job profiles and recruiting the staff.
- **Position Papers:** The IR Strategy needs to be guided by an appropriate position from the City with respect to the key thematic areas. This requires key City departments to develop clear position papers with respect to the following: (a) Economic development issues for IR action (including trade, investment and tourism); (b) Environmental issues for IR action and (c) Spatial issues for IR action.

The IR Strategy is supported by an Operational Roadmap for the 2021-2026 term which sets the key actions against the Delivery Pillars and Sub-Pillars. The Operational Roadmap identifies several areas for immediate priority, including:

- Development of an annual and 5-year global network action plan;
- Development of position papers for economic (trade, investment and tourism), environmental and spatial IR actions with relevant departments;
- Undertaking a City-to-City assessment and developing an engagement plan;
- Development of an IR Communications Plan targeted at various stakeholders; and
- The establishment of an IR Council.

The City of Johannesburg's International Relations (IR) Strategy for the 2021-2026 period sets out a clear agenda for the City in pursuing international relations activities and aims to ensure that IR activities benefit the city and its citizens while promoting Johannesburg's leadership role regionally and globally. The effective implementation of the Strategy and the Roadmap will require the requisite support for all key stakeholders and the necessary financial and human resource capacity.

1 Introduction

1.1 Purpose of the Document

This document sets out the **City of Johannesburg’s International Relations (IR) Strategy for the 2021-2026 period**. The purpose is to set out the City’s agenda in pursuing international relations activities, specifically to:

- Define the intent of the strategy;
- Set out the parameters to guide the CoJ’s participation in networks, City-to-City (C2C) agreements, and other engagements; and
- Set out the institutional arrangements, key roles and responsibilities, and overall engagement approach.

The overall aim of the City of Johannesburg’s International Relations Strategy is to ensure that IR activities benefit the city and its citizens while promoting Johannesburg’s leadership role regionally and globally.

This document sets out the core rationale of the City’s IR Strategy, its evolution and alignment to city-level, provincial and national agendas, and the proposed strategic framework for the next five years. Additionally, this document proposes an implementation approach, the institutional and resource requirements to meet the strategy as well as a roadmap for its implementation.

1.2 2021 IR Review

In keeping with the periodic reviews of the City’s *Growth and Development Strategy*, reviews are undertaken of the International Relations Strategy. The last review was undertaken in 2016. Since then, there have been several changes in the local, national and international economic and political arena.

The 2021 review was aimed at assessing the implications of these changes for the IR Strategy, ensuring relevance and continued alignment with the City’s *Growth and Development Strategy* as well as key national frameworks. Additionally, the Review reflects on the practice and lessons with respect to the implementation of IR activities over the last five years. The 2021 Review included consultations with key stakeholders to assess the relevance of the IR Strategy and obtain insights into the continuing evolution of the City of Johannesburg’s IR approach.

The Review also aimed at assessing the performance of IR activities and reflect on key lessons learned to enhance and strengthen the programme.

The 2021 Review included several activities as follows:

- **Stakeholder interviews:** Consultation with various stakeholders was a fundamental step in the development of the IR Strategy. The stakeholders added necessary inputs and thoughts on the evolution and progress of the IR Strategy as well as offering suggestions as to its formulation for the next five years. These interviews included:
 - CoJ Executive Staff;
 - Executives in global networks;

- Local Government Networks; and
- Universities

Appendix D includes a list of key stakeholders consulted.

- **Literature review:** This entailed a review of various policy documents to investigate potential gaps and well as ensure that updates to the IR Strategy added value and ensured alignment with regional, national and provincial initiatives. The documents reviewed included:
 - National Policy documents
 - Provincial Policy documents
 - City of Johannesburg documents
 - International literature on the current thinking and evolution of city level international relations

Appendix E includes a list of key literature, policies, and other documentation reviewed and consulted.

- **Stakeholder workshop:** A stakeholder workshop was held with CoJ international relations staff to discuss and validate the proposals made for the updated IR strategy.

The combination of the document review and stakeholder consultations were relevant inputs that highlighted relevant global trends as well as providing an important external assessment of the role of the City of Johannesburg and its international relations activities globally.

1.3 Evolution of the City of Johannesburg’s IR Strategy

Recognising the importance of a formalised approach to International Relations (IR), the City of Johannesburg (the ‘CoJ’ or ‘City’) adopted its first International Relations (IR) Policy in 2001. It included criteria for entry into relationships based on the need for urban growth and development, the establishment of new initiatives in Africa, and the engagement of key strategic cities internationally. In the ten years that followed post the adoption of this first policy, the City fostered several twinning arrangements and relationships focused on project cooperation and knowledge exchange.

In 2012, an updated IR Strategy, ‘An integrated international relations agenda for the City of Johannesburg’, replaced this initial policy document. The content contained in the 2012 IR Strategy built on insights gained through both practice and research into the shifting international relations environment. The 2012 IR Strategy also drew its direction from the City’s overarching long-term strategy, the Joburg 2040 Growth and Development Strategy (GDS), as launched in 2011.

The Joburg 2040 GDS provides an aspirational vision for a resilient, sustainable, liveable Johannesburg, with the achievement of this vision supported by a set of four clear outcomes:

- Improved quality of life and development-driven resilience for all;
- Provide a resilient, liveable, sustainable urban environment – underpinned by smart infrastructure supportive of a low-carbon economy;
- An inclusive, job-intensive, resilient, competitive and smart economy; and

- A leading, smart metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region (GCR);

The City can measure progress against these outcomes, thereby enabling institutionalisation of the strategy (CoJ, 2011). It serves as the overarching strategy for the CoJ, with all other strategies and policies developed with a view to support its achievement.

The 2012 IR Strategy emphasised the adoption of a more strategic approach to IR practices – with efforts focused on an African Agenda, South-South cooperation, and North-South cooperation, alongside four key pillars: (1) Strategic City-to-City relationships (particularly emphasising the need for active and mutually beneficial relationships); (2) Strategic international networks (with prioritisation placed on building the City’s influence and advancing a local government agenda in the global space); (3) Intergovernmental liaison in respect of IR (targeting the inter-governmental sphere collaboration and alignment in the context of international relationships); and (4) Knowledge management and learning (emphasising the capturing, analysis and dissemination of learnings arising from international engagements).

Between 2012 and 2016, the CoJ realised some of the benefits of a more strategic approach to international relations, as it located and embedded its agenda in a global and often contested space. In 2016, the City’s IR Unit, located within the CoJ’s Group Strategy, Policy Coordination and Relations (GSPCR) Department, identified the need for the refinement of the City’s IR Strategy and the associated implementation guidelines. This refinement built on insights drawn from a further four years of strategy and practice – and an acknowledgement of changes in both the international and local environment within which the City is located. This process resulted in the City of Johannesburg’s 2016 International Relations Strategy.

In 2020 an International Relations Impact Assessment report was undertaken which presented an overview and evaluation of the City’s international relations agenda from 2016 to 2020. The impact assessment was inclusive of engagements with City as well as international stakeholders and gave a set of recommendations for the new term of office from 2021-2026 based on insights from departments and MoEs. The 2020 Impact Assessment found that

- Many of the broad-based objectives of the IR Strategy have been partially met.
- Of concern has been the sharp change in political direction of the City that has resulted in a loss of global positioning and visibility of the City.
- Overall, the assessment found that there is insufficient information and evidence from Departments in respect of IR activities, pointing to a need to strengthen knowledge management and monitoring and evaluation (M&E).
- Additionally, the assessment found that there is an absence of sufficient consequence management in ensuring meaningful IR outcomes, which are trackable and traceable and ultimately, leading to an improved service delivery aligned to the GDS 2040.
- There was also a concern with several MOUs and Action Plans that have been dormant since 2016. This means that momentum and progress have been lost, including the City losing out on leadership positions in global networks.

- Finally, the assessment found that City stakeholders noted the need for the IR unit's role as the custodian of the IR Strategy be accentuated through various City fora. This includes ensuring that departments and entities appoint permanent IR champions to foster a streamlined IR agenda from the City.

Arising from the 2020 Impact Assessment several recommendations were made. Specifically, the Assessment recommended that the City:

- Develop an inclusive approach to the CoJ's Global Positioning Strategy, which must include harnessing the City's participation in global networks and lobbying for leadership positions.
- Identify strategic global partners for the City focussing on similarities in world class cities and institutions.
- Ensure that IR is relevant to, and embedded in, the core business of the City including the GDS and IDP imperatives.
- Establish an impact assessment tool for measuring the benefits of international engagements, City's relationships and the effort generated in communicating and fostering of the City's self-interest.
- Quantify the budgetary implications of the IR strategy. This includes a need to manage international trips and engagements by Departments and MoEs better, even if they are declared to the IR Department through the Central Travel Office.
- Continue to champion the SDGs as these are a key opportunity to align and frame the departmental priorities to enable the City to track and report on the implementation of SDGs and Africa 2063.
- IGR issues relating to IR should be integrated and have a single strategy that will pronounce on how the City engages its stakeholders at both global and local levels.
- Position the Mayor for several important leadership positions in global networks. This includes the involvement of MMCs and administrative leaders where possible, touching on thematic issues in networks such as Metropolis, FMDV and UCLG, UCLGA and U20.
- Take advantage of bilateral agreements signed at a national level, especially as these agreements often focus on the climate and spatial planning nexus.

The review of IR activities from 2016 to 2020 indicates that many of the broad-based objectives of the IR Strategy have been somewhat or partially met. A key area of concern has been the sharp change in the political direction of the City that has resulted in a loss of global positioning and visibility of the City. Given these lessons, there is a need to revisit the City's IR Strategy to ensure that it remains focused and supports the activities of the City. Additionally, the City has revised its *Growth and Development Strategy* (Joburg 2040 GDS) which further necessitates a revision of the IR Strategy for the 2021-2026 term.

2 Framing City International Relations

2.1 Why City International Relations?

“If the 20th century belonged to nation states, then the 21st will be owned by cities. There is a certain inevitability about the planet’s urban turn. The past five decades has witnessed a veritable explosion of cities, especially in the developing world. At one end is the rise of supercities, megacities, urban conglomerations of 10 million people or more. On the other is the unheralded, but no less important, swelling of small and medium-sized cities across the globe.” (Muggah and Zapata-Garesche, 2016)

Urbanization in the twenty-first century differs from the past in its rate and scale (Lin, 2018). It has been argued that in the urban age, cities, more so than states, “will be forced into the frontlines by global warming, water insecurity, and other environmental challenges” (Sassen, 2013). It is therefore arguable that the growth and sustainable development of cities and inevitably nation-states depend on the effective cooperation between nations and cities. International Relations plays a key role in supporting city development and global action.

It is argued that cities in developing countries face a double challenge of, on the one hand, rapid urbanization and the accumulated growth of city population – which reaches and influences even formerly small provincial settlements in rural areas in Africa and Asia and inevitably increases the development risks: The worst case is a cycle of poverty, pollution, crime and ungovernability created in these new, densely populated areas. And on the other hand, city growth also offers specific development opportunities, for example, geographical closeness to existential services, jobs, markets, the power of innovation inherent in urban centres of culture, science, and business, improved participation opportunities, and a close network of societal structures. From an implementation perspective, additional challenges regarding who should lead this process comes to the fore,-that is,- should it be a public versus private-led initiative? The right answer is that IR is a joint effort, local municipalities and cities should “lead” the effort, however it requires the expertise and resources of a multitude of key players including the private sector as well as non-profit organizations.

Cities, on an individual scale, have comparative advantages that national governments may not share. Actions at a local level can be very effective and efficient for sustainable development. Local governments can take actions quicker and their actions could be better targeted than national governments, as they are smaller and closer to local people and businesses than national governments. Cities provide a platform to deal with everyday politics and pertinent socio-economic and human development issues in a way more focused and in-depth way as compared to national platforms. International inter-city networks could help promote these local actions by sharing information, conducting projects, and advocating opinions of local governments to an international society (Ishinabe, 2010). In the words of Muggah and Zapata-Garesche:

“Cities offer promising spaces to rethink politics, a counterweight to the dangerous rise of national populism. Cities are spaces where the politics of the everyday are conceived, debated and lived. They are the perfect forum for reflecting on central questions such as equality, justice and the common good. If channels are appropriately fostered, cities offer a real opportunity to renew democratic conversations in a way that national platforms simply cannot.” (Muggah and Zapata-Garesche, 2016)

And cities collectively are gaining new capacities and inclination to act together (Calder, 2021). Increasingly, environment, transportation, public health, and public security are all areas where the future role of cities as policy actors seems especially promising.

2.2 Good Practice and its Implications

City international relations – including the participation in international city networks and city bi-laterals – plays an important part in global cities development. Central benefits include global status and positioning, the ability to lobby and influence agendas, that impact a city and its citizens, knowledge and information sharing as well as inward investment and tourism attraction.

The most common approach adopted is through “*municipal twinning*” (TACIS, 1999) and (Hoetjes, 2009) -(or City-to-City relations) which enables local communities to share experience and innovation in the field of city and municipality management techniques and encourages people to follow the tendency to remove political barriers. It generates flows of goods and people as part of an exchange initiated by local governments and organised with their assistance (Furmankiewicz, 2005). Twinning is a formal and substantive collaboration between two organizations and/or cities. Formal means that there is a written agreement between the two organizations or cities. Substantive means that the interaction is significant, and it lasts for a set period i.e., it is not only a one-time interaction. Collaboration means that the two cities work together on a specific cycling projects or to exchange information or skills. Ideally, twinning should be a two-way process whereby each city benefits from the collaboration (WHO, 2001) and (TACIS, 1999).

The benefits of City-to-City relations include (WHO, 2001):

- **Capacity building.** Twinning can help strengthen the organizations involved through a transfer of skills and knowledge.
- **Exchange of best practices.** Twinning provides opportunities to identify policies, techniques, and interventions that have worked and to spread the word about them.
- **Effectiveness.** Twinning that involves collaborating on a specific initiative results in stronger and more effective programmes.
- **Relationship building.** Twinning can help build stronger relationships among organizations within an individual city. These relationships could become important when an organization has a need and can turn to partner organization for assistance.
- **Networking.** Twinning can contribute to greater networking through the snowball effect, i.e., both cities involved in the twinning project are exposed to each other’s existing (mostly local) networks.
- **Solidarity.** Twinning helps to create a feeling of belonging to a larger community. Cities involved in twinning are often inspired by the work of their partners.

Mutual understanding, reciprocity, and commitment are the key success factors of effective city-to-city cooperation. Mutual understanding means that cities must build trust and respect for one another. Reciprocity implies that benefits should flow in both directions bringing satisfaction to both sides. Commitment includes both time and money, and leadership indicates local politicians and professional staff must have leadership. Involvement of motivated staff at a working level is also vital for successful city-to-city cooperation, because even if local politicians and senior officials are committed if working-level officials are not interested, implementation does not occur.

Having a clear set of shared objectives and work plans is highlighted by UN-Habitat (2003) and the importance of community-wide participation is pointed out by UNDP (2000). Free flows of information are also identified as indispensable. They are the foundation of good governance and transparency, which increase the level of trust and understanding of member cities.

In the 2018 report *Toward City Diplomacy*, the Chicago Council on Global Affairs presented findings from a survey of 27 cities on the capacity of local governments around the world to network internationally—and the perceived barriers to that engagement. The report found that cities “need to invest in resources, expertise, and capacity to manage their relationships and responsibilities to conduct city diplomacy effectively.” Some of the factors intervening on the type and scope of City-to-City Cooperation actions are as follows:

1. **Availability of Resources** – The availability of resources plays a crucial role in either hindering or promoting city-to-city relationships. Resources are both *tangible*, such as money and skilled human resources as well as *intangible*, such as the political culture or empowerment of staff.
2. **Legal and administrative frameworks** – The powers and competencies attributed to local authorities by national legislations determine the capacity and extent by which cities can engage in international affairs.
3. **Participation and representation** – The relations between the central government and the local authorities are a key issue. The more the interests of cities are represented at the central government level, the lower the engagement of local authorities in City-to-City relationships is expected to be. Nevertheless, favourable centre-periphery relations may also facilitate the central government's support to cities' engagement in City-to-City relationships.
4. **International networks** – Mobility and Connectivity matter a lot in hindering or favouring City-to-City relationships. Case studies point out that where *transnational* and *trans-governmental* links cross the cities, such as in harbour city, municipal representatives are more engaged in international activities. The presence of international airports serves as a gateway for international partners.

A review of current global practice, reinforced by the views of key stakeholders holds several implications for the City of Johannesburg. Most critically they argue that there is a need to continue the shift towards a more strategic international relations strategy. The City of Johannesburg should maintain both network participation as well as bi-lateral City-to-City relationships. However, there is a need to become more focused and outcome-driven if the CoJ is to succeed in its IR ambitions. It is imperative that the CoJ's IR strategy be more focused on the number of themes and must be aligned to the GDS to guide its participation. Additionally, the CoJ's strategy must become more explicit about the end economic benefits it aims to achieve.

Additionally, the overall focus of the city's strategy needs to be both global cities and city regions as well as regional/Africa driven. Considering this, the following are some factors regarding partnerships with other cities:

- Johannesburg is a global city with significant expectations to assume a leadership role, especially for Africa.
- There are several cities (and countries) that are critical to engage with for the purposes of trade, investment, and tourism.
- The immediate regional African context is also critical, and Johannesburg has much to offer its neighbours.

For the CoJ's IR strategy to work, more capacity is needed and there is a need for the IR strategy to be embedded into the administration. Active citizen participation is needed to ensure a broader buy-in to actively support the city's IR agenda. Overall, evidence suggests that there is a need for better coordination and resource sharing amongst the Gauteng City Region and even national Metros as well as DIRCO.

2.3 The City of Johannesburg's Unique Role

The City of Johannesburg, as set out in its vision: "Johannesburg – a World Class African City of the Future – a vibrant, equitable African city, strengthened through its diversity; a Smart city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society", has set itself a global ambition.

Johannesburg, while not the capital, is the leading commercial hub in the Gauteng City Region which is the economic core of South Africa and the broader Sub-Saharan African region. Johannesburg is recognised as the leading global city in Africa and given its size, position and economic sophistication must assume a leadership role in respect of city international relations.

The 2021 GDS identifies global networks and partnerships as important requirements for resilience, sustainable growth, and the development of a liveable City. The GDS draws a link between the City's focus on good governance and collaboration, and the issue of global reputation and relations. Specifically, the GDS notes that by 2040, "the City will be recognised as a global leader for its proactive approach to both collaboration and engagement – and the outcomes that result from the participative processes followed" (CoJ 2021:155).

The strategy also locates Johannesburg as part of an African and global community, and as a key member of the Gauteng City Region. It identifies several factors and challenges that should be considered in policy and strategy development and implementation within the City, including globalisation and pandemics; urbanisation and demographic shifts; natural resource scarcity; climate change; the global financial downturn and inequality; shifting geo-politics and protests; and rapid technological change.

The GDS emphasises the African context by specifically affirming Johannesburg's African identity. In this context, the GDS notes the role of foreign (mostly African) migrants to the City, and the consequent cultural diversity and service delivery issues that should be considered in policy and strategy development.

Finally, Johannesburg occupies an important economic and trade position as the continent's financial hub, major distribution point of goods and services (including trade) into the rest of Africa as well as

an important tourism entry point. As such the city is also a key beneficiary of much foreign direct investment whether in fixed assets, new firms, or financial flows.

International relations therefore directly benefit the city and its citizens in several ways, be they economic, service delivery, or global status-related.

2.4 Current Commitments

2.4.1 Importance and Value of Global Networks

The 2016 IR strategy noted that *twenty-first century cities need to be competitive, attract global capital, and simultaneously address growing deep-seated socio-economic inequalities*. It is no longer sufficient for city governments to focus on service delivery alone. Instead, they are expected to capture global capital and drive local economic development. Local government is inextricably tied into global, national, and local markets. The pressures of urbanization, changing urban communities and active civil societies necessitates the keen political and administrative management of limited available resources. Increasingly, cities are expected to contribute to delivery on global, national, and local priorities, as reflected in a broad set of strategic frameworks.

While cities are progressively more influenced by global priorities, they are equally able to influence and affect national and international matters through their global networks. Because cities are in flux and their populations are fluid and growing, they benefit through working together to address issues such as migration, urban development, and their need to drive innovation. It is not viable for city governments to be inward-looking.

Global networks present a key to the IR strategy due to the nature of engagement and partnerships. For effective engagement, knowledge sharing, and collaboration to take place, global networks bring together a range of cities based on their need. This ranges from environmental issues to issues of urban development. The key premise of these global networks is to ensure collaboration that results in sustainable development and growth.

The City of Johannesburg has several existing commitments in respect of International Relations. These, since 2019, have focused on re-establishing Johannesburg's influence and leadership within the global arena.

Appendix A provides an overview of current City of Johannesburg Network participation as well as City-to-City relationships commitments. The CoJ is a member of the following seven international associations:

- 1) **C40** – C40 networks connect city practitioners and Mayors around the world to enable stronger collective climate action. To date, Johannesburg has hosted the C40 Cities Climate Leadership Group Mayors Summit (2014), 5th C40 Biennial Mayoral Summit (2014), C40 Land Use Planning Network Workshop (2016) as well as organised and hosted (on behalf of C40) regional training workshops on GHG measurement and reporting.
- 2) **U20** – Seeks to develop a joint position and collective messages to inform and enrich the discussions of national leaders at the G20 Summit through unique urban perspectives.

- 3) **FMDV** – Supports emerging and developing local authorities in accessing the necessary financial resources to finance their urban development projects. The City has held various critical positions with FMDV over the years such as Vice-president (2014 - 2016) and is currently a Board member (2019 – 2021).
- 4) **ICLEI** – Local Governments for Sustainability is a global network of more than 1,750 local and regional governments committed to sustainable urban development. Active in 100+ countries, influencing sustainability policy and driving local action for low emission, nature-based, equitable, resilience as well as advocating for circular development. To date, the City has been a member of the ICLEI Africa Committee (2014). The City has played a role in ICLEI through its involvement in the Steering Committee (2011) as well as by being a Board member.
- 5) **Metropolis** – Global network of major cities and metropolitan areas which serves as the hub and platform for 138 metropolises to connect, share experiences, and mobilise on a wide range of local and global issues, in addition to being the focal point of worldwide experience and expertise on metropolitan governance. In 2013 Johannesburg hosted the Metropolis Annual Meeting and over the years has held various leadership roles such as Co-President (2014-2016), Regional Secretary (2014 -2016) and Board of Directors (2019).
- 6) **UCLG** – A global network of cities and local, regional, and metropolitan governments and their associations, committed to representing, defending, and amplifying the voices of local and regional governments to ensure that the ideals of the SDGs become a lived reality. The City has held various leadership positions and roles within UCLG which include President (2016-2019), Metropolis Representative of UCLG World Council (2014-2016) as well as Co-Chair of the UCLG Policy Council on Territorial, Multilevel Governance and Sustainable Financing (2020).
- 7) **UCLGA** – UCLG Africa is the umbrella organisation for African local governments. It was founded in 2005 in the City of Tshwane, South Africa because of the unification of three continental groups of local governments, namely the African Union of Local Authorities (AULA); the Union des Villes Africaines (UVA); and the Africa Chapter of the Unao dos Cidades y Capitaes Lusofono Africana, (UCCL AFRICA). The City has hosted the Africities Summit (2015).

These international relationships are understood to have utility. These re-aligned alliances are based on areas of investment identified as aiding city economic growth, alongside knowledge exchanges, city partnerships to reduce the impact of climate change and social partnerships as these cities learn from one another as well as work both locally and collaboratively to advance global goals such as the SDGs and New Urban Agenda. Localising both financing and decision-making at the city level are now considered key to building resilient territories and critical for global recovery and enhanced resilience.

2.4.2 Enhancing City-to-City Relationships

The 2016 IR Strategy recognised that city-to city relationships were an essential part of international relations. There are tangible benefits to city partnerships through international exchanges as well as knowledge sharing and the sharing of best practices and strategies in solving city problems. The IR Strategy is a key component in the development of city partnerships as it assists the City of

Johannesburg to structure and develop relationships as well as assists the City to track progress in line with signed Memoranda of Understanding (MoUs) and Actions Plans. The City of Johannesburg previously signed MoUs with various partner cities, many of these City-to-City relationships were dormant and resuscitated in 2014 with agreements being revised and new action plans being developed with areas of collaboration identified. Addis Ababa and New York are examples of the City-to-City relationships that were revived in 2014 with aim of revitalising collaboration and the sharing of knowledge.

To date the City of Johannesburg has relationships with eight cities namely: Addis Ababa, Birmingham, Montreal, New York, Ramallah, Rio de Janeiro, Windhoek, and Shanghai (business MOU but no signed MOU). Action Plans have been developed with some of these cities, however, there is a need to continually track and monitor progress. In other instances, although MoUs are signed, and agreements are made, action plans are yet to be developed and implemented. Action plans may be delayed or not yet implemented due to various factors such as political and mayoral changes that have taken place in Johannesburg or the partner city, challenges in the conceptualisation as well as funding requirements which need to be met.

The table below details the cities that Johannesburg has agreements with as well as the areas of collaboration that have been agreed to.

Table 1: City-to-City Relationships

City	Type of Relationship	Areas of Collaboration
1) Addis Ababa (Ethiopia)	City-to-City Relationship	<ul style="list-style-type: none"> • IR collaboration • Transport • Waste management • GIS
2) Shanghai (China)	City-to-City Relationship	<ul style="list-style-type: none"> • Smart City; • Social & Cultural Exchanges (art exhibits, music/ballet performances; international cultural festivals); • Green Economy (environmental risks reduction) • Blue Economy (Stone Paper collaboration) • Economic; Development; • BRICS
3) Rio de Janeiro (Brazil)	City-to-City Relationship	<ul style="list-style-type: none"> • Political; • Arts Exchange, Youth Development; • Knowledge exchange on IOC; • Political collaboration in C40
4) Birmingham (United Kingdom)	City-to-City Relationship	<ul style="list-style-type: none"> • Education; • Music; • Culture & sports • IKM (Ombudsman)
5) Ramallah (Palestine)	City-to-City relationship	<ul style="list-style-type: none"> • Political collaboration; • Citizen-to-citizen programmes; • Smart practices; • Initiatives supporting sustainable development
6) Montreal (Canada)	City-to-City relationship	<ul style="list-style-type: none"> • Smart technologies in energy (water, wind & nuclear) and water management;

City	Type of Relationship	Areas of Collaboration
		<ul style="list-style-type: none"> • Migration; • Safety; • Culture; Transportation; Social inclusion & skills; • Knowledge & academic exchange
7) New York, (USA)	Project collaboration	<ul style="list-style-type: none"> • Public Safety; Economic Development
8) Windhoek (Namibia)	City-to-City relationship	<ul style="list-style-type: none"> • Climate Change and Environment: • Knowledge and information sharing on polices and development strategies Culture, arts and tourism • Urban planning • Organisational transformation • Governance and performance management • Public transport

There is a need to continue to develop strategic relationships with other international cities to further develop and progress in addressing socio-economic issues for the benefit of the citizenry. Moreover, the benefits of these relationships are to be shared across departments and MoEs to ensure that knowledge and skills are shared. There is an opportunity for the City to harness and coordinate the IR activities to ensure participation by various actors (departments, MoEs, stakeholders) and instil IR coordination so that IR activities are streamlined and impactful.

2.5 Overall Implications

A review of the City of Johannesburg International Relations activities over the past five years indicates that progress continues to be made as the overall IR Strategy evolves from a broad set of engagements to a more focused and strategic set of partnerships.

In reviewing the activities over the last five years – bearing in mind the negative impact of the political transition in the City during this period – the continued relevance and importance of an international relations programme is recognised. The City of Johannesburg remains a focal point for many global cities and networks as the leading city in Africa and South Africa, and the main gateway for commerce and tourism into the region. Additionally, the City is still held in high regard with expectations that the City of Johannesburg assumes a leadership role for the broader region and the interests of metropolitan government. This has been particularly evident in the participation, and in some cases, leadership role, the City has assumed in several international networks.

As of 2021, the City is active in seven international networks. These networks remain highly relevant given the City’s focus areas in the Growth and Development Strategy. However, a crucial lesson from the last five years is the recognition that these networks require ongoing active engagement to be useful and consequently must be supported with sufficient resources (both staffing and financial).

To date, the City of Johannesburg has relationships with eight cities namely: Addis Ababa, Birmingham, Montreal, New York, Ramallah, Rio de Janeiro, Windhoek, and Shanghai. These relationships support several key areas including investment, knowledge exchanges, as well as collaboration on critical issues of city and global interest. Particularly, the last five years have seen important progress in partnerships to reduce the impact of climate change and increased learning and collaboration to advance global goals such as the Sustainable Development Goals (SDGs) and

New Urban Agenda. Johannesburg has been central in leading the agenda to localise both financing and decision-making at the city level as key to building resilient territories and critical for global recovery.

City-to-City relationships are an essential part of international relations and there are tangible benefits to city partnerships. These benefits include international exchanges as well as sharing of knowledge, best practices and strategies in solving city problems. Nevertheless, the lessons from the last five years, and even the period before that, indicate that partnerships are resource-intensive and must be properly structured and managed if they are to have utility. Most evident is the need to ensure that MoUs are accompanied by concrete action plans with measurable results. Additionally, the evidence suggests that the number of strategic City-to-City partnerships must therefore be carefully considered and rationed so that the necessary attention can be given to the relationship to ensure benefit to the City.

3 Strategic and Policy Context

The new 2021 International Relations Strategy is framed by several local, provincial, national, regional, and international policies, strategies, and agreements.

3.1 Global strategies

3.1.1 Agenda 2030: The Global Sustainability Agenda and the Role of Local Governments

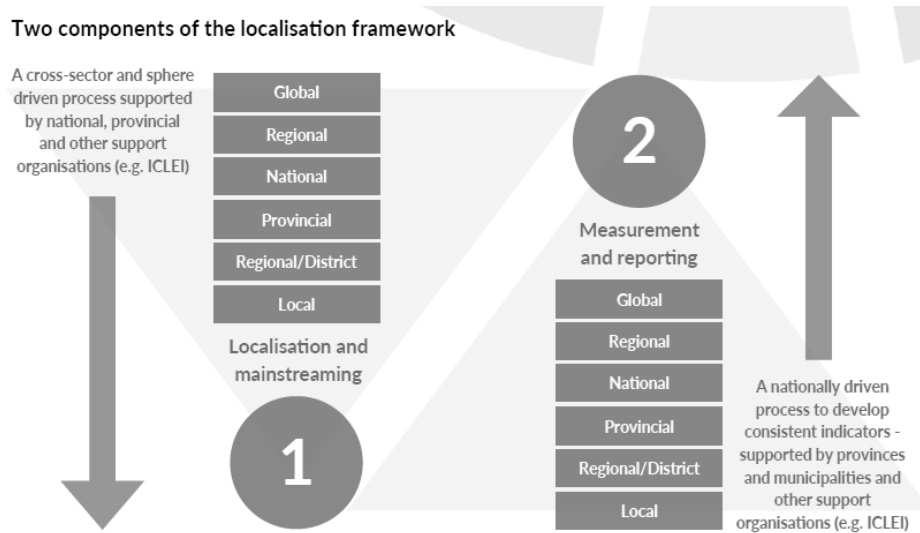
The Agenda 2030/Sustainable Development Goals, the Paris Climate Agreement, and the New Urban Agenda– offer an unprecedented opportunity for local and regional governments (LRGs) to contribute to global sustainability. This is achieved through the Sustainable Development Goals (SDGs) Localisation Framework (ICLEI, 2019).

The SDGs Localisation Framework highlights the critical role of local governments in two processes that are essential for the localisation of the SDGs.

1. Local Governments are the foundation of mainstreaming processes in contextually translating and aligning their planning and development processes and priorities with the SDGs.
2. It is also essential that the progress and contributions of local government in achieving the SDGs are captured as part of overall national monitoring and reporting efforts.

Localisation of the SDG targets and indicators is in essence about the alignment and mainstreaming of current and existing planning efforts. It is not always about re-planning to incorporate the full extent of the SDGs' seemingly onerous and exhaustive list of targets and indicators. In this way, municipal priorities are not necessarily determined directly by the SDG targets and indicators themselves. Instead, priorities in each context should be locally determined and then aligned in terms of demonstrating their contributions to overall national progress. If local efforts are aligned in a compounding manner, they have the potential to realise collective action towards achieving the global sustainability agenda.

Figure 1: Sustainable Development Goals (SDGs) Localisation Framework



Source: ICLEI, 2021

3.2 African Regional strategies

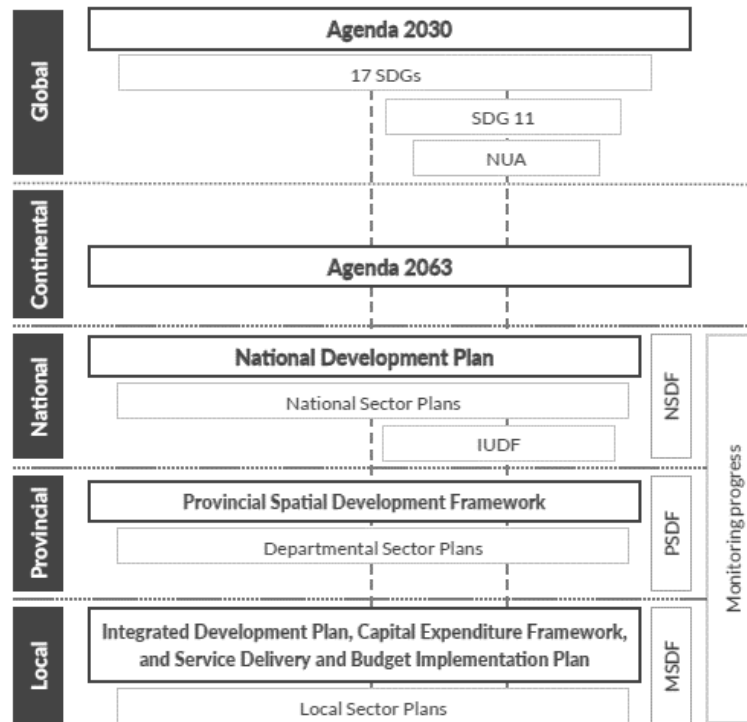
3.2.1 African Union perspective on Africa (Agenda 2063)

The African Union adopted **Agenda 2063** as Africa’s blueprint and master plan for transforming Africa into the global powerhouse of the future (AU, 2021). It is the continent’s strategic framework that aims to deliver on its goal for inclusive and sustainable development and is a concrete manifestation of the Pan-African drive for unity, self-determination, freedom, progress and collective prosperity pursued under Pan-Africanism and African Renaissance.

Agenda 2063 prioritises inclusive social and economic development, continental and regional integration, democratic governance, and peace and security amongst other issues aimed at repositioning Africa to becoming a dominant player in the global arena.

The AU has adopted a Pan African Vision of “an integrated, prosperous and peaceful Africa, driven by its own citizens, representing a dynamic force in the international arena”. To this end, Agenda 2063 is the concrete manifestation of how the continent intends to achieve this vision within a 50-year period from 2013 to 2063.

Figure 2: Positioning Africa Agenda 2063



Source: AU, 2021

The AU, through *Agenda 2063* set 20 aspirational goals and linked these to a broad range of priority areas as reflected in the table below (AU, 2021):

Table 2: AU Agenda 2063

Aspiration	Goals	Priority Areas
1) A Prosperous Africa, based on Inclusive Growth and Sustainable Development	(1) A High Standard of Living, Quality of Life and Well Being for All Citizens	<ul style="list-style-type: none"> Incomes, Jobs and decent work Poverty, Inequality and Hunger Social security and protection Including Persons with disabilities Modern and Liveable Habitats and Basic Quality Services
	(2) Well Educated Citizens and Skills revolution underpinned by Science, Technology and Innovation	<ul style="list-style-type: none"> Education and Science Technology and Innovation (STI) skills driven revolution
	(3) Healthy and well-nourished citizens	<ul style="list-style-type: none"> Health and Nutrition
	(4) Transformed Economies	<ul style="list-style-type: none"> Sustainable and inclusive economic growth STI driven Manufacturing / Industrialization and Value Addition Economic diversification and resilience Hospitality/Tourism

Aspiration	Goals	Priority Areas
	(5) Modern Agriculture for increased productivity and production	<ul style="list-style-type: none"> • Agricultural Productivity and Production
	(6) Blue/ ocean economy for accelerated economic growth	<ul style="list-style-type: none"> • Marine resources and Energy Ports Operations and Marine Transport
	(7) Environmentally sustainable and climate resilient economies and communities	<ul style="list-style-type: none"> • Sustainable natural resource management • Biodiversity conservation, genetic resources and ecosystems • Sustainable consumption and production patterns • Water security • Climate resilience and natural disasters preparedness and prevention • Renewable energy
2) An Integrated Continent Politically united and based on the ideals of Pan Africanism and the vision of African Renaissance	(8) United Africa (Federal or Confederate)	<ul style="list-style-type: none"> • Framework and Institutions for a United Africa
	(9) Continental Financial and Monetary Institutions are established and functional	<ul style="list-style-type: none"> • Financial and Monetary Institutions
	(10) World Class Infrastructure criss-crosses Africa	<ul style="list-style-type: none"> • Communications and Infrastructure Connectivity
3) An Africa of Good Governance, Democracy, Respect for Human Rights, Justice and the Rule of Law	(11) Democratic values, practices, universal principles of human rights, justice and the rule of law entrenched	<ul style="list-style-type: none"> • Democracy and Good Governance • Human Rights, Justice and The Rule of Law
	(12) Capable institutions and transformative leadership in place	<ul style="list-style-type: none"> • Institutions and Leadership • Participatory Development and Local Governance
4) A Peaceful and Secure Africa	(13) Peace Security and Stability is preserved	<ul style="list-style-type: none"> • Maintenance and Preservation of Peace and Security
	(14) A Stable and Peaceful Africa	<ul style="list-style-type: none"> • Institutional structure for AU • Instruments on Peace and Security
	(15) A Fully functional and operational APSA	<ul style="list-style-type: none"> • Fully operational and functional APSA Pillars
5) Africa with a Strong Cultural Identity Common Heritage, Values and Ethics	(16) African Cultural Renaissance is pre- eminent	<ul style="list-style-type: none"> • Values and Ideals of Pan Africanism • Cultural Values and African Renaissance • Cultural Heritage, Creative Arts and Businesses
6) An Africa whose development is people driven, relying on the potential offered by African People, especially its Women and Youth, and caring for Children	(17) Full Gender Equality in All Spheres of Life	<ul style="list-style-type: none"> • Women and Girls Empowerment • Violence & Discrimination against Women and Girls
	(18) Engaged and Empowered Youth and Children	<ul style="list-style-type: none"> • Youth Empowerment and Children

Aspiration	Goals	Priority Areas
7) An Africa as A Strong, United, Resilient and Influential Global Player and Partner	(19) Africa as a major partner in global affairs and peaceful coexistence	<ul style="list-style-type: none"> • Africa’s place in global affairs. • Partnership
	(20) Africa takes full responsibility for financing her development	<ul style="list-style-type: none"> • African Capital market • Fiscal system and Public Sector Revenues • Development Assistance

The AU has also aligned Agenda 2063 with the Sustainable Development Goals. The AU has further developed a *Ten-Year Implementation Plan* and a results framework to manage the implementation of Agenda 2063. A cursory examination of the goals and priorities clearly shows that there are opportunities to support the Agenda 2063 in general and the AU.

3.3 National strategies

3.3.1 White Paper on Foreign Policy 2011

The *White Paper on South African Foreign Policy – Building a Better World: The Diplomacy of Ubuntu* (DIRCO, 2011) sets the agenda for SA’s international engagement that is based on two central tenets, namely: Pan-Africanism and South-South solidarity. South Africa recognises itself as an integral part of the African continent and therefore understands its national interest as being intrinsically linked to Africa’s stability, unity, and prosperity. Since 1994, the international community has looked to South Africa to play a leading role in championing values of human rights, democracy, reconciliation, and the eradication of poverty and underdevelopment. South Africa has risen to the challenge and plays a meaningful role in the region, on the continent, and globally. The name changes in 2009 from the Department of Foreign Affairs to the Department of International Relations and Cooperation reflects the Department’s role in building deeper and more expansive relations and using these partnerships to advance South Africa’s national interests.

South Africa’s foreign policy takes cognisance of the socio-economic realities that continue to prevail in the country, while the economy continues to be characterised by great inequality. Foreign policy, being an extension of national policy and interests, is an important component in South Africa’s strategy for development and social purposes. However, South Africa’s foreign policy recognises that states are interdependent and promotes cooperation over competition and collaboration over confrontation. Therefore, South Africa is committed to development partnerships around the world. It draws on the spirit of internationalism, pan-Africanism, South-South solidarity; the rejection of colonialism and other forms of oppression; the quest for the unity and economic, political and social renewal of Africa; the promotion of poverty alleviation around the world; and opposition to the structural inequality and abuse of power in the global system. South Africa further pursues democracy within the international system of governance.

3.3.2 National Development Plan 2012

The **National Development Plan (NDP)** (NPC, 2012) aims to eliminate poverty and reduce inequality by 2030. South Africa can realise these goals by drawing on the energies of its people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society.

International trends highlighted in the NDP include global economic shifts; technology; globalization; climate change; African economic growth. It argues that all five trends present South Africa with challenges and opportunities to which policies and strategies should respond appropriately. In the context of an IR strategy, the following two trends are of particular importance:

- The changing global economy, viewed as characterized by shifts in economic, political and military power away from the developed economies and towards the faster growing developing economies of India, China and Brazil. The NDP argues that these shifts present challenges and opportunities (primarily through increased demand and larger markets for exports) for South Africa.
- African economic growth, as illustrated by higher growth rates and a reduction in poverty on the continent in the preceding decade. The NDP presents this growth as an opportunity for the South African economy. These opportunities are dependent on overcoming structural weaknesses such as poor transport systems, high rates of unemployment, poor standards of living, poor governance and weak (legal) institutions – with these weaknesses viewed as being particularly prevalent in the Southern African Development Community (SADC) region.

Chapter 7 of the National Development Plan (*“Positioning South Africa in the World”*) details a vision for positioning South Africa to facilitate broad-based socioeconomic development and foster strong international ties. The NDP posits, that South Africa’s foreign policy must be shaped by the interplay between diplomatic, political, security, environmental, economic, and regional co-operative dynamics that define early 21st century international relations.

The NDP further proposes that on the continent, South Africa should improve collaboration and co-operation, through deeper integration and increased trade with its regional trade partners in Africa, and the global south in general.

The NDP recommends that:

- Emphasis be placed on the role that South Africa can play in mediating the role and influence of Brazil, Russia, India, China and South Africa (BRICS) group and African countries. It is important to note that this policy document locates South Africa and the South African international relations firmly, and largely, within the African context.
- Additionally, SA needs to aggressively expand trade and investment in the region, on the continent and globally. This will require developing hard infrastructure (like road and rail networks) and soft infrastructure (trade facilitation systems, supply-chain management, and customs controls and administration). This needs to be linked to greater financial integration while SA retains an influential space for the country in key multilateral institutions like the African Union, the World Trade Organisation (WTO), and the Group of Twenty Finance Ministers and Central Bank Governors.

Significant effort is required to increase South Africa’s role and space that promotes and protects the comparative advantages of all countries on the continent towards mutual gain. There is a marked dislocation between the efforts of South Africa’s business leaders and its government leaders and officials. Governments may negotiate trade deals, but it is private companies that trade across borders.

3.3.3 The 2019-2024 Medium Term Strategic Framework

The **Medium Term Strategic Framework** (MTSF) (DPME, 2021) is Government's strategic plan for the 2019–2024 electoral term. It reflects the commitments made in the election manifesto of the governing party, including the commitment to implement the NDP. It further sets out the package of interventions and programmes that will advance the seven priorities adopted by government.

The MTSF 2019–2024 is informed by several key international and regional policies and commitments. This global governance framework includes the UN SDGs, the AU's Agenda 2063 and SADC Regional Instruments, which provide important context for developing this five-year implementation plan. Specific interventions have been developed in line with these guiding frameworks and their provisions for government planning, monitoring of performance, reporting and evaluation. Of the MTSF specific outcomes, 20 are aligned to the SDGs and Agenda 2063 goals and priority areas. To carry out this developmental agenda, aligned to regional goals and global commitments, the MTSF sets out interventions to achieve the goals of the NDP Vision 2030 over the 2019–2024 period.

It is envisaged that the priorities which will be achieved through the joint efforts of government, the private sector and civil society, are as follows:

- **Priority 1:** A capable, ethical and developmental state
- **Priority 2:** Economic transformation and job creation
- **Priority 3:** Education, skills and health
- **Priority 4:** Consolidating the social wage through reliable and quality basic services
- **Priority 5:** Spatial integration, human settlements and local government
- **Priority 6:** Social cohesion and safe communities
- **Priority 7:** A better Africa and world

The MTSF sets out the implementation approach (e.g., lead and support departments), actions and targets to ensure that the overall strategic priorities of government are met. Key interventions identified in Priority 7 of the MTSF, that are relevant for African development/ international relations, include, *inter alia*:

- Implementation of African Continental Free Trade Area (AfCFTA) and other trade agreements to grow intra-Africa trade. The AfCFTA was launched on 1 January 2021 and sets the basis for improved Intra-Africa Trade.
- Implementation of the detailed Implementation plans for prioritised project of the Regional Indicative Strategic Development Plan (RISDP).
- Contribute to the implementation of identified Agenda 2063 flagship projects.
- South Africa's obligations towards the UN, AU and the SADC including the institutions hosted in South Africa and Trans Frontier Conservation Areas (payments) honoured.
- Dedicate resources to support our increased continental and global responsibilities.
- Advance South Africa's national interest and safeguard South Africa's national positions within all international engagements and promote an equitable rules-based multilateral system.

- Promote regional, global integration, and improve peace, security and stability on the continent.

However, the MTSF notes that policy uncertainty in relation to international relations is affecting the country's ability to be influential, as well as implement policies and agreements to deepen integration and cooperation, particularly in the region and on the continent (DPME, 2021). It is further noted that the lack of a clear articulation of the country's national interest and its stance on economic diplomacy also contributes to uncertainty.

3.3.4 DIRCO's Strategic Plan 2020-2025

In 2020, the Department of International Relations and Cooperation released its **Strategic Plan (2020-2025)** (DIRCO, 2020). South Africa's foreign policy is guided by the Constitution and its founding principles. Foreign policy is an important tool that contributes to the realisation of the National Development Plan (NDP): Vision 2030. South Africa's foreign policy is driven by a clear and critical understanding of our national, regional and continental priorities in a multipolar world where the geo-strategic politics of the continent are becoming increasingly central to global political and economic competition for natural resources and market share. The Department of International Relations and Cooperation (DIRCO) being the lead department in pursuit of South Africa's foreign policy objectives, needs to manage and coordinate the other domestic role-players contributing to the achievement of South Africa's foreign policy objectives.

The priorities of the MTSF 2019-2024 aim to address the challenges of unemployment, inequality and poverty through the three pillars of the NDP, with a focus on driving a strong and inclusive economy. Therefore, "economic diplomacy" is the new reality towards the achievement of national priorities through diplomatic means and is a complement to traditional "political diplomacy". Over the next five years, DIRCO plans to pursue the achievements of the MTSF 2019-2024 primarily using the resources it has in its overseas missions. In this process, DIRCO will become a catalyst and operate as a networking agent for "South Africa Incorporated". The missions have a key frontline role to play in the pursuit of economic diplomacy and its component pillars.

In terms of its continental agenda, the DIRCO 2020-2025 Strategic Plan highlights that South Africa has consistently sought to strengthen Africa's regional and continental architecture, notably the Southern African Development Community (SADC) and the African Union (AU) as vehicles for the regeneration of Africa and to build a continent that is free of conflict, poverty, and underdevelopment. In this regard, South Africa has been at the forefront of efforts to strengthen and capacitate both SADC and the AU to address the challenges and opportunities confronting Africa more effectively in an evolving and shifting global geo-political landscape.

In June 2015, South Africa hosted the AU Summit, which adopted the First 10 Year Implementation Plan of Agenda 2063 flagship projects. Agenda 2063: "The Africa We Want" is the continent's strategic framework for its socio-economic transformation over the next 50 years. South Africa believes that a strong, united, and independent AU is instrumental in the realisation of Agenda 2063.

The signing of the Agreement Establishing the African Continental Free Trade Area (AfCFTA) has created the world's largest free trade area and is expected to significantly increase intra-African trade and investment. In February 2019, South Africa signed the 2014 Revised Protocol of the Pan-African Parliament (PAP) which seeks to transform the PAP into a full legislative organ of the AU.

South Africa assumed the Chair of the African Union, Committee of African Heads of State on Climate Change (CAHOSCC), and the African Peer Review Mechanism (APRM) for 2020. In these leadership roles, South Africa is expected to champion the Peace and Security Agenda, support continental integration, economic development, trade and investment, advance gender equality and women empowerment, and strengthen cooperation between the AU and the United Nations (UN).

Regional economic integration has progressed considerably. The implementation of the SADC Free Trade Agreement (FTA) has largely been completed, with Madagascar and the Seychelles having acceded, after the initial entry into force. Angola is implementing a roadmap towards accession. Work towards liberalising trade in some services sectors is progressing well, with liberalisation schedules in four sectors having been agreed on. Regarding industrial development, economic integration has taken centre stage at the production level through cross-border value chains. This signals that due attention is being placed on the implementation of the action plan of the SADC Industrialisation Strategy. The development integration approach also underpins the Common Market for Eastern and Southern Africa (COMESA) - East African Community (EAC) – SADC Tripartite initiative. The Tripartite Free Trade Agreement (TFTA) was launched in 2015, and tariff schedules are currently being negotiated.

South Africa's South-South cooperation commitment has been pursued in three keyways:

- Participation in the formulation of developing country positions in key international forums;
- Engaging in Global South forums with the objective of promoting the African Agenda and the interests of the South; and
- The strengthening of bilateral relations with countries of the south in support of national priorities and the African Agenda.

These layers of the South-South Agenda unite around the promotion of global reforms, multilateral solidarity, market access, trade, and investment. The formation of coalitions of the South, independent of North-dominated trade, climate, and financial architecture institutions, remain a major focus of South Africa. South-South cooperation is pursued through participation in the following fora:

- Brazil, Russia, India, China, and South Africa (BRICS) Group of Countries
- Indian Ocean Rim Association (IORA)
- India, Brazil, South Africa (IBSA) Forum
- African Caribbean and Pacific (ACP) Group of States

The department's priorities for the next five-year period in line with and to give effect to the seven priorities of the MTSF 2019-2024, are:

1. **Building a better South Africa** (Increase FDI into South Africa and Africa; Promote exports of South African products; Contribute to increased tourism arrivals to South Africa).
2. **Building a better Africa** (United and politically cohesive continent that works towards shared prosperity and sustainable development; Enhance regional integration with increased and balanced trade within SADC and on the continent by supporting the creation of the African Continental Free Trade Area (AfCFTA); Promote greater peace, security, and stability on the

continent; Use South Africa's membership and engagements in various international forums to advance the African Agenda).

3. **Building a better World** (Active participation in institutions of global governance; Reform of international organisations; Interdepartmental coordination mechanisms; Peace, Security and Development Agenda; Countering terrorism and extremism; Disarmament; Women's empowerment, gender equality and mainstreaming; Sustainable Development Agenda; Climate change; Humanitarian assistance; South-South cooperation; Cooperation with the countries of the North; International law).
4. **Public Diplomacy:** To enhance South Africa's presence and promote the country's image in the international arena, the department, through its Public Diplomacy (PD), will strengthen its strategy to ensure that domestic and foreign audiences are informed on matters of South Africa's foreign policy. This will be done by strengthening the PD Strategy to ensure that it encompasses more than a communication function, as instructed by the NDP.
5. **State Protocol and Consular Services:** Through the provision of professional and effective protocol services we create an environment conducive to diplomatic engagement between international stakeholders and the South African Government, which translates to cooperation and development, thus contributing to the creation of a better Africa and World.
6. **Foreign property and infrastructure portfolio:** The foreign property and infrastructure portfolio consist of 127 state-owned immovable assets. During the period 2020-2025, the department will conclude Regulations in support of clause 9 of the Foreign Service Bill in relation to the acquisition, management, and disposal of immovable assets as well as align its current property strategy thereto.

There is a need for the department to localise the above priorities. This will encourage deeper national and local interaction and ensure that the priorities are implemented and achieved at the local level.

3.3.5 Gauteng Transformation, Modernisation and Re-Industrialisation Programme

In reflecting on the Col's and Johannesburg's context, it is also important to recognise the broader Gauteng City-Region within which it is located. The GPG's long-term strategy (Transformation, Modernisation and Re-Industrialisation (TMR) Programme) focuses on building "a globally competitive, socially inclusive and sustainable Gauteng city-region" (GPG, 2015a: 28). It seeks to attain this vision through the implementation of its ten-pillar programme of "Transformation, Modernisation, and Reindustrialisation" – with the ten pillars as follows:

- "Radical" economic transformation
- Decisive spatial transformation
- Modernisation of the public service
- Accelerated social transformation
- Transformation of the State and governance
- Modernisation of public transport infrastructure
- Re-industrialisation of the Gauteng province
- Modernisation of the economy

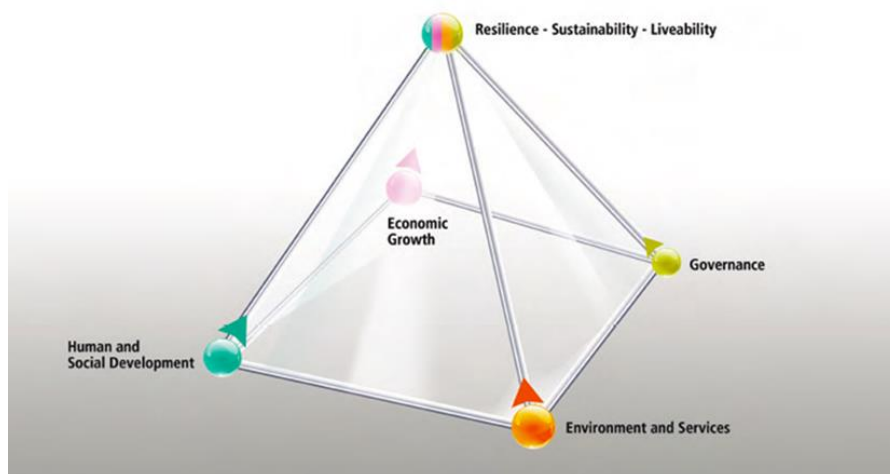
- Modernization of human settlements and urban development
- Taking the lead in Africa’s new industrial revolution”

3.4 City-level strategy

3.4.1 Joburg 2040 GDS

At a city government level, Johannesburg’s efforts are guided by its long-term strategy, the Joburg 2040 GDS. The strategy focuses on adherence to six principles – the ‘values held by the City’ – and the achievement of four key outcomes. The Joburg 2040 ‘GDS paradigm’, depicted in the figure below, reflects the “lens through which the City aims to view, conceptualise and enhance its approach to development issues” (CoJ, 2021: 105). It presents the four desired outcomes in the context of the vision of the city as “a World Class African City of the Future – a vibrant, equitable African city, strengthened through its diversity; a Smart city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society” (CoJ, 2021: 103).

Figure 3: The Joburg 2040 GDS paradigm: Four key outcomes towards a resilient, sustainable and liveable Johannesburg



Source: CoJ 2021

The six principles and four outcomes of the GDS are detailed in the table below:

Table 3: An overview of the GDS principles and outcomes

GDS principles	Outcomes
<ul style="list-style-type: none"> • Eradicating poverty • Building and growing a diversified and inclusive economy • Building sustainable human settlements • Ensuring resource security and environmental sustainability • Achieving social inclusion through support – and enablement • Promoting good governance 	<ul style="list-style-type: none"> • Outcome 1: Improved quality of life and development-driven resilience for all. • Outcome 2: Provide a resilient, liveable, sustainable urban environment – underpinned by smart infrastructure supportive of a low-carbon economy. • Outcome 3: An inclusive, job-intensive, resilient, competitive, and smart economy that harnesses the potential of citizens. • Outcome 4: A leading, smart metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated, and globally competitive Gauteng City Region (GCR).

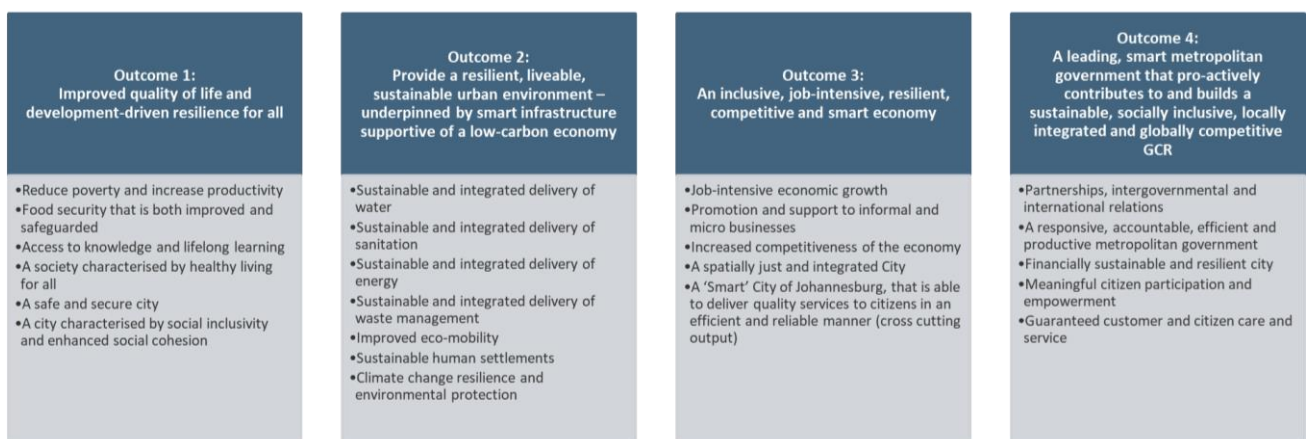
Source: CoJ 2021

While the GDS launched in 2011 and updated in 2021 places limited emphasis on issues relating to IR, global networks and partnerships are seen as requirements for resilience, sustainable growth, and the development of a liveable City. The GDS draws a link between the City’s focus on good governance and collaboration, and the issue of global reputation and relations. Specifically, the GDS notes that by 2040, “the City will be recognised as a global leader for its pro-active approach to both collaboration and engagement – and the outcomes that result from the participative processes followed” (CoJ 2021:155).

The strategy also locates Johannesburg as part of an African and global community, and as a key member of the GCR. It identifies several factors and challenges that should be considered in policy and strategy development and implementation within the City, including Globalisation and pandemics; Urbanisation and demographic shifts; Natural resource scarcity; Climate change; Global financial downturn and inequality; Shifting geo-politics and protests; Rapid technological change.

The GDS emphasizes the African context by specifically affirming Johannesburg’s African identity. In this context, the GDS mentions the role of foreign (mostly African) migrants to the City, and the consequent cultural diversity and service delivery issues that should be considered in policy and strategy development.

Figure 4: GDS Output Intervention Areas and the Four Key Outcomes



Source: CoJ 2021

The 2021 review presents a restructuring of the GDS, in line with the structure and long-term analysis advocated by the National government’s emerging District Development Model. Furthermore, this review advances more granular insights of Joburg trends, dynamics, and interconnections at the analysis level, including an individual investigation of the context informing each output identified in 2011. The updated analysis has resulted in a recommendation to increase the number of strategic output intervention areas from the 19 identified in 2011 to 23 and to further refine four existing outputs.

The new outputs include a strengthened focus on spatial transformation and equality as evident in the output, a spatially just and integrated City, as well as encouraging a distinct focus on sustainable generation and delivery of each basic service by separating the 2011 output, Sustainable and integrated delivery of water, sanitation, energy and waste, into four discrete outputs. Other key thematic focus areas emphasised during this review include more robust engagement on governance,

and especially partnerships, between government, the private sector, and communities, and recovery – both social and economic – in response to coronavirus and a desirable “new normal”.

3.4.2 City Economic Strategy

In line with the above policy and strategy frameworks, and perhaps more explicitly, the current economic strategy for investment plays a critical role. The City’s Economic Growth Strategy (EGS) is a key strategy which closely aligns with the City’s mission of creating an enabling economic environment. Facilitating economic growth that creates jobs is the core objective, as a thriving private sector is understood to be a means of decisively and sustainably addressing unemployment, poverty, and inequality.

At the heart of the Strategy is the need to increase the ease of doing business in Johannesburg. This is necessary to promote the attractiveness of Johannesburg as a preferred investment and business location for both local and foreign businesses.

Of importance to the City’s international relations activities, are two of the EGS’ main aims. The first is to build on existing economic strengths to grow the competitiveness of the city and further integrate its economy into national, regional, and global value chains. The second is to target new markets and technologies for development in the city to future-proof the economy - enhancing its growth prospects and, economic resilience, and environmental sustainability in a rapidly changing world. Central to this is the need to re-establish Johannesburg as the leading African destination for regional corporate head offices, foreign direct investment, and local investment.

In addition to the trade and investment objectives, a key component of the economic development strategy should be concerned with tourism. While the GDS 2040 makes limited reference to the role of tourism, there is no Tourism Strategy for the City. Specifically, the GDS identifies the need to promote an active tourism market and integrated regional tourism services, as well as the need leverage on business tourism, history-tourism in Soweto, and academic tourism.

It will be critical for the Department of Economic Development to formulate appropriate positions in respect of trade and investment and tourism in international relations positions, given the intention to re-direct the IR strategy towards an enhanced focus on trade, investment and tourism. Ideally these should be aligned to an Economic Development and Tourism Strategy for the City.

3.5 Framing the 2021 IR Strategy

Several key policy changes and related interventions have occurred in the last decade. Perhaps the most important of these include the implementation of the African Continental Free Trade Area (AfCFTA) and other trade agreements to grow intra-Africa trade, the implementation of identified Agenda 2063 flagship projects, and the implementation of the SADC Free Trade Agreement (FTA). These initiatives point to South Africa as an integral part of the African continent and the fact that its national interest is linked to Africa’s stability, unity, and prosperity. In turn, this suggests that South Africa needs to enhance its positioning to facilitate broad-based socioeconomic development in the region and foster strong international ties. More directly this means that South Africa should improve collaboration and co-operation, through deeper integration and increased trade with its regional trade partners in Africa and elsewhere.

As noted earlier, the role of cities will be increasingly central to these initiatives and the City of Johannesburg International Relations Strategy should be responsive to these emerging agendas. This is recognised in the *Growth and Development Strategy*, which notes that by 2040, “the City will be recognised as a global leader for its pro-active approach to both collaboration and engagement – and the outcomes that result from the participative processes followed” (CoJ 2021:155).

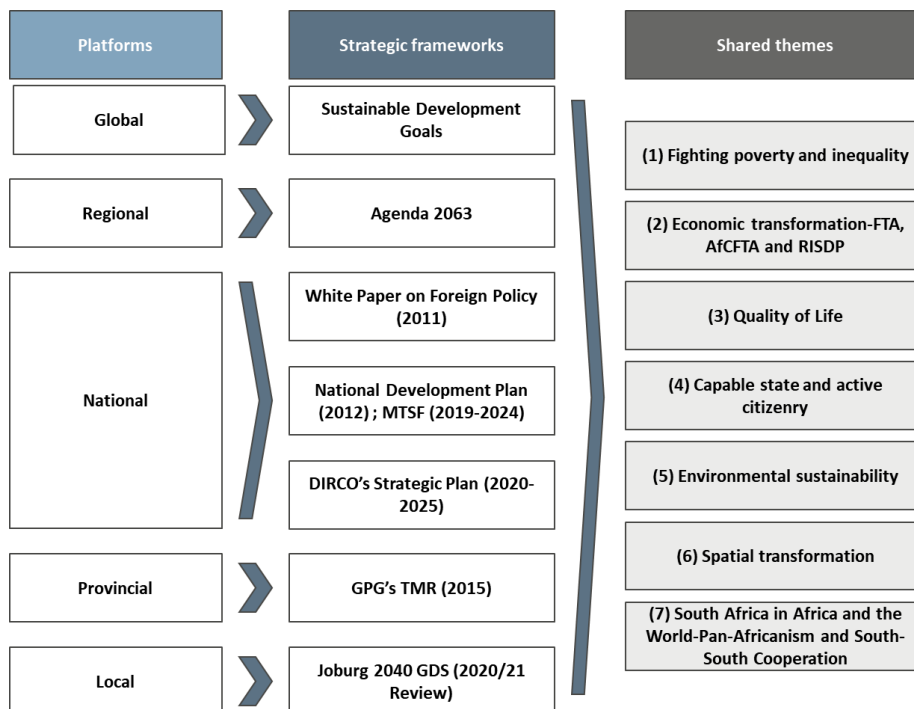
The strategy also locates Johannesburg as part of an African and global community, and as a key member of the Gauteng City Region. It identifies several factors and challenges that should be considered in policy and strategy development and implementation within the City, including globalisation and pandemics; urbanisation and demographic shifts; natural resource scarcity; climate change; the global financial downturn and inequality; shifting geo-politics and protests; and rapid technological change.

The GDS emphasises the African context by specifically affirming Johannesburg’s African identity. In this context, the GDS notes the role of foreign (mostly African) migrants to the City, and the consequent cultural diversity and service delivery issues that should be considered in policy and strategy development.

The City benefits from a policy and strategy context where its own localised priorities align closely with global, national, and sub-national planning frameworks. The priorities reflected in the SDGs, Agenda 2063, NDP, MTSF, and TMR resonate with the intentions of the City’s GDS 2040, thus making it viable for Johannesburg to achieve its own aspirations while also contributing meaningfully to national and international goals.

Despite each of the frameworks being located at different levels of government, many of the objectives are shared. A review of the frameworks highlights strategic similarities in the global and local context. There are seven shared themes emerging out of these frameworks, as reflected in the figure below.

Figure 5: Shared themes across global, national and local platforms



4 Overall Approach

4.1 Vision

The CoJ's IR approach includes a focus on ensuring its citizens can benefit from trade, investment, and tourism as well as global practices, collaboration, and advocacy. Delivery must be underpinned by a City administration that encourages and supports the creation of a caring, connected world that targets urban needs and inequality, through the internationalisation of local issues.

In seeking to align its IR work along a global continuum, the CoJ envisions the following:

“Internationalisation of Johannesburg’s local developmental agenda, while realising maximum benefit for the City’s own citizens through a strategically-aligned international relations agenda that fosters increased investment, tourism, knowledge generation, service delivery best practice, cultural exchange and city branding.”

4.2 Principles

The International Relations Strategy must be underpinned by a set of key principles that guide the City's participation and overall international relations activities.

1. Overall guidance of the international relations strategy must be the City's Growth and Development Strategy
2. Central to the City's IR activities is the active promotion of the internationalisation of local (city) issues and the local government agenda as well as the localisation of international agreements affecting cities.
3. In undertaking IR activities, the City will assume a global and regional leadership role in the promotion of agendas as well as coordination and collaboration.
4. International relations activities will ensure and support effective collaboration across all spheres of government as well as with other Metro's in South Africa, especially in the Gauteng City Region.
5. All IR activities must ensure that there accrues benefit to the citizens of the city including trade, investment, tourism, enhanced service delivery, and knowledge exchange.
6. All IR activities must be aligned and adhere to the country's national international relations agenda and human rights values.
7. City to City relationships must be underpinned, as far as possible, by reciprocity and mutually agreed benefit.

4.3 Outcomes and Strategic Objectives

In pursuing its objectives in ensuring that International Relations at the City level become more strategic and more deliberate in supporting the Growth and Development agenda, the IR Strategy has five broad outcomes that it wishes to pursue:

1. Economic growth and development through trade, investment, and tourism.
2. Social development, poverty alleviation, and environmental sustainability.

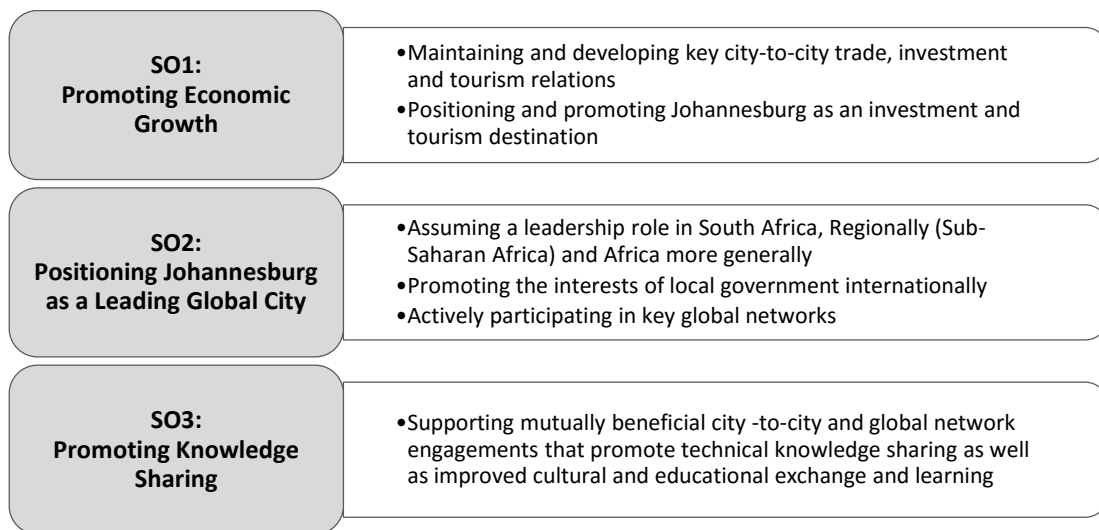
3. Global understanding, solidarity, co-operation, and cultural linkages.
4. Sharing knowledge and expertise in local governance generally, or in agreed functional areas.
5. Technical and managerial capacity and a culture of learning.

The above demonstrates a renewed emphasis on ensuring that the outcomes of the IR strategy and its activities benefit the city’s citizens as well as administration. Importantly the 2021 strategy aims to be more deliberate about deriving economic benefits from partnerships and recognises the need to maintain relationships with cities in global centres that are either currently or potentially key economic partners (including sources of investment, export, or tourism markets).

Equally important, is ensuring that the objectives of supporting knowledge exchange, enhancing the capacity of Johannesburg and partner cities to deliver, and building better mutual understanding remain. In respect of understanding, solidarity, co-operation, and cultural linkages it is recognised that Johannesburg as a global multi-cultural city and immigrant destination for the southern African region has a particular responsibility to foster better relations and understanding.

The overall objectives have been translated into three strategic objectives which guide the IR Strategy. These objectives inform the thematic, geographic, network, and City partnerships that will be pursued.

Figure 6: Strategic Objectives



4.4 Priority Themes

In promoting a more strategic approach to IR, the strategy proposes that the City limit the number of core themes it pursues in its IR strategy. These themes must be guided by the GDS as well as key global and regional agendas and must offer areas of potential mutual benefit between city partners. However, flexibility must be retained in the strategy to accommodate shifts emerging from changes in the environment (e.g., the COVID response) or changing political agendas.

Thematic areas should be considered a “lens” through which participation in networks, City-to-City partnerships, and other cooperation are negotiated. As such the thematic areas could be addressed

through various mechanisms including lobbying, technical and knowledge exchange or direct intervention (for instance investment roadshows).

Considering the City's GDS, as well as the City's current commitments (both Network and City-to-City relationships), three thematic areas are proposed for the next five years.

- 1) **Inclusive economic growth.** This theme encompasses not only trade and investment, but also tourism, as well as partnerships that address the inclusion of the informal sector, youth and women in the economy. This theme recognises the urgent need to focus on building a growing and inclusive economy where IR can support inward investment and tourism as well as trade more directly, as well as engage in developing inclusive practices and economic development approaches garnered from other cities.
- 2) **Environmental sustainability.** This theme encompasses the green economy broadly including energy and water, urban development, and waste divergence. This theme builds on the current GDS as well as IR focus looking at environmental sustainability, climate change mitigation and adaptation and considers the full spectrum of needs including skills, technical exchange, financing and funding as well as investment and job creation.
- 3) **Spatial transformation.** This theme encompasses spatial planning, migration, human settlements, equality, social inclusion and eco-mobility. As such this theme recognises that the spatial form, driven in the main by housing and transportation is critical to the overall growth and sustainability of the city and the delivery of a better quality of life for its citizens and to ensure that no one is left behind.

4.5 Geographic focus

While national frameworks, and previous IR strategies have adopted a strong geographic focus, the key shift proposed in the 2021 strategy is to redirect this somewhat. More specifically it is proposed that Johannesburg has two geographic focus areas for different intents:

- A **Global focus** targeted at global cities / city regions and global networks that Johannesburg considers its peer group and/or are key partners in respect of trade, investment and tourism and to collectively lobby national governments.
- A **Regional focus** targeted at Sub-Saharan African cities, especially the Southern African Development Community member-states. These are cities located in countries that are key regional economic and trade partners, and significant places of origin for migrants (both economic and educational) to Johannesburg people and cultural exchange points.¹

In respect of global strategic cities, the CoJ aims to:

- Develop active and well-managed City-to-City engagements with strategic cities in support of the implementation of the Joburg 2040 GDS

¹ It must be recognised that while this is broad ambition issues of language and legal context are important and may limit the number of partnerships in practice. For instance, the ability to engage with francophone and lusophone countries and cities is likely to be more resource intensive because of language and other barriers.

- Maximise the opportunities presented through the active participation of both Councillors and key officials in strategic international local government network organisations and in formal and/ or informally-established global networks.
- Promote and participate in IGR engagements to improving and expanding the role of local government in achieving the national objectives.
- Develop and implement an active knowledge management programme, to support innovation and learning in relation to, for example, 'smart' practices inner-city revitalisation and integrated public transportation systems.

While mutual benefit will be found in specific City-to-City engagements, the higher-level approach is defined by our foreign policy and the City's promotion of a shared vision for the continent. This strategy sees the CoJ leveraging on its UCLGA and AU networks going forward. This is opposed to prioritizing additional City-to-City relationships, to reflect on the national government's African Agenda. This agenda requires, inter alia, the:

- Continued prioritisation of the African continent.
- Strengthening of political and economic integration of the SADC region.

In reflecting on the African Agenda for the period ahead, the CoJ takes its lead from the AU and UCLGA, and seeks to:

- Develop active and well-managed City-to-City engagements with cities within strategically selected economic regions, to support and enhance the growth and development of Africa.
- Maximise the opportunities presented through the active participation of both Councillors and key officials in strategic African local government network organisations and in formal and/ or informally established forums.
- Promote and participate in IGR engagements to improving and expanding the role of local government in achieving the national African Agenda objectives.
- Develop and implement an active African Agenda knowledge management programme, in support of innovation and learning.

4.6 City Focus

It is proposed that the broad geographic focus be enhanced to consider **three categories of city engagements and partnerships**. This categorisation not only reflects the broader strategic purpose and intent of the partnerships, but also the level of ongoing activity required. The level of activity is largely dependent on capacity (human and financial) as well as buy-in from functional departments and municipal entities.

- 1) **Collaboration Cities:** These are either: (a) Cities that are strategically important in terms of trade, FDI, and official development aid as well as promoting CoJ's leadership role (this includes both currently key trading/investment partner cities as well as new and emerging global players); or (b) Cities where the focus is on developing active mutually beneficial City-to-City relations and exchange, primarily in respect of technical cooperation and learning.

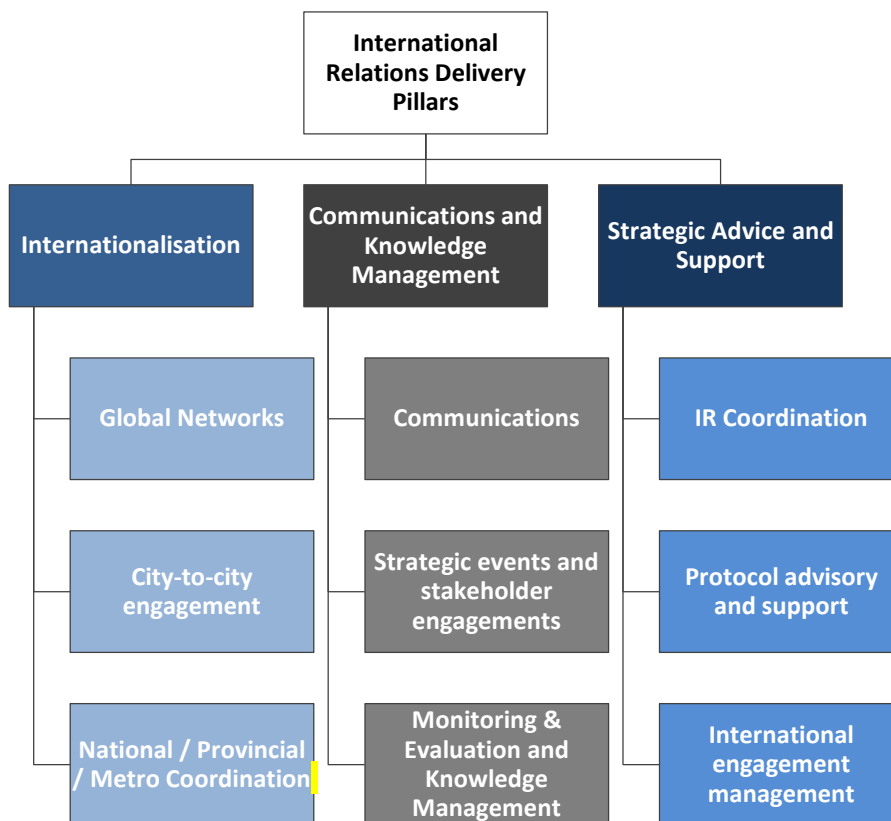
These are ongoing partnerships with a high level of activity and resource requirements. It is essential that these relationships involve longer-term programmatic commitments.

- 2) **Partnership Cities:** These are cities where the focus is on mutual recognition and exchange with limited project or programmatic work (for instance once-off or short-duration technical cooperation). These are generally of a short-term nature requiring less activity and resourcing.
- 3) **Friendship Cities:** There are primarily symbolic partnerships based on solidarity or cultural exchange. These are generally dormant (low activity) relationships.

4.7 Delivery Pillars

In delivering the International Relations Strategy three delivery pillars are envisaged as illustrated in the figure below.

Figure 7: Delivery Pillars



4.7.1 Internationalisation Pillar

Internationalisation refers to the role of metropolitan areas in the future urban agenda, including their direct involvement in the international sphere. The concept is underpinned by the understanding that, for local governments to contribute and commit fully to addressing international agenda challenges successfully, this relationship must include a seat at the global decision-making table. The ‘Global Taskforce of Local and Regional Governments’ recently proposed the adoption of new mechanisms of global governance after Habitat III – with the core idea being that local

governments should play a central role in the implementation of the New Urban Agenda, not only leading the processes locally but participating in strategic decisions globally.

For the CoJ, the Internationalisation pillar reflects the external face of the City's IR programme, and involves the following sub-pillars:

- Global networks
- City-to-City engagements
- National / Provincial / Metro Coordination

Each of these sub-pillars is described further below, together with the criteria for the City's entry or involvement with associated partners.

i. Global networks

The 'global networks' serve as a core enabler of internationalisation, with these networks increasingly being recognised as presenting important opportunities for collaboration amongst cities. They provide a means of diffusing knowledge, reproducing creativity, and more importantly, actively marketing the City and providing a platform for its political leadership to reflect on and amplify the City's developmental agenda.

Factors to be considered when identifying whether the City should engage in a particular network include the following:

- The role-players involved in the network (including those who are included and excluded);
- The potential reach of the network;
- Whether the network is linked to a specific function (e.g., water or waste-related services) or strategic – with the City choosing to not enter functionally-specific networks at a CoJ Group level;
- Whether the network falls within one of the network engagement categories; and
- Financial and other resource requirements associated with membership of the network.

The Metropolis 'Caring Cities' Initiative serves as one example through which the City is growing its global profile while contributing to sustainable urban development. The City's focus in this area includes advocacy work and service delivery improvement through the exchange of knowledge, experience, and insights in respect of urban realities and challenges faced by cities on a global level.

A further example is highlighted via the City's work to date in FMDV, an international alliance of local governments dedicated to promoting and establishing financing solutions for urban development. The City's engagement with FMDV has centred on lobbying for finance for development; identification of good practice in terms of financial tools and mechanisms; showcasing unique financial tools (e.g., the CoJ's green bond, and pooled financing – with the CoJ used as a reference for these models); showcasing good financial practice (e.g., in terms of clean audits); networking. The CoJ's involvement in FMDV has also resulted in the City being able to access global expertise when it needs a statement on a particular financial position. In reflecting on the CoJ's involvement with FMDV, the network's Executive Director, Jean-François Habeau, noted that:

- The CoJ has participated strongly in advocacy work targeting local government’s involvement in the establishment of innovative solutions (e.g., via international agreements), with the CoJ participating in various meetings at the UN, and in UN processes relating to Financing for Development, COP21, Habitat III, and SDG processes.
- “Johannesburg is now recognized ...[in] this thematic [area] and [can] ...also promote its own innovative experiences”.
- The City has contributed to official texts relating to the Municipal Development Funds and Pooled Financing mechanisms.
- The CoJ has taken up a leadership role in working with neighbouring cities within the region and the continent to set up an investment grade fund.²

Networking also establishes connections and mutually beneficial relationships between cities and organisations. Many relationships forged between the City and its global counterparts have emerged from participation in networking forums, with the establishment of the former CoJ/ Lilongwe mentorship programme serving as an example. Maximising opportunities offered by international platforms aligned to local government network organisations and related organisations is, therefore, a City imperative, with this viewed as an important component of the overall strategic approach to IR.

Holding positions of leadership within global networks is an important vehicle for lobbying and gives the City an opportunity to influence the global agenda. More importantly, it allows the City to be seen in the global light as championing various critical global issues and gives the City a voice. Participation in global networks through board positions and contributing to working groups is vital to be on the pulse of emerging issues and foster high-level relationships with various counterparts. The City has held various positions in global networks some of which include:

- UCLG: President (2016- 2019)
- FMDV: Vice-president (2014 - 2016); Board member (2019 - 2021)
- Metropolis: Co-President (2014-2016), Board of Directors (2019), Regional co-Secretary (2014 – 2016)
- ICLEI: Africa Committee (2014)
- C40: Board member, Steering Committee (2011)

As noted, the CoJ already participates in several global networks such as the UCLG, Metropolis, and C40. However, to achieve objectives such as the promotion of innovation and the creation of a ‘smart city’ (as defined in the Joburg 2040 GDS), it is necessary for the CoJ to continue performing a lobbying role with networks based in the North. The CoJ chooses to organise its global network engagements under the banner of three categories: finance; climate/ environment; and urban networks.

² Drawn from direct feedback from Jean-François Habeau, Executive Director of FMDV

In support of the revised strategic objectives and overall thematic focus, and the general resource constraints, the strategy proposes to limit participation in the number of global and regional city networks.

Set out in the table below are the current key networks in which the City participates and the main IR theme areas of relevance. **It is proposed that no additional networks be considered in the next five years, given the resource intensity of such engagements.**

Table 4: Proposed Network participation

Theme	Network	Related IR Strategy Theme	Relevant Strategic Objective
Finance	FMDV	<ul style="list-style-type: none"> Inclusive economic growth 	<ul style="list-style-type: none"> SO1: Promoting Economic Growth SO2: Positioning Johannesburg as a Leading Global City SO3: Promoting Knowledge Sharing
Climate / Environment	C40 ICLEI	<ul style="list-style-type: none"> Environmental sustainability 	<ul style="list-style-type: none"> SO2: Positioning Johannesburg as a Leading Global City SO3: Promoting Knowledge Sharing
Urban	Metropolis UCLGA UCLG U20	<ul style="list-style-type: none"> Spatial transformation 	<ul style="list-style-type: none"> SO2: Positioning Johannesburg as a Leading Global City SO3: Promoting Knowledge Sharing

ii. City-to-City engagements

The City's IR Strategy includes **three categories of City-to-City relationships** (as defined in **Section 4.6** above):

- 1) **Collaboration Cities**
- 2) **Partnership Cities**
- 3) **Friendship Cities**

Furthermore, the City can enter **three different types of agreement**. These agreements – as noted below - are not equally applicable across all three categories of partnership. They include:

- a) **Strategic Memoranda of Understanding and Action Plans;**
- b) **Project / Programme Collaboration Agreements; and**
- c) **Friendship Agreements.**

The table below provides a description of each type of relationship, applicable type of agreement, and the associated decision-making criteria to be used by the City when determining whether to enter into an agreement with another city.

In structuring each relationship, the City will need to take into consideration the relevant thematic areas that may be addressed, while also considering the IR Strategy's geographic and city focus areas.

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Table 5: Types of City-to-City relationships, agreements and associated decision-making criteria

Partnership Type	Type of agreement applicable	Description	Decision-making criteria and specifics
<p>1) Collaboration Cities</p>	<p>(a) Memoranda of Understanding and Action Plans</p>	<ul style="list-style-type: none"> • An official long-term (5 years plus) strategic partnership between two cities – formalised via a signing ceremony (in person or virtual), with implementation supported by the development of an Action Plan targeting defined areas for collaboration and mutual benefit. • This type of agreement involves the commitment of resources and must be structured in such a way that the City and its citizens are able to draw significant benefit from the arrangement. • This type of agreement must be terminated through a formal process in consultation with DIRCO. 	<ul style="list-style-type: none"> • The City will limit the number of strategic MoUs it enters – to ensure that those that are finalised are delivered on in full and can be addressed with available resources. • Agreements will be established via a selective process, with decision-making in terms of entry into such agreements undertaken on a case-by-case basis. • Cities that will be considered for partnership via this form of agreement include those: <ul style="list-style-type: none"> – With which there is already an existing and active relationship. – That play a significant role globally as a capital or secondary city, or as a regional hub (with due consideration also given to the nature of agreements held with such cities by other South African metropolitan cities – in support of the principle of ‘collaboration rather than competition’). – That are strategically important in terms of trade, investment and tourism. – That hold a competitive advantage in economic sectors aligned to Johannesburg’s own economic strengths. – That can deliver on one or more of the envisaged benefits associated with the City’s IR Strategy. – That wish to partner with the CoJ, and can contribute to the delivery on the City’s long-term outcomes, as reflected in the GDS. • Any other relationships (e.g., business-to-business or community-to-community) will be subsidiary to the main City-to-City agreement. • MOUs can only be signed by the Executive Mayor. • MoUs must be accompanied by a clear Action Plans and should be subject to regular assessment of progress as well as overall review – at least five-yearly – Action Plans can be signed by the City Manager.

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Partnership Type	Type of agreement applicable	Description	Decision-making criteria and specifics
2) Partnership Cities	(b) Project/ programme collaboration agreement	<ul style="list-style-type: none"> • These are agreements focused on collaboration between two or more cities or organisations in respect of a specific project/ programme (e.g., in support of research and development, policy formulation, project implementation or sharing of best practice, etc.). • These agreements include a defined start and end date, and a clear set of activities and deliverables. • These are typically of a shorter duration than Memoranda of Understanding or City-to-City agreement. 	<ul style="list-style-type: none"> • Project / programme collaboration agreements may be stand-alone agreements or may emerge from Strategic City-to-City. • Resource implications associated with project/ programme collaboration agreements must be evaluated prior to the City's formal entry into such agreements. • The project/ programme must be linked to the core business of the City, and must be aligned with the City's strategic direction, as reflected in the GDS and associated planning documents. • Project / programme collaboration agreements should ideally be of benefit to both parties. • Such agreements can be signed by the Executive Mayor or the City Manager, as head of the CoJ's administration, or relevant Heads of Department (as delegated).
3) Friendship Cities	(c) Friendship agreement	<ul style="list-style-type: none"> • These are primarily symbolic agreements that reflects acknowledgement of a mutual connection, even in those cases where there is no existing relationship or it has become dormant. This includes existing Solidarity agreements. • Such agreements do not require a significant commitment of Council resources, apart from hospitality associated with Mayoral reception, and minor administrative expenses. • Agreements of this nature may involve a limited exchange of information for skills-development/ delivery improvement purposes or cultural exchange. • This type of agreement may be terminated by either party, on request. 	<ul style="list-style-type: none"> • Cities that will be considered for partnership via this form of agreement include those: <ul style="list-style-type: none"> – Where an existing relationship is no longer active; – Where there are strong cultural, economic, educational, historical or social links; or – Where there is a historical relationship for instance between the political leadership of the respective partners. • The City will review all relationships that are no longer active, or that do not fall within any of the other categories and consider whether they are suitable for this form of arrangement. This is in line with the national directive for role-players across all three spheres of government to rationalise formal IR agreements. • MOUs associated with Friendship agreements can only be signed by the Executive Mayor.

iii. National / Provincial / Metro IR Coordination

The IR strategy requires enhanced IR coordination between the City, other South African metros, the Gauteng City Region, and the national government. The reasons for this coordination are twofold. Firstly, the need to ensure that South African cities engage consistently, aligned to national, provincial, and local objectives, and secondly to ensure that there is better utilisation of scarce public resources by avoiding unnecessary duplication and unhealthy competition.

Several key stakeholders need to be considered in respect of the coordination of IR activities, including:

- The **Department of International Relations and Cooperation (DIRCO)**, which is responsible for the formulation, promotion, and execution of South Africa's foreign policy and with the daily conduct of international relations. DIRCO should be consulted in all instances of South African participation in international conferences and negotiations and should also be the entry point for all matters relating to international relations of national, provincial, and local government as well as of other institutions of state. In the past DIRCO had a Municipal IR Desk. *This is however vacant and the current DIRCO strategy is silent on the role of cities. Outside of the formal protocol channels, there is at present limited strategic coordination between DIRCO and the City of Johannesburg.*
- The **South African Cities Network (SACN)** is an established network of South African cities and partners that encourages the exchange of information, experience, and best practice on urban development and city management. In terms of their IR role, the support, advisory services, research, and knowledge exchange roles of these organisations in relation to municipalities is extended to participation in international networks and bodies such as UCLG, UCLGA, Africities, and Metropolis IR Forum. SACN convenes a **Metro International Relations Forum**. The International Relations Forum is a joint initiative of SACN and its member cities, with the primary purpose to engage in and develop a collective cities' agenda which clearly positions South African cities within global and national contexts and debates. *The SACN International Relations Forum is however not operating optimally given resource constraints.*
- The **South African Local Government Association (SALGA)** is an autonomous association of municipalities whose role is to represent the interest of the South African local government. SALGA's role in IR includes support, advisory services, research and knowledge exchange in relation to municipalities, and participation in international networks and bodies such as UCLG, UCLGA, Africities, and Metropolis. *SALGA convenes the Council of Mayor's and the Municipal Manager's Forum, but there is no specific International Relations forum.*

In addition to the above structures, there is an **IR forum of the Gauteng Provincial Government and Gauteng Metros** aimed at better coordination and collaboration with respect to international relations activities. While Gauteng province has expressed the need to enhance this process and seek better ways for the province and its metros to share resources and cooperate – especially with respect to inward investment and tourism, there is no defined process at this point. The evidence suggests that there is a need for better coordination and resource sharing amongst the Gauteng City Region and even national Metros and DIRCO. Given the absence of formal functioning IR for a –

especially in respect of the Gauteng Metros and DIRCO – it is proposed that the City of Johannesburg take the lead in establishing a more effective coordination mechanism.

As detailed in **Section 6** below, the proposal is for the establishment of a Provincial / National International Relations Forum, comprising the Gauteng Provincial Government and the Gauteng Metros but which could be expanded to include DIRCO representation. This could be established either under the auspices of the Gauteng Provincial Government or the SACN. Its primary purpose would be to coordinate IR activities and pool resources at a city-Gauteng regional level and operate as the voice of Metros in international relations matters.

For the CoJ's IR strategy to work, more capacity is needed and there is a need for the IR strategy to be embedded into the administration. Active citizen participation is needed to ensure a broader buy-in to actively support the city's IR agenda.

4.7.2 Communications and Knowledge Management Pillar

This pillar reflects the centrality of an enhanced communications programme to mobilise key stakeholders and ensuring more effective monitoring and evaluation as well as knowledge sharing and utilisation. It involves the following sub-pillars:

- Communications
- Strategic events and stakeholder engagements
- Monitoring & Evaluation and Knowledge Management

iv. Communications

One of the key requirements for successful delivery on the IR Strategy is the ongoing delivery of a clear **communications programme** relating to IR efforts. This requires the communication and marketing of the impact of the City's IR programme, to establish an understanding among all stakeholders (both City officials and external), including city residents, of the importance and benefits associated with the internationalisation of local government. To support this, the following is required:

- Publication of the City's IR Strategy and Programme to support enhanced transparency and awareness of the City's IR objectives and activities.
- The roll-out of a communications programme across the City – targeting awareness building and the establishment of an improved understanding of IR requirements.
- A CoJ IR website (or sub-page of the CoJ Knowledge Repository website) and a CoJ IR newsletter, which should include a repository of all international relations activity outputs (e.g., trip reports) and related materials that can be put into the public domain.
- Ongoing management and updating of the IR Events Calendar.

v. Strategic events and stakeholder engagements

Strategic events and activities are deemed to be locally-based events that involve international stakeholders. These strategic events are recognised worldwide and require large budgets and need to be well-organised. The strategic events take place through:

- The City's involvement in hosting arrangements (e.g., hosting of content-based events such as the Africities Summit or C40). These events are expensive and complex and require considerable planning and resource mobilisation. As such the City should target no more than one possible event for selection, bidding and planning per term (2021-2025).
- Facilitation of an exchange visit as envisaged in a City-to-City engagement.
- International Engagement Management through in-bound and out-bound missions.

The following criteria are applicable when determining whether the City will host a specific content-based event:

- The content-based event should be linked to one of the global networks within which the City is involved.
- The City should be able to determine the value that the event will deliver (e.g., in terms of investment attraction, City branding opportunities, and tourism).
- Privately organised events will not be accommodated, given that this will result in the City competing with other locations that have a long history in hosting such events.
- Events aligned to a specific function delivered by another City department or entity (e.g., youth empowerment; health) do not fall within this category, with such events to be managed instead by the relevant functional department or MOE.
- The political value that can be derived from the event.

In cases where the City commits itself to hosting a content-based event, the content of the event will dictate which department or entity takes the role of 'lead' – with this role-player tasked with setting the tone of the content and framing the City's substantive position.

Strategic stakeholder engagements relate to several strategic role-players with whom the City engages to ensure successful delivery on its IR agenda. These include:

- Vertical and horizontal IGR partners (e.g., national, sub-national, and city government partners) – with IR-related IGR serving as a key lever for delivery, and alignment with national priorities.
- Research institutes and Universities.
- Civil society, business, organised labour, non-governmental organisations, and other role-players that may contribute to delivery and beneficial IR engagements.
- IR practitioners including practitioners across the continent.
- Donor organisations and funders – with role-players within the City's finance function tasked with the establishment of suitable arrangements in this regard.

Outside of the formal structures proposed (see **Section 6** below), these engagements will generally be of an ad hoc nature or arise during the delivery of specific Action Plans or the provision of protocols and related support to the City.

Summarised in the table below are the key stakeholders and the proposed communication approach to be adopted. A more detailed stakeholder mapping is set out in **Appendix C**.

Table 6: Key Stakeholders and Communications Approach

Stakeholder <i>(Alphabetically Listed)</i>	Communication Vehicle	Frequency of Communication
Business Organisations	<ul style="list-style-type: none"> • Website • Newsletter • CoJ Annual Report • IR Council Reports 	Ongoing general communication Annual report back
Citizens of the City	<ul style="list-style-type: none"> • Website • Newsletter • CoJ Annual Report 	Ongoing general communication Annual report back
City Ambassador	<ul style="list-style-type: none"> • Quarterly reports 	Ongoing general communication Quarterly Annual report back
City IR Council	<ul style="list-style-type: none"> • Quarterly reports • Newsletter 	Ongoing general communication Quarterly Annual report back
City Manager	<ul style="list-style-type: none"> • Quarterly reports • Newsletter 	Quarterly
CoJ Department Heads	<ul style="list-style-type: none"> • Quarterly reports 	Quarterly
CoJ IR Forum	<ul style="list-style-type: none"> • Quarterly reports • Newsletter 	Ongoing general communication Quarterly Annual report back
Department of International Relations & Cooperation	<ul style="list-style-type: none"> • Ad hoc communication as and when required • Possibly through participation in key IR Fora 	Annual report back
Executive Mayor	<ul style="list-style-type: none"> • Quarterly reports 	Ongoing general communication Quarterly Annual report back
Gauteng IR Forum	<ul style="list-style-type: none"> • Quarterly reports 	Ongoing general communication Quarterly
Gauteng Municipalities	<ul style="list-style-type: none"> • Quarterly reports via the Gauteng IR Forum • Newsletter 	Quarterly
Gauteng Provincial Government	<ul style="list-style-type: none"> • Quarterly reports via the Gauteng IR Forum • Newsletter 	Quarterly
Mayoral Committee	<ul style="list-style-type: none"> • Quarterly reports 	Quarterly Annual report back
National Treasury IDC Unit	<ul style="list-style-type: none"> • Annual report • Newsletter 	Annual report back
Non-Governmental and Other Civic Organisations	<ul style="list-style-type: none"> • Website • Newsletter • CoJ Annual Report • IR Council Reports 	Ongoing general communication Annual report back
Other South Africa Metros	<ul style="list-style-type: none"> • Website • Newsletter • CoJ Annual Report 	Ongoing general communication Annual report back

Stakeholder <i>(Alphabetically Listed)</i>	Communication Vehicle	Frequency of Communication
South African Cities Network (SACN) / Metro International Relations Forum	<ul style="list-style-type: none"> • Website • Newsletter • Quarterly reports via Metro IR Forum • CoJ Annual Report 	Ongoing general communication Annual report back
South African Local Government Association (SALGA)	<ul style="list-style-type: none"> • Website • Newsletter 	Ongoing general communication

vi. Monitoring & Evaluation and Knowledge Management

Monitoring and evaluation activities form a critical part of the City’s IR approach – with this being key in enabling the City to oversee and assess the value of delivery on its IR agenda. Monitoring is required on an ongoing basis – against targets and indicators defined within:

- The City’s IR work programme
- Approved IR engagement reports³
- MOUs and associated Action Plans

These M&E activities should be core to all IR-related processes in the City (for instance lodging of travel requests, completion of post-trip / engagement reports, etc.). They should also be integral – as far as practical - to the broader City M&E framework.

In terms of reporting:

- The CoJ compiles a report of international commitments on a quarterly basis.
- GPG also requires the CoJ to submit reports relating to IR engagements, in support of sound IR collaboration and IGR engagement, with information gathered from across the City Group (departments and MOEs) included in these submissions.
- Similarly, City stakeholders are required to provide DIRCO with detailed reports within one month after returning from visits abroad. This is to enable oversight of the country’s IR practices, while also enabling South Africa’s embassies/ high commissions to make follow-ups on behalf of stakeholders, should the need arise. Reports may be submitted to other stakeholders who wish to undertake similar study tours or projects to enhance utilisation of limited resources. In this regard, DIRCO serves as custodian of the reporting database.

A key challenge with respect to international relations is the challenge of measuring impact or “return” to the city and its citizens, especially in respect of investment and economic impact. This challenge is globally acknowledged, network organisations such as Metropolis are embarking on work to strengthen the measurement of IR activities. IR is often referred to as ‘an investment instead of an expense’ – with the real benefits visible in both tangible and intangible forms (e.g., reduced learning periods when implementing best practice; FDI; improved tourism and branding opportunities for the city; skills development; knowledge generation). While output-based evaluations can be undertaken,

³ The IR Unit is responsible for travel arrangements, including relevant trip reports for the Mayor’s Office only. All other travel requests and related administrative requirements go through the Central Travel Office.

outcome/ impact assessments are only possible over an extensive timeframe (e.g., at five-year intervals), given that IR efforts focus on the development of relationships, with these often rendering results only over the long-term.

In the absence of more formal evaluation approaches (which are costly and time-consuming) the City should focus on the tracking of Action Plans and related commitments, and the development of case studies and other outputs arising from the relationships (see Knowledge Management proposals below). Much of the scepticism in respect of international relations activities relates to the lack of feedback and communication to stakeholders with respect to the outcomes and possibly impact – this can be in part addressed through more regular and transparent communication. However, over the next five years, the City should engage with academic institutions as well as global network partners to develop a framework to track the impact of IR activities in the longer-term.

Enhanced **knowledge management** is critical to the success of the IR strategy both in maximising the impact of the IR relationships as well as supporting evidence in respect of its value-addition to the city and its citizens.

A central challenge for the IR Unit is that there is a substantial number of international engagements and many departments and MoEs are active in supporting the City's formal IR relationships. Many of the IR engagements concern information gathering/sharing, however, the knowledge management and value retention process are not sufficient to ensure value to the City. Critically – especially in instances of learning and sharing best practices – the objective must be disseminating such knowledge and institutionalise the learnings in the City.

In terms of knowledge management, IR-related knowledge management across the City requires the following for successful delivery:

- Development of an accessible IR resource library/repository of all IR-related reports, insights, and best practice.
- Development of IR-related case studies.
- Development of research papers and material to support consistent messaging.
- Information and key learnings dissemination via a regular email newsletter and the website. This should include summary information of matters such as recent global networks meetings, study tours, and other engagements. Ideally, it should include contact details or web links for interested parties to obtain copies of documents and other information.
- Regular engagement in knowledge management forums (at a City level and with external role-players), to build on IR-related insights and improve practice.

It is further proposed that the IR Unit aim to enhance the knowledge management function over the next five years. This must build on the City's knowledge management framework, and should entail several tasks as follows:

- Enhancing the process of formal debriefs of participants and members of global networks and other engagements (such as study tours) to document experiences, perceptions, lessons, and other issues. This should be over-and-above the formal reporting requirements of the City and is specifically aimed at extracting insights and lessons.

- Consider the development of “Key Lessons / Learning Notes” post significant events, global network engagements, or any other IR engagements. These should be stored in the document repository but also utilised for dissemination in the IR newsletter and website.
- Where a high-profile or significant engagement has taken place (for instance attendance at global event), consideration should be given to asking the lead Department or head of the delegation to present at, and attend, a workshop or seminar with other interested Departments and MoEs. This should be a standard activity where engagement relates to complex overarching issues affecting large parts of the city, for instance, the “sustainable informal settlements.”

vii. Strategic Advice and Support Pillar

Strategic advice and support speak to the internal mandate of the IR Unit specifically and involves activities that enable and facilitate general IR activities in the City. These activities include:

- IR Coordination
- Protocol advisory and support
- International engagement management

viii. IR Coordination

The coordination of international relations activities is a key challenge within the City. While much progress has been made over the last five years to better institutionalize processes and controls, there is still weaknesses with respect to better coordination and information sharing within the City.

These concerns need to be addressed through renewed efforts in supporting the **City International Relations Forum**. This Forum must include IR Champions / Representatives from all the Departments and MoEs in the City (see **Section 6** below for additional detail). The identification of such champions should be mandatory for all Departments and MoE’s and the responsibility of the relevant Head or CEO. The primary function of this Forum is to coordinate and support the delivery of IR obligations and activities in their respective Departments or MoE’s or areas of interest. Additionally, the Forum should also be used to support regular knowledge exchange. The Forum should meet at least quarterly.

In addition to the City IR Forum, the 2021 Strategy proposes the City establish a new structure to coordinate inputs and support from a broader stakeholder grouping in the city. The proposal is that a **City IR Council** be established (see **Section 6** below for additional detail). This is a high-profile advisory structure including business, education, and civil society drawn from Johannesburg. The purpose of the Council is to ensure greater transparency and broader buy-in, as well as active support for the IR Strategy (ideally with additional resource mobilisation). This Council should also be an advisory structure providing strategic advice, and a sounding board, for the Mayor. The IR Council should meet at least quarterly.

The role of the IR Unit is to coordinate these structures and provide the necessary secretarial support for their effective functioning.

ix. Protocol advisory and support

Adherence to proper protocol is a non-negotiable in the IR domain. In terms of the operational considerations that need to be adhered to in respect of international travel, within the framework of the roles and responsibilities of the various role-players, the CoJ is tasked with administering its own international engagement activities – including those associated with international travel. The IR Operations Handbook reflects the key requirements in terms of international travel from a DIRCO and City perspective.

This function involves the provision of advice/ guidance on official procedures and the system of rules governing affairs of State or diplomatic occasions in line with DIRCO and other requirements (such as DIRCO's *Measures and Guidelines* and the City's *IR Operations Handbook*), the membership policy is also reviewed by this function. This function involves the maintenance and management of various protocol activities such as the review and updating of protocol guidelines, management of official passports and preservation of the flag bank. This function also aims to ensure that protocol requirements are upheld at events as well as ensuring the classification of event and JOC requirements. Additionally, this function includes coordination with IGR partners as it relates to international travel and the hosting of official international delegations in South Africa and on behalf of the City.

x. International engagement management

This function involves the management of international engagements in line with the City's *IR Operations Handbook* and *Travel and Subsistence Policy* primarily focused on the approval and management of international trips in the Mayor's Office. All non-Mayoral travel activities are the responsibility of the Central Travel Desk.

As such this activity involves:

- Routing and management of travel requests in line with agreed procedures.
- Research for, and the provision of background information and strategic briefs relating to the City's formal City-to-City agreements and network involvements.
- Research relating to the hosting of an official international delegation, with the aim of ensuring alignment with CoJ IR objectives.
- Research associated with the City's position in respect of a thematic area, as it pertains to City-to-City agreements or network engagements.
- Debriefs and the receipt of post-engagement reports following trips undertaken by City role-players.

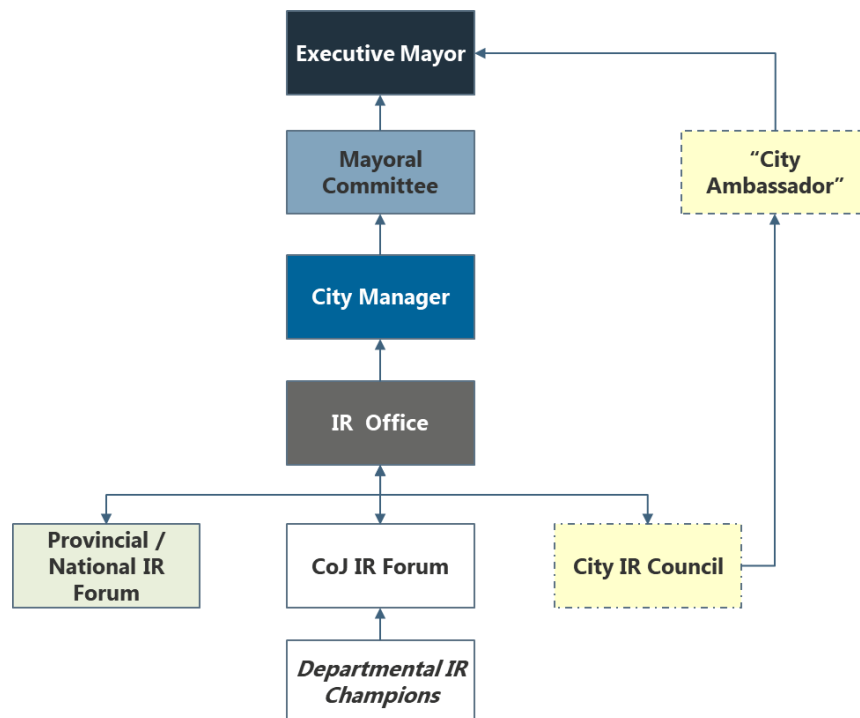
5 Institutional & Implementation Considerations

5.1 Overall Institutional Arrangements

The delivery of the IR strategy requires appropriate institutional arrangements, capacity as well as a clear understanding and recognition of the role other organisations play in the broader IR process.

Indicated in the figure below is the revised set of institutional arrangements proposed for the implementation of the 2021 IR Strategy. The focus is in the main on the City and its immediate stakeholders. The roles and responsibilities are defined further below.

Figure 8: CoJ IR Institutional Arrangements



Three broad levels are indicated in the structure proposed above.

The first is the **overall political direction and accountability for the City’s IR strategy which rests with the Mayoral Committee and the Executive Mayor**. A proposal indicated here is that of considering the establishment of a “City Ambassador” which would be person of standing appointed by the Mayoral Committee to fulfil international relations obligations in supporting the Mayor.

Table 7: City Ambassador

Purpose	<ul style="list-style-type: none"> Is the most senior “Diplomat” for the City. To represent the City at high-profile events and major networking functions as an alternative to the Mayor.
Functions	<ul style="list-style-type: none"> Primary representative of the City in support of the IR Strategy and the Mayor and should be nominated by the Mayoral Committee. Alternative to the Executive Mayor and City Manager. Represent the City in key IR Fora (excluding those where the Mayor has an elected office or is required to attend).

	<ul style="list-style-type: none"> • Mobilising the whole of society (business, educational institutions and civil society) in Johannesburg to further the IR agenda and bring profile, economic and other benefits to the city and its citizens. • Asks as the Chairperson of the proposed IR Council.
Appointment	<ul style="list-style-type: none"> • The Ambassador should be nominated and appointed by the Mayoral Committee. • The proposed person should have relevant IR qualifications, skills and experience and come with significant social and political stature.
Accountability	<ul style="list-style-type: none"> • Is accountable to the Mayor and Mayoral Committee.
Remuneration	<ul style="list-style-type: none"> • The remuneration for this role should be linked to the statutory remuneration levels prescribed for Salaries, Allowances and Benefits of Municipal Councils. In this instance the proposal is to grade this position equivalent to the Chairperson of a Section 79 Committee.⁴ It should be noted that this will not be a full time position but be based on a time-basis.

The second level is that of **coordination and execution which falls in the main to the International Relations Unit** which is tasked with overseeing the development and implementation of the IR Strategy as well as all the necessary coordination and related support to ensure that the City addresses its obligations, protocol matters and the like.

The third level is that of stakeholder coordination and mobilisation. In line with the proposed strategy that envisages that the City of Johannesburg takes a more proactive stance and leadership role at the City Regional Level but equally engages in a more public and open IR process that mobilises the City's citizens to its objectives. Accordingly, **three key structures are proposed:**

5.1.1 City IR Forum

The **City IR Forum** should include IR Champions / Representatives from all the Departments and MoEs in the City and whose primary function is to coordinate and support the delivery of IR obligations and activities in their respective Departments and MoE's or areas of interests.

Table 8: City International Relations Forum

Purpose	<ul style="list-style-type: none"> • To facilitate the coordination, development and implementation of City-wide or inter-departmental/ MOE IR-related tasks, activities, events and/or projects. • To enable sharing of IR-related information, best practice, experience and insights at a City-wide level. • To provide guidance to departments and MOEs in respect of IR efforts. • To support knowledge generation and enable strategic engagement on IR issues (e.g., via regular inputs from researchers and specialists in the IR space). • To facilitate and coordinate City-wide oversight, monitoring and evaluation of all international engagements. • To assist in the compilation of periodic reports on IR matters as may be required by the City or other key stakeholders (e.g., foreign donors; IGR partners).
Composition	<ul style="list-style-type: none"> • IR Champions / Representatives from all the Departments and MoEs in the City as well as a representative from each Clusters.

⁴ The most recent published *Determination of Upper Limits of Salaries, Allowances and Benefits of Different Members of Municipal Councils* (Government Gazette No. 475, 24 April 2020), in terms of the Remuneration of Public Office Bearers Act No. 20 of 1998, sets this salary at R 1,036,974 per annum.

	<ul style="list-style-type: none"> The identification of such champions should be mandatory for all Departments and MoE's and the responsibility of the relevant Head, CEO or cluster convenor.
Meeting Frequency	<ul style="list-style-type: none"> At least quarterly or as and when required.
Role of IR Unit	<ul style="list-style-type: none"> Secretariat

5.1.2 Provincial / National IR Forum

A **Provincial / National IR Forum** should be established as a forum for the Gauteng Provincial Government and the Gauteng Metros but potentially expanded to include DIRCO representation. This forum should focus on coordination and enhance collaboration in the IR space. This could be established either under the auspices of the Gauteng Provincial Government or the SACN.

Table 9: Provincial / National IR Forum

Purpose	<ul style="list-style-type: none"> Coordinate IR activities and pool resources at a city-Gauteng regional level. Operate as the voice of Metros in international relations matters. Planning of joint IR engagements. Lobbying on behalf of Metros with DIRCO.
Composition	<ul style="list-style-type: none"> Gauteng Provincial Government City of Johannesburg Metro City of Ekurhuleni Metro City of Tshwane Metro Sedibeng District West Rand District SA Cities Network DIRCO
Meeting Frequency	<ul style="list-style-type: none"> At least quarterly or as and when required.
Role of IR Unit	<ul style="list-style-type: none"> Participant

5.1.3 City IR Council

A **City IR Council** is proposed that would comprise selected leading members of business, academia, and civic society in the city with an interest in international relations – for instance in respect of inward investment or tourism or educational /cultural exchange. The purpose is to ensure greater transparency and broader buy-in, as well as active support for the IR Strategy (ideally with additional resource mobilisation). This Council should also be an advisory structure and sounding board for the Mayor.

Table 10: City IR Council

Purpose	<ul style="list-style-type: none"> Ensure greater transparency and broader buy-in for the IR Strategy and activities. Ensure active support for the IR Strategy (ideally with additional resource mobilisation). Provide strategic advice to the Mayor. Plan, initiate, and participate in joint IR actions such as investment drivers for the city.
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Composition	<ul style="list-style-type: none"> • Chair – the Mayor or City Ambassador • Maximum of 10 members drawn from business, higher education, civil society in Johannesburg. • Proposed members should be identified through a public nomination process, ratified by Council. • Members should be of high standing and have demonstrated direct interest in international relations activities, for instance, involved in international trade or investment attraction, tourism business operators, universities or global NGO etc.
Meeting Frequency	<ul style="list-style-type: none"> • At least quarterly or as and when required.
Role of IR Unit	<ul style="list-style-type: none"> • Secretariat

5.2 Roles and Responsibilities

Considering the proposed institutional arrangements, the roles and responsibilities of these structures are set out in the table below.

Table 11: City IR Roles and Responsibilities

Structure	Roles and Responsibilities
Mayoral Committee	<ul style="list-style-type: none"> • The Mayoral Committee has overall and final political approval rights for the City's IR Strategy.
Executive Mayor	<ul style="list-style-type: none"> • The Executive Mayor serves as the primary representative of the City in respect of its IR agenda. • For key strategic engagements, the Mayor is the primary representative of the City and is also the primary signing authority in respect of MOUs. • The Mayor can delegate IR engagement and tasks, and the signing of MOUs to the City Ambassador (should this be established).
City Manager	<ul style="list-style-type: none"> • The City Manager serves as the key representative of the City administration in respect of its IR agenda. • The City Manager and delegated officials are responsible for signing Action Plans linked to MOUs, and agreements associated with functional project collaboration.
City Ambassador	<ul style="list-style-type: none"> • The City Ambassador is the primary representative of the City in support of the IR Strategy and the Mayor and should be nominated by the Mayoral Committee. • The City Ambassador is an alternative to the Executive Mayor and City Manager. • The City Ambassador should also chair the proposed IR Council. • The primary role is to represent the City in key IR Fora (excluding those where the Mayor has an elected office or is required to attend). • This role is about mobilising the whole of society (business, educational institutions and civil society) in Johannesburg to further the IR agenda and bring profile, economic and other benefits to the city and its citizens.
IR Office	<ul style="list-style-type: none"> • Setting the IR agenda for the City, coordinating and managing the long-term strategic international positioning of the CoJ, and serving as custodian of the CoJ's IR Strategy and associated policies and guides.

Structure	Roles and Responsibilities
	<ul style="list-style-type: none"> • Developing an IR work programme – focused on engagement with identified stakeholders, partners, and networks, and the realisation of planned outcomes and impact. • Undertaking research to support the City-to-City relationships and Global Networks in which the City is engaged, and to establish a clear City position in respect of priority themes that form a focus of the IR Strategy. • Coordinating the IR programme and activities for the City (e.g., invitations, out-bound and in-bound delegations, the establishment of and tracking delivery against MOUs and action plans). • Interfacing with identified international stakeholders on behalf of the City. • Supporting political principals in the execution of their IR mandates. • Serving as the point of interface with other IR partners – including vertical and horizontal IGR partners, and functional departments (e.g., GPG and DIRCO). • Consolidating IR-related information (e.g., a database on memberships and affiliations; records of IR engagements). • Reporting on progress and assessing outcomes and impact. • Developing and maintaining a network of African city IR Practitioners. • Addressing protocol matters for the City (for administrators and political principals, excluding the Executive Mayor’s Office). • Information and Knowledge Management pertaining to IR – with this including the management of a central knowledge repository, development of IR-related case studies, and oversight of and provision of access to all IR-related materials. • Monitoring and Evaluation of IR activities and measurement and reporting on IR progress and impact.
CoJ IR Forum	<ul style="list-style-type: none"> • Coordinate and support the delivery of IR obligations and activities in respective Departments or areas of interests. • Primary forum for city officials to engage on IR matters.
Provincial / National IR Forum	<ul style="list-style-type: none"> • A forum for the Gauteng Provincial Government and the Gauteng Metro’s but could be expanded to DIRCO representation. • This forum should focus on coordination and enhance collaboration in the IR space.
City IR Council	<ul style="list-style-type: none"> • This is a proposed high profile advisory structure including business, education and civil society. • It should comprise selected leading members of business, academia, and civic society in the city with an interest in international relations – for instance in respect of inward investment or tourism or educational /cultural exchange. • The purpose is to ensure greater transparency and broader buy-in, as well as active support for the IR Strategy (ideally with additional resource mobilisation). • This IR Council should also be an advisory structure and sounding board for the Mayor.
Departmental IR Champions	<ul style="list-style-type: none"> • Officials are responsible for driving functionally-related IR activities – aligned to the GDS outcomes and the IR Strategy provisions – and for monitoring, evaluating, and reporting on progress.

6 Operational Roadmap 2021 to 2026

The table below sets out the Operational Roadmap for the IR Strategy over the next five years. The Delivery Pillars and Sub-Pillars relate to those reflected within the CoJ’s IR Strategy set out above (see **Section 4.7**). In addition, the Roadmap includes a set of cross-cutting issues aimed at creating a more Enabling Institutional Environment in support of the implementation of the IR Strategy. These are not within the control of the IR Unit and will require a response from the City of Johannesburg.

Table 12: IR Operational IR Roadmap

Delivery Sub-Pillar	Focus Year 1-5 (2021-2026)	Year 5 Outcome/End state
Delivery Pillar 1: Internationalisation		
1.1 Global networks	<p>Immediate priorities:</p> <ul style="list-style-type: none"> • Annual and 5-year global network action plan. • Development of position papers for economic (trade, investment and tourism), environmental and spatial IR actions by relevant departments. <p>Key actions:</p> <ul style="list-style-type: none"> • Secure / maintain political positions in decision-making bodies • Assess new requests on case-by-case basis • Identify relevant technical working groups presenting opportunities to the City and propose functional representatives • Ad hoc global engagements (webinars) • Audit/progress regarding global commitments • Annual assessment / progress report • Payment of annual fees • Manage day-to-day global network relationships 	<ul style="list-style-type: none"> • The City is acknowledged globally as a leader in networks linked to the urban development and city government space. • The City and its political leadership are profiled positively across all significant networks (both local and international media outlet). • Skills obtained from global engagements and CoJ is capacitated. • Positive media coverage on the CoJ’s involvement in global networks. • The City is well represented in global networks.
1.2 City-to-City engagement	<p>Immediate priorities:</p> <ul style="list-style-type: none"> • Development of position papers for economic (trade, investment and tourism), environmental and spatial IR actions by relevant departments. • Undertake City-to-City assessment and develop an engagement plan, including an: 	<ul style="list-style-type: none"> • All City-to-City relationships agreements are aligned with the CoJ’s 2021 IR Strategy. • All strategic City-to-City MOUs are delivered on in terms of agreed Action Plans. • No dormant City-to-City agreements in place.

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Delivery Sub-Pillar	Focus Year 1-5 (2021-2026)	Year 5 Outcome/End state
	<ul style="list-style-type: none"> ➤ Implementation plan ➤ Conversion plan ➤ New partners (research on thematic focus) <p>Key actions:</p> <ul style="list-style-type: none"> • Develop a database of MOUs and action plans • Track agreements / collaborations and progress on action plan agreements • Manage renewal and signing of action plans 	<ul style="list-style-type: none"> • Project/ programme collaboration agreements are all reviewed via defined methodology, prior to entry.
1.3 National / Provincial / Metro coordination	<ul style="list-style-type: none"> • Gauteng IR Forum (DIRCO, Province, Metros) • Metro IR Forum 	<ul style="list-style-type: none"> • Regional city agreements and partnerships have impact on the city. • Alignment and co-ordination with provincial and national government. • Alignment and coordination with metros.
Delivery Pillar 2: Communications and Knowledge Management		
2.1 Communications	<p>Immediate priorities:</p> <ul style="list-style-type: none"> • Develop an IR Communications Plan targeted at various stakeholders <p>Key actions:</p> <ul style="list-style-type: none"> • Implement an IR awareness campaign around the new IR Strategy • Publish CoJ IR newsletter • Establish and maintain a dedicated CoJ IR website (or component of CoJ overall web site) • Develop and publicise an IR events calendar 	<ul style="list-style-type: none"> • Fully integrated CoJ IR marketing and communications plan across departments. • Improved and coordinated communications. • CoJ image and identity defined. • City materials relating to IR (benchmarks, marketing material, etc.) are readily available and easily accessible to support inbound and outbound missions, and stakeholder engagement. • The CoJ IR website receives significant visitors and is recognized as a valuable source of information.
2.2 Strategic events and stakeholder engagements	<p>Key actions:</p> <ul style="list-style-type: none"> • Hosting international events - these events are expensive and complex and require considerable planning and resource mobilisation, and the City should target no more than one possible event for selection, bidding and 	<ul style="list-style-type: none"> • Involvement of the City in IR-linked content-based events aligns with defined criteria. • The City is recognized globally as a significant role-player in

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Delivery Sub-Pillar	Focus Year 1-5 (2021-2026)	Year 5 Outcome/End state
	<p>planning in this term.</p> <ul style="list-style-type: none"> • Quarterly Roundtables (focusing on strategic topics aligned to thematic areas) 	<p>successfully hosting of strategically-aligned network events.</p> <ul style="list-style-type: none"> • Participants in both inbound and outbound missions are consistently positive about the support received by the IR Unit (e.g., information provision; gifts; official briefings). • The City is recognized by role-players across all three spheres of government as a key contributor to IR efforts. • The City has a unified and coordinated approach on IR matters through the IR Council. This City has a well-defined mandate, and all partners are well informed. • Multiple stakeholders (IGR, academic, practitioner, civil society, etc.) view the City's IR approach positively.
<p>2. 3 Monitoring & Evaluation and Knowledge Management</p>	<p>Key actions:</p> <ul style="list-style-type: none"> • Develop and disseminate an annual progress report on global commitments and IR activities • Develop IR-related case-studies, key lessons and learning notes based on CoJ experience and IR activities • Establish an IR resource library / repository of all IR-related reports and materials in cooperation with CoJ Knowledge Management • Establish a process for formal debriefs for all international engagement across the City 	<ul style="list-style-type: none"> • Knowledge and information managed and shared optimally – supporting the advancement of the City's IR agenda, adoption of best practice, improved service delivery and skills development. • The City is recognized as a leading contributor to knowledge relating to the IR domain and practices. • Aligned and consistently represented City position. • City representatives fully prepared prior to IR engagements. • All post-event reports available and include relevant information to assess value/ impact/ replicable areas arising from IR engagements. • The City has resource library and maintains sufficient institutional memory.

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Delivery Sub-Pillar	Focus Year 1-5 (2021-2026)	Year 5 Outcome/End state
Delivery Pillar 3: Strategic Advice and Support		
3.1 IR Coordination	<p>Immediate priorities:</p> <ul style="list-style-type: none"> • Develop a proposal and secure support for the establishment of the IR Council and appointment of a City Ambassador (as chair of the Council) <p>Key actions:</p> <ul style="list-style-type: none"> • Promote and support the re-activation of a Gauteng Provincial IR Forum 	<ul style="list-style-type: none"> • Interdepartmental engagement on IR matters fosters collaboration and understanding of IR – and supports delivery on the City’s IR Strategy. • City can oversee and understand, always, IR engagements undertaken and planned. • IR Forum is well attended and renders meaningful strategic, knowledge management and operational outputs. • Role of City Ambassador well defined and executed.
3.2 Protocol advisory and support	<p>Key actions:</p> <ul style="list-style-type: none"> • Maintain and manage: <ul style="list-style-type: none"> ➢ Protocol guidelines ➢ Official passports ➢ Flag bank ➢ Classification of events and JOC requirements ➢ Protocol requirements at events ➢ Membership policy review 	<ul style="list-style-type: none"> • A City that is recognized for following suitable protocol in its IR engagements. • City representatives are fully prepared to serve and support the City as ‘ambassadors’ on the international stage. • All official passports can be accounted for and are always secure. • Membership policy and database is operational and up to date.
3.3 International engagement management	<p>Key actions:</p> <ul style="list-style-type: none"> • Trip research and preparation for Private Office of Executive Mayor: <ul style="list-style-type: none"> ➢ Briefing packs ➢ Programmes ➢ Speeches ➢ Thematic briefing packs ➢ Logistics ➢ Close-out report 	<ul style="list-style-type: none"> • Well managed international travel plans aligned to City’s IR strategy. • Ad hoc support to Mayor. • International travel requests are well managed.

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Delivery Sub-Pillar	Focus Year 1-5 (2021-2026)	Year 5 Outcome/End state
Enabling Institutional Environment		
Institutional Location	<ul style="list-style-type: none"> • Institutional review to identify the optimal location of the IR function and its status (e.g., Unit, Directorate etc.). • This must be part of a broader institutional review and must consider the revised IR strategy and its renewed emphasis on key economic and other outcomes for the city. 	<ul style="list-style-type: none"> • An optimal institutional location and appropriate status for the IR function so that it can better support the City’s IR Strategy and the objectives as outlined in the Strategy.
Capacity	<ul style="list-style-type: none"> • The proposed IR strategy requires an appropriately capacitated unit with the requisite skills and human resources. • This requires a functional analysis and consideration of the IR responsibilities (especially the new proposals such as the IR Council) which will require adequate staffing. • This capacity review should include the identification of the human resource requirements, securing the necessary budget, developing job profiles and recruiting the staff. 	<ul style="list-style-type: none"> • A well-capacitated and effective IR function that fully meets the objectives of the IR Strategy and delivers an IR “return” to the City.
IR Thematic Position Papers	<ul style="list-style-type: none"> • The IR Strategy needs to be guided by an appropriate position from the City with respect to the key thematic areas. • This requires the coordination of key City departments to develop clear position papers with respect to the following: <ul style="list-style-type: none"> • Economic development issues for IR action (including trade, investment and tourism) • Environmental issues for IR action • Spatial issues for IR action 	<ul style="list-style-type: none"> • Clear position papers in respect of the IR intent and actions across the thematic areas of economic development (including trade, investment and tourism); environmental and spatial issues.

7 Appendices

7.1 Appendix A: Current Commitments - Global Networks

The City of Johannesburg currently actively participates in seven key global networks including: C40 Cities, FMDV, ICLEI, Metropolis, UCLG, UCLGA, and Urban 20.

Table 13: C40 Cities Climate Leadership Group (C40)


Entity:	C40 Cities Climate Leadership Group (C40 Cities)					
Year Established:	2005					
CoJ Membership:	CoJ is a member					
Core Mandate:	<ul style="list-style-type: none"> C40 is a network of the world's megacities committed to addressing climate change. C40 supports cities to collaborate effectively, share knowledge and drive meaningful, measurable and sustainable action on climate change. 					
Programmes / Focus Areas:	<ul style="list-style-type: none"> C40 works across multiple sectors and issues and convenes networks that provide a range of services in support of cities' climate change efforts. The networks are organised into various initiatives which cover the following: <table border="1" data-bbox="432 1021 1382 1370"> <tr> <td> 1. Adaptation Implementation <ul style="list-style-type: none"> Connecting Delta Cities Cool Cities Urban Flooding </td> <td> 3. Energy and Building <ul style="list-style-type: none"> Clean Construction Forum Clean Energy Municipal Building Efficiency New Building Efficiency Private Building Efficiency </td> <td> 4. Food, Waste and Water <ul style="list-style-type: none"> Food Systems Sustainable Waste Systems Waste to Resources </td> <td> 5. Transportation and Urban Planning <ul style="list-style-type: none"> Land Use Planning Mass Transit Mobility Management Walking & Cycling Zero Emission Vehicles </td> </tr> </table> 		1. Adaptation Implementation <ul style="list-style-type: none"> Connecting Delta Cities Cool Cities Urban Flooding 	3. Energy and Building <ul style="list-style-type: none"> Clean Construction Forum Clean Energy Municipal Building Efficiency New Building Efficiency Private Building Efficiency 	4. Food, Waste and Water <ul style="list-style-type: none"> Food Systems Sustainable Waste Systems Waste to Resources 	5. Transportation and Urban Planning <ul style="list-style-type: none"> Land Use Planning Mass Transit Mobility Management Walking & Cycling Zero Emission Vehicles
1. Adaptation Implementation <ul style="list-style-type: none"> Connecting Delta Cities Cool Cities Urban Flooding 	3. Energy and Building <ul style="list-style-type: none"> Clean Construction Forum Clean Energy Municipal Building Efficiency New Building Efficiency Private Building Efficiency 	4. Food, Waste and Water <ul style="list-style-type: none"> Food Systems Sustainable Waste Systems Waste to Resources 	5. Transportation and Urban Planning <ul style="list-style-type: none"> Land Use Planning Mass Transit Mobility Management Walking & Cycling Zero Emission Vehicles 			
CoJ Involvement	<ul style="list-style-type: none"> Steering Committee (2011) Board member C40 Land Use Planning Network Workshop (2016) 5th C40 Biennial Mayoral Summit (2014) Organized and hosted (on behalf of C40) regional training workshops on GHG measurement and reporting 					
Relevance to CoJ:	<ul style="list-style-type: none"> Building of efficiency policies: C40 is relevant for pioneering the development of building efficiency policies and regulations which supports the national pathway to net-zero carbon buildings. Capacitation for the Metropolitan : Creates a platform for leaders and policymakers to be equipped with the necessary tools and practical solutions. Also creates a platform to share common challenges and learn from experts and counterparts. 					
Reasons for membership:	<ul style="list-style-type: none"> Incorporating sustainability into current and plans/strategy of an ever-expanding City is vital. Understanding that the environment plays a pivotal role in sustainability of cities. Designing plans and projects that are not only sustainable but are based on sound evidence from shared experiences between cities. 					

Table 14: Fonds Mondial Pour le Développement Villes Global (FMDV)


Entity:	Fonds Mondial Pour le Développement Villes Global (FMDV)	
Year Established:	2010	
CoJ Membership:	<ul style="list-style-type: none"> • CoJ is a member 	
Core Mandate:	<ul style="list-style-type: none"> • The FMDV is a global network of local and regional governments initiated by members of United Cities and Local Governments (UCLG) and METROPOLIS whose mission is to develop and promote solutions for investment and financing of urban development. FMDV operates as both a network of expertise and an incubator of operational strategies and offers technical assistance and financial engineering. 	
Programmes / Focus Areas:	<p>FMDV focuses on the following activities:</p> <ul style="list-style-type: none"> • Advisory Support • Capacity Building • Platforms and Coalitions • Research and Advocacy 	
CoJ Involvement	<ul style="list-style-type: none"> • Vice-president (2014 - 2016) • Board member (2019 - 2021) 	
Relevance to CoJ:	<ul style="list-style-type: none"> • Advisory Support: Support and technical assistance across the entire financing value chain through political dialogue, capacity building. Support in the design and deployment of strategies and institutional mechanisms for financing urban development • Capacitation for the Metropolitan : Creates a platform for leaders and policymakers to be equipped with the necessary tools and practical solutions relating to the financing of urban development 	
Reasons for membership:	<ul style="list-style-type: none"> • Development of strategies to improve the financing for financing urban development and working together with various actors to overcome the financing challenges 	

Table 15: ICLEI - Local Governments for Sustainability


Entity:	ICLEI - Local Governments for Sustainability	
Year Established:	1990	
CoJ Membership:	CoJ is a member	
Core Mandate:	<ul style="list-style-type: none"> • ICLEI is an international non-governmental organization that promotes sustainable development. This is done by making makes sustainability an integral part of urban development and creates systemic change in urban areas through practical, integrated solutions. ICLEI provides technical support to cities, towns and regions to anticipate and respond to complex challenges, from rapid urbanization and climate change to ecosystem degradation. 	
Programmes / Focus Areas:	<ul style="list-style-type: none"> • Low emission development pathway: Curb’s climate change, creates new economic opportunities and improves the health of people and natural systems. • Nature-based development pathway: Protects and enhances the biodiversity and ecosystems in and around cities, which underpin key aspects of local economies. • Circular development pathway: Circular development builds sustainable societies that use recyclable, sharable, and regenerative resources. • Resilient development pathway: Resilient development makes resilience a core part of all municipal strategies and prepares for new risks and impacts considering the rights and needs of vulnerable sections of our society. • Equitable and people-centred development pathway: Equitable and people-centred development builds just, liveable, happy, and inclusive urban communities, addresses the systemic causes of poverty and in equality, and safeguards the natural support systems for human life. 	
CoJ Involvement	<ul style="list-style-type: none"> • ICLEI Africa Committee (2014) 	
Relevance to CoJ:	<ul style="list-style-type: none"> • Promotion of Sustainability: The City can understand the importance of creating a self-sufficient City that encourages urban development that is considerate of how population growth impacts the living conditions of all citizens of the City. • Promotion of a Resilient City: Enabling CoJ to create a city that is resilient through quiet times as well as times of stress (economic, political, social, and health-related) through exposure to the experiences of the other cities. 	
Reasons for membership:	<ul style="list-style-type: none"> • Incorporating sustainability into the current plans/strategy of an ever-expanding City is vital. • Understanding that sustainability is more than merely ensuring that rates and taxes are paid, and that each person has access to some form of housing. • Ensuring that the need of an expanding population is met with plans that consider how this impacts urbanisation and how best to ensure a healthy City. 	

Table 16: Metropolis


Entity:	Metropolis	
Year Established:	1984	
CoJ Membership:	CoJ is a member	
Core Mandate:	<ul style="list-style-type: none"> • Metropolis serves as a hub and platform for metropolises to connect, share experiences, and mobilize on a wide range of local and global issues. Metropolis aims to connect political leaders, policymakers, and practitioners worldwide to advocate metropolitan interests and improve the performance of metropolises in addressing local and global challenges. 	
Programmes / Focus Areas:	<p>Based on the Strategic Action Plan 2021-2023, Metropolis' next three-year mandate will focus on the following:</p> <ul style="list-style-type: none"> • Strengthen global leadership on metropolitan diplomacy and advocacy <ul style="list-style-type: none"> – Common political metropolitan narrative – Metropolitan perspective in global agendas – Global alliances strategy vis-à-vis other networks and actors • Build adaptive capacities for metropolitan governance <ul style="list-style-type: none"> – Shared vision of the metropolises of the future – Support for the development and implementation of metropolitan – Localizing global agendas at the metropolitan scale, the 2030 Agenda and its Sustainable Development Goals • Foster within Metropolis an accountable and sustainable internal governance culture <ul style="list-style-type: none"> – Caring organization – Financially sustainable association – Transparency and accountability – Environmentally friendly association • Resilient association 	
CoJ Involvement	<ul style="list-style-type: none"> • Co-President (2014-2016) • Board of Directors (2019) • Regional Secretary (2014 – 2016) • Host of the Metropolis Annual Meeting. (2013) 	
Relevance to CoJ:	<ul style="list-style-type: none"> • Enhancing global connections: Through global connections and international conferences, this allows a platform for the City to connect with global leaders on global political discussions. This helps support the implementation of international agreements. • Capacitation for Metropolitan Governance: Platform for top leaders to identify shared challenges and gain insights on practical solutions for the delivery of services to metropolitan cities. This allows the City to gain insights on solutions to tackle concerns and issues experienced by other metropolitan cities. 	
Reasons for membership:	<ul style="list-style-type: none"> • Creating a platform for metropolises to share key lessons learnt, collaborate and ensure the sustainability of key areas of development such as leadership and governance. 	

Table 17: United Cities and Local Governments (UCLG)


Entity:	United Cities and Local Governments (UCLG)	
Year Established:	2004	
CoJ Membership:	CoJ is a member	
Core Mandate:	UCLG, is a global network of cities and local, regional, and metropolitan governments and their associations. UCLG is committed to representing, defending, and amplifying the voices of local and regional governments to leave no-one and no place behind.	
Programmes / Focus Areas:	<ul style="list-style-type: none"> • Strengthening the UCLG Network: Enhancing political participation, creating new tools for synchronized action, renewing partnerships with different actors and ensuring shared ownership across the membership enhances our transparency, democratic participation, and accountability. • Policy and Advocacy: Making proposals concerning the role and perspective of local and regional governments on the definition of the next phase of the global development agendas and increasing national and international support and recognition for the role of local and regional governments in the implementation process. • Implementation: Identify and foster efforts by membership to achieve the global agendas at the territorial level. • Learning: Through training, creating a learning culture throughout the organisation and promoting decentralized cooperation as a key tool of international cooperation and development programmes. • Monitoring and Reporting: Ensure that local and regional experience influence the implementation and assessment of the global agendas, by contributing to local and regional governments’ storytelling, and informing the reporting done by national governments. 	
CoJ Involvement	<ul style="list-style-type: none"> • Co-Chair of the UCLG Policy Council on Territorial, Multilevel Governance and Sustainable Financing (2020) • President (2016-2019) • Metropolis Representative of UCLG World Council (2014 – 2016) 	
Relevance to CoJ:	<ul style="list-style-type: none"> • Enhancing political participation: Ensuring that there is active political participation to ensure those with the decision-power are involved in all aspects. • Increasing active participation: Through role definition of the various stakeholders in the City’s development. • Allowing active learning: From other cities and implementing development and growth policies for the future sustainability of the City. 	
Reasons for membership:	<ul style="list-style-type: none"> • Membership allows the City access to varied perspectives on development, both in developed and –under-developed cities and allowing CoJ to make evidence-based decisions in terms of policy adoption/implementation. 	

Table 18: United Cities and Local Governments of Africa (UCLGA)


Entity:	United Cities and Local Governments of Africa (UCLGA)	
Year Established:	2005	
CoJ Membership:	CoJ is a member	
Core Mandate:	<p>The vision of UCLG Africa is “Building African Unity and Driving African Development through the Grassroots.” To achieve this vision UCLG Africa’s Mission Statement outlines its principal goals to:</p> <ul style="list-style-type: none"> • Unite African local government; place it in the continental political and economic development context and represent it in all relevant forums • Strive for the establishment of local government as a distinct sphere of government working in support of national and other spheres of government in Africa • Ensure democracy, equality and respect for human rights at the local level • Promote sharing of human and intellectual capital as well as other resources among local authorities in Africa • Empower local governments through research, training and capacity development • Pursue sustainable development in partnership with institutions, structures and programs of the same mission 	
Programmes / Focus Areas:	<p>UCLG-Africa sets up a series of programmes which have their own minisites these include, amongst others:</p> <ul style="list-style-type: none"> • Africities • African Mayor Awards • African Local Government Academy (ALGA) • Climate Change Task Force • Continental Dialogues: Africa Union, EU-Africa Relationships • Global Dialogues: New Urban Agenda, Sustainable Development Goals • Local Economic Development Network of Africa (LEDNA) • National Dialogues: African Charter on Decentralization • Pan African Peer Review Facility • Professional Networks: Africa MAGNET, Africa FINET, Africa TECHNET • Regional Dialogues: Regional Economic Communities • African Capitals of Culture 	
CoJ Involvement	<ul style="list-style-type: none"> • Host of the 7th Edition of the Africities Summit (2015) • Board of UCLG Africa TechNet (2017) 	
Relevance to CoJ:	<ul style="list-style-type: none"> • Ownership of growth and development: Allowing CoJ to not only adopt policies that will ensure sustainable development but also allowing CoJ to tailor each response to the specific needs of the City • Fostering independence: Promoting CoJ to create independence in terms of decision making • Empowerment of CoJ means that the city will make decisions that are in the best interest of its citizens, ensuring an inclusionary process of growth and development of the City that takes the needs of all into consideration 	
Reasons for membership:	<ul style="list-style-type: none"> • Membership allows the City access to varied perspectives on development, based on an African perspective with collaboration of various African Cities in term of lessons learnt, information sharing etc. 	

Table 19: Urban 20

Entity:	Urban 20 (U20)	URBAN20
Year Established:	2017	
CoJ Membership:	<ul style="list-style-type: none"> • CoJ is a member 	
Core Mandate:	<ul style="list-style-type: none"> • The U20 brings together mayors from major G20 cities to inform the discussions of national leaders at the G20 and establishes a platform for cities to collectively inform G20 negotiations. 	
Programmes / Focus Areas:	<p>U20 runs parallel to the G20 process and strives to:</p> <ul style="list-style-type: none"> • Build a platform on behalf of urban centres and in close collaboration with global networks of local governments, to be shared collectively with G20 leaders. • Enrich the G20 agenda by exploring synergies and contributing the unique perspectives and good practices from cities. • Propose joint solutions to enhance climate action and sustainable economic development by presenting a communique which leverages existing G20 policy recommendations and international frameworks as well as recommendations from cities. • Invite G20 members to include in each annual discussion strategic or urgent urban subjects that require synergistic solutions with national governments from the short to the long term. 	
CoJ Involvement	<ul style="list-style-type: none"> • Participation in U20 Sherpa Meeting 	
Relevance to CoJ:	<ul style="list-style-type: none"> • Global vision: Allows the city to have a seat at the table in the global discussions to enhance the role of cities as global economic and political leaders. • Platform for urban centres: The city works in close collaboration with global networks and local governments and has a platform to hare collectively with G20 leaders. 	
Reasons for membership:	<ul style="list-style-type: none"> • Develop joint solutions with other cities through presenting communique as union which leverages on existing G20 policy. 	

7.2 Appendix B: Current Commitments - City to City Agreements

The City of Johannesburg currently has eight active City-to-City agreements in place across five continents, including:

- Addis Ababa (Ethiopia);
- Birmingham (UK),
- Montreal (Canada);
- New York (USA),
- Ramallah (Palestine);
- Rio De Janeiro (Brazil);
- Shanghai (China); and
- Windhoek (Namibia).

These are indicated in the map below and the summaries following.

Figure 9: Map of City-to-City Agreements



Table 20: Addis Ababa


City:	Addis Ababa	
Country:	Ethiopia, Africa	
Type of Relationship:	City-to-City Relationship	
Year Signed:	2003	
Timeline of Agreement:	2014-2021 (action plan) – not signed	
Areas of Collaboration:	<p>The following areas of collaboration have been proposed to Addis Ababa by CoJ:</p> <ul style="list-style-type: none"> • Collaboration in international forums <ul style="list-style-type: none"> – C40 • Environment and Infrastructure Services <ul style="list-style-type: none"> – Waste Management (in collaboration with Pikitup) – Waste-to-energy plant like the Robinson Deep • Transport <ul style="list-style-type: none"> – Transport planning – BRT implementation – Management and transformation of minibus taxis – Green transport • Development Planning <ul style="list-style-type: none"> – GIS/LIS – Strategic Planning 	
Progress to date:	<ul style="list-style-type: none"> • The City of Johannesburg has had various interactions with Addis Abba through various administration from Mayor Masondo. The MOU signed in 2003 was dormant but was revitalised in 2014 by Mayor Tau and the Mayor Kuma (Addis Abba mayor). An action plan was developed in 2014 which pans to 2021. • In 2016 there is an action plan which was signed by the Deputy Mayor and then the politics of the City changed. • Johannesburg and Addis Ababa have exchanged high-level skills exchange visits from 2014-2016. 	

Table 21: Birmingham


City:	Birmingham	
Country:	United Kingdom, Europe	
Type of Relationship:	City-to-City Relationship	
Year Signed:	2001	
Timeline of Agreement:	2015-2021 (action plan) – not signed	
Areas of Collaboration:	<p>The MOU states that programmes should be developed by both parties that will be mutually beneficial and practical, impacting on wider communities. Within this framework, the MOU provides for the following:</p> <ul style="list-style-type: none"> • Good governance and administration skills to enhance efficient and effective local government. • Transfer of expertise, experience and investment. • Youth, with a special focus on education, music, culture and sports. 	
Progress to date:	<ul style="list-style-type: none"> • The City of Johannesburg has an MOU with the city of Birmingham which at this stage is a solidarity relationship. However, there is no signed action plan yet, but it is in process. There has been buy-in from MOEs and the Social Development Department through an initiative for young women initiative in collaboration with Birmingham. The initiatives are taking place virtually due to covid and are assisting in terms of knowledge sharing and exchange. 	

Table 22: Montréal


City:	Montréal	
Country:	Canada, North America	
Type of Relationship:	City-to-City Relationship	
Year Signed:	2015	
Timeline of Agreement:	2015-2017 (MOU)	
Areas of Collaboration:	<p>The MOU signed in 2015 covers the following areas of collaboration, exchange and cooperation:</p> <ul style="list-style-type: none"> • Smart technologies in energy (water, wind & nuclear) and water management; • Migration; • Safety; • Culture; • Transportation; • Social inclusion; and • Skills, knowledge and academic exchange 	
Progress to date:	<ul style="list-style-type: none"> • The City of Johannesburg has an MOU with the city of Birmingham which at this stage is a solidarity relationship. However, there is no signed action plan yet, but it is in process. There has been buy-in from MOEs and the Social Development Department through an initiative for young women initiative in collaboration with Birmingham. The initiatives are taking place virtually due to covid and are assisting in terms of knowledge sharing and exchange. 	

Table 23: New York


City:	New York	
Country:	United States of America, North America	
Type of Relationship:	Project collaboration	
Year Signed:	2003	
Timeline of Agreement:	2014 - ongoing	
Areas of Collaboration:	<p>MOU signed in 2003 was dormant and was only resuscitated when Johannesburg re-initiated discussions with New York in 2014. Although New York no longer signs MOUs, the importance of the relationship between the two cities was confirmed and it was agreed to build on the original in the following areas:</p> <ul style="list-style-type: none"> • Public Safety <ul style="list-style-type: none"> – Knowledge exchange with the City of New York on the roll-out and implementation of crime prevention strategies. – Training of a group of CoJ Public Safety officers on the different approaches being taken in NYC which could be replicated in the CoJ. – Knowledge exchange on the NYC police training, structures utilised, institutional capacity and resources. • Economic Development Collaboration/Programme <ul style="list-style-type: none"> – Establish and deepen relations with the NYC Economic Development Unit. – Organise a targeted business seminar to attract potential investors. – Develop a business and tourism strategy to market Johannesburg as a tourism and business destination. • Private Sector <ul style="list-style-type: none"> – Media Blitz publishing CoJ as an attractive destination for business and world-class city for getaway on the African continent. – Publicity through a visit and possibly an opening or closing bell at the Nasdaq as well as business breakfast at the NYSE, Greater New York Chamber or the Harvard Club. • People-to-people cooperation <ul style="list-style-type: none"> – Knowledge and people-to-people exchanges through involvement of the Department of Community development. 	
Progress to date:	<ul style="list-style-type: none"> • There is currently no action plan in place 	

Table 24: Ramallah


City:	Ramallah	
Country:	Palestine, Middle-East	
Type of Relationship:	City-to-City Relationship	
Year Signed:	2013	
Timeline of Agreement:	2015 – ongoing Action plan (2021 – 2026)	
Areas of Collaboration:	<p>Four key areas of collaboration were identified, each with its own action areas, to give effect to and to operationalize the MOU. The core collaboration areas include:</p> <ul style="list-style-type: none"> • Political collaboration; • Citizen-to-citizen programmes; • Smart practices; • Initiatives supporting sustainable development. 	
Progress to date:	<ul style="list-style-type: none"> • Through the strengthening of political relations a monumental statue of Nelson Mandela was donated to Ramallah. • In terms of municipal collaboration, the CoJ IR Strategy was shared with Ramallah to facilitate knowledge exchange. • In 2014 there was student exchange where the WITS SRC President visited Birzeit University in November 2014 as part of the political delegation. 	

Table 25: Rio de Janeiro


City:	Rio de Janeiro	
Country:	Brazil, South America	
Type of Relationship:	City-to-City Relationship	
Year Signed:	2014	
Timeline of Agreement:	2014-2016	
Areas of Collaboration:	<p>The key objective of the MOU is to establish the basis and conditions for cooperation through the promotion of joint activities and exchanges to strengthen and enhance relations between the cities and their citizens and to undertake work together in appropriate ways towards achieving growth and development related to social, economic and environmental goals. Areas of cooperation include:</p> <ul style="list-style-type: none"> • Political coordination in international forums. • Smart city, technology and digital inclusion. • Public management, participation and accountability mechanisms. • Urban mobility, traffic and mass transportation management. • Sustainable development and resilience. • City planning processes and social inclusion policies. • Business promotion. 	
Progress to date:	<p>For the 2014-2016 period the following 4 areas of collaboration were agreed upon:</p> <ul style="list-style-type: none"> • Coordination and cooperation at a political and executive level on common interest and mutual support in international relations and cooperation. • Information sharing and exchange of experiences between the two organizations. • Development and implementation of joint and common projects such as cultural exchanges and knowledge exchanges. • The Action Plan was approved by various CoJ committees including the Governance Section 79 Committee. • In terms of political coordination in international forums as well as sustainable development and resilience some strides were made as CoJ is represented on both the C40 Steering Committee and Board of Directors. 	

Table 26: Shanghai



City:	Shanghai	
Country:	China, Asia	
Type of Relationship:	City-to-City Relationship	
Year Signed:	2015	
Timeline of Agreement:	2015-2017 (action plan) Business MOU was signed	
Areas of Collaboration:	<p>A business MOU was signed, and an action plan was developed which proposed collaboration in the following areas:</p> <ul style="list-style-type: none"> • Business cooperation and trade <ul style="list-style-type: none"> – Signing of MOU between CPIT and JCCI – Hosting of an Investment seminar in Johannesburg facilitated by CoJ. • Smart City <ul style="list-style-type: none"> – Huawei support for ICT Hub, JEDI training, and proof of concept precincts • Green Economy <ul style="list-style-type: none"> – CoJ Green Eco programme (DED) – The Technology & Human Resources for Industry Programme (THRIP) – Enterprise Investment Programme (EIP) • Urban Development <ul style="list-style-type: none"> – Investment in selected Inner City properties and areas • Culture <ul style="list-style-type: none"> – Joburg Ballet and Shanghai Ballet exchange programme • Official visits <ul style="list-style-type: none"> – Africities 	
Progress to date:	<ul style="list-style-type: none"> • There is currently no action plan in place. 	

Table 27: Windhoek

City:	Windhoek	
Country:	Namibia	
Type of Relationship:	City-to-City Relationship	
Year Signed:	2005	
Timeline of Agreement:	2018 - ongoing	
Areas of Collaboration:	<ul style="list-style-type: none"> • Exchanges and cooperation in Climate Change and Environment: <ul style="list-style-type: none"> – Working in collaboration within leading organisations such as ICLEI and C40. – Joint research to promote technological advancement. – Training sessions and forums to strengthen the capacity of experts in the field. • Knowledge and information sharing on policies and development strategies to promote economic growth to boost local economy and support business investments. • Culture, arts and tourism. • Knowledge sharing in urban planning, organisational transformation, governance and performance management, public transport. 	
Progress to date:	<ul style="list-style-type: none"> • Windhoek and Johannesburg signed an MOU in 2005. This was since both countries fell under the Southern African jurisdiction and the trajectory of the liberation struggles of the cities were intertwined. From this common cause, an informal alliance between the ANC and SWAPO was created. 	

7.3 Appendix C: CoJ IR Stakeholders

Stakeholder (Alphabetically Listed)	Key Interest & Issues	Influence / Power	Interest	Communication Vehicle	Frequency of Communication
Business Organisations	<ul style="list-style-type: none"> Insight into the City's IR activities and benefits accruing from these activities. Participation in, and support for, international engagements aimed at promoting trade, investment and tourism. 	Medium	High	<ul style="list-style-type: none"> Website Newsletter CoJ Annual Report IR Council Reports 	Ongoing general communication Annual report back
Citizens of the City	<ul style="list-style-type: none"> Insight into the City's IR activities and benefits accruing from these activities. 	Medium	High	<ul style="list-style-type: none"> Website Newsletter CoJ Annual Report 	Ongoing general communication Annual report back
City Ambassador	<ul style="list-style-type: none"> The City Ambassador is the primary representative of the City in support of the IR Strategy and should also chair the proposed IR Council. The primary role is to represent the City in key IR Fora (excluding those where the Mayor has an elected office or is required to attend). Requires ongoing, active support through research, advice and secretarial support. 	Medium	High	<ul style="list-style-type: none"> Quarterly reports 	Ongoing general communication Quarterly Annual report back
City IR Council	<ul style="list-style-type: none"> This is a proposed high profile advisory structure including business, education and civil society. Requires ongoing, active support through research, advice and secretarial support. Need regular updates on progress with IR strategy. 	Medium	High	<ul style="list-style-type: none"> Quarterly reports Newsletter 	Ongoing general communication Quarterly Annual report back
City Manager	<ul style="list-style-type: none"> The City Manager serves as the key representative of the City administration in respect of its IR agenda. The City Manager and delegated officials are responsible for signing Action Plans linked to MOUs, and agreements associated with functional project collaboration. Regular updates on progress with IR strategy. 	High	Medium	<ul style="list-style-type: none"> Quarterly reports Newsletter 	Quarterly
CoJ Department Heads	<ul style="list-style-type: none"> Required to support, and in instances, sign cooperation agreements. Must identify IR Champions and ensure that agreed IR and related processes are followed. Regular updates on progress with IR strategy. 	Low	Low	<ul style="list-style-type: none"> Quarterly reports 	Quarterly

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Stakeholder (Alphabetically Listed)	Key Interest & Issues	Influence / Power	Interest	Communication Vehicle	Frequency of Communication
CoJ IR Forum	<ul style="list-style-type: none"> Coordinate and support the delivery of IR obligations and activities in respective Departments or areas of interests. Departmental IR Champions are responsible for driving functionally-related IR activities – aligned to the GDS outcomes and the IR Strategy provisions – and for monitoring, evaluating, and reporting on progress. Required to provide feedback on IR activities within the Department. Need regular updates on progress with IR strategy. 	Medium	High	<ul style="list-style-type: none"> Quarterly reports Newsletter 	Ongoing general communication Quarterly Annual report back
Department of International Relations & Cooperation	<ul style="list-style-type: none"> Should be consulted in all instances of South African participation in international conferences and negotiations, whether in South Africa or abroad. Should be the entry point for all matters relating to international relations of national, provincial and local government as well as of other institutions of state. 	Low	Medium	<ul style="list-style-type: none"> Ad hoc communication as and when required Possibly through participation in key IR Fora 	Annual report back
Executive Mayor	<ul style="list-style-type: none"> The Executive Mayor serves as the primary representative of the City in respect of its IR agenda. For key strategic engagements, the Mayor is the primary representative of the City and is also the primary signing authority in respect of MOUs. Required to be kept informed of key IR activities and requires travel, protocol and related support. 	High	High	<ul style="list-style-type: none"> Quarterly reports 	Ongoing general communication Quarterly Annual report back
Gauteng IR Forum	<ul style="list-style-type: none"> IR forum of the Gauteng Provincial Government and Gauteng Metros aims at better coordination and collaboration with respect to international relations activities. 	High	Medium	<ul style="list-style-type: none"> Quarterly reports 	Ongoing general communication Quarterly
Gauteng Municipalities	<ul style="list-style-type: none"> Municipalities and councils are tasked with facilitating partnerships, engagements and international visits, attending conferences, etc., but are also required to engage with DIRCO. In the case of Gauteng Metro's, the integrated regional economy and broader region socio-economic interests require a more collaborative approach to international relations. 	Medium	Medium	<ul style="list-style-type: none"> Quarterly reports via the Gauteng IR Forum Newsletter 	Quarterly

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Stakeholder (Alphabetically Listed)	Key Interest & Issues	Influence / Power	Interest	Communication Vehicle	Frequency of Communication
Gauteng Provincial Government	<ul style="list-style-type: none"> Provincial government is tasked with facilitating partnerships, engagements and international visits, attending conferences, etc., and with engaging with the relevant DIRCO officials in respect of international visits and activities (whilst also continuing to make the necessary arrangements). IR forum of the Gauteng Provincial Government and Gauteng Metros aims at better coordination and collaboration with respect to international relations activities. 	Medium	Medium	<ul style="list-style-type: none"> Quarterly reports via the Gauteng IR Forum Newsletter 	Quarterly
Mayoral Committee	<ul style="list-style-type: none"> MayCom has overall and final political approval rights for the City's IR Strategy. Regular updates on progress with IR strategy. Support for the IR strategy. 	High	Medium	<ul style="list-style-type: none"> Quarterly reports 	Quarterly Annual report back
National Treasury IDC Unit	<ul style="list-style-type: none"> Focuses on providing municipalities and provinces with advice and links to relevant international institutions and development partners that may assist them (e.g., through providing access to investment or philanthropic support) for the purpose of implementing their development programmes. 	Low	Low	<ul style="list-style-type: none"> Annual report Newsletter 	Annual report back
Non-Governmental and Other Civic Organisations	<ul style="list-style-type: none"> Insight into the City's IR activities and benefits accruing from these activities. Participation in, and support for, international engagements aimed at supporting developmental issues in the city. 	Medium	High	<ul style="list-style-type: none"> Website Newsletter CoJ Annual Report IR Council Reports 	Ongoing general communication Annual report back
Other South Africa Metros	<ul style="list-style-type: none"> Other South African metros are tasked with facilitating partnerships, engagements and international visits, attending conferences, etc., but are also required to engage with DIRCO. There is a need to promote the profile and interest of all Metro's in South Africa and to ensure that limited resources are properly managed. This requires better cooperation and coordination across major Cities in South Africa. 	Medium	Low	<ul style="list-style-type: none"> Website Newsletter CoJ Annual Report 	Ongoing general communication Annual report back

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Stakeholder (Alphabetically Listed)	Key Interest & Issues	Influence / Power	Interest	Communication Vehicle	Frequency of Communication
South African Cities Network (SACN) / Metro International Relations Forum	<ul style="list-style-type: none"> • An established network of South African cities and partners that encourages the exchange of information, experience, and best practice on urban development and city management. • In terms of their IR role, the support, advisory services, research, and knowledge exchange roles of these organisations in relation to municipalities is extended to participation in international networks and bodies such as UCLG, UCLGA, Africities, and Metropolis IR Forum. • SACN convenes a Metro International Relations Forum. The International Relations Forum is a joint initiative of SACN and its member cities, with the primary purpose to engage in and develop a collective cities' agenda which clearly positions South African cities within global and national contexts and debates. 	Medium	Medium	<ul style="list-style-type: none"> • Website • Newsletter • Quarterly reports via Metro IR Forum • CoJ Annual Report 	Ongoing general communication Annual report back
South African Local Government Association (SALGA)	<ul style="list-style-type: none"> • The South African Local Government Association (SALGA) is an autonomous association of municipalities whose role is to represent the interest of the South African local government. • SALGA's role in IR includes support, advisory services, research and knowledge exchange in relation to municipalities, and participation in international networks and bodies such as UCLG, UCLGA, Africities, and Metropolis. • SALGA convenes the Council of Mayor's and the Municipal Manager's Forum, but there is no specific International Relations forum. 	Low	Low	<ul style="list-style-type: none"> • Website • Newsletter 	Ongoing general communication

7.4 Appendix D Stakeholder Consultations

In undertaking the 2021 IR Review, the following key stakeholders were interviewed:

Table 28: Stakeholders Interviewed

No.	Participant	Organisation/Designation
1	Michael Canham	Chief Director International Relations and Intergovernmental Relations / Gauteng Office of the Premier
2	Octavi de la Varga	Secretary General / Metropolis
3	Zayd Ebrahim	Director Integrated and Community Based Planning / City of Johannesburg
4	Jan Erasmus	Director Strategy and International Relations / City of Johannesburg
5	Jean-Francois Habeau	Executive Director / Global Fund for Cities Development (FMDV)
6	Sithole Mbanga	CEO/ South African Cities Network
7	Thusani Mulaudzi	Deputy Director International Relations and Networking / City of Johannesburg
8	Professor Fritz Nganje	Associate Professor of International Relations / University of Johannesburg
9	Ayanda Roji	General Manager Research, Policy and Knowledge Management, City Parks & Zoo / City of Johannesburg
10	Emilia Saiz	Secretary-General / United Cities and Local Governments
11	Rashid Seedat	Executive Director / Gauteng City Region Observatory
12	Benji Seitlhamo	Head Stakeholder Management, Department of Economic Development / City of Johannesburg
13	Eugene Zapata-Garesché	Global Director Strategic Partnerships and Head Latin America & Caribbean / Resilient Cities Network

7.5 Appendix E: Bibliography

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