

**SUSTAINING SERVICE PROVISION WITHIN  
MUNICIPALITIES IN THE  
NORTHERN PROVINCE WITH SPECIFIC  
REFERENCE TO DUIWELSKLOOF/GA-KGAPANE  
TRANSITIONAL LOCAL COUNCIL**

**BY**

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Submitted in fulfilment of the requirements for the degree of **MASTER OF  
PUBLIC ADMINISTRATION**, in the Graduate School of Leadership, Faculty of  
Management Sciences and Law,  
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**MAY 2001**

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## DECLARATION

I declare that the dissertation hereby submitted to the University of the North for the degree of Master of Public Administration has not previously been submitted by me for degree at this or any other University, that it is own work in design and in execution, and that all material contained therein has been duly acknowledged.

Signed:  \_\_\_\_\_

Date: 07/09/2001

## **ACKNOWLEDGEMENTS**

To the Lord Almighty for giving me the strength and wisdom that enabled me to walk this long distance.

To my beloved wife Dimakatso and kids, Precious, Pheladi and Masilo for their understanding, encouragement, unfailing support and endless love throughout my period of study.

To my supervisor Dr Mutuwafhethu John Mafunisa for his advice, constructive criticism, encouragement and guidance afforded to me to undertake and complete this study. To Mr Mohlake for the language editing and Mpho Mphahlele for compiling and packaging.

I also wish to express my sincere gratitude to Councillor Makoma Rasekgala, the Chairperson of the Executive Committee for Duiwelskloof/Ga-Kgapane TLC, for allowing me to conduct my studies within her institution and all staff, councillors and community members who have given me full co-operation in this study.

To all of my friends, family and colleagues, thank you for believing in me.

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# CHAPTER 1

## INTRODUCTION

### 1.1 Problem statement

In South Africa, there is a growing concern that the establishment of local government institutions as a vehicle for development is riddled with financial problems which will impact on the delivery of services. The fact that most communities are not paying for services rendered by their local authorities, adds woes for the local authorities in terms of finances.

The Minister of Finance, Trevor Manuel ([www.government.gov.za](http://www.government.gov.za) : February 2000) also stressed the financial problems of local authorities in his budget speech of the 23 February 2000. He indicated that local authorities need to be assisted financially. In his speech, he indicated that there is no secret that many of our local authorities are under financial stress. His observation was also supported by Rothman (Government Digest: June 2000:2), the Chairperson of the Western Cape Local Government Organisation, who indicated that on average, local government suffers under heavy financial burden and staff shortage. These indications, give a picture of the huge financial challenges facing South Africa's local government for proper service delivery to be attained.

It is not only the government which is aware of this prevailing situation but even the private sector. In fact, the latter is the one most aware; financial institutions in particular, given that they have for a long time been following this problem since most of them are bankers of the various local authorities. The General Manager of ABSA, Kobus Smith (Government Digest, June 2000: 8), in his address to delegates at the Western Cape Local Government Organisation, outlined that the difficult part of any transformation process remains the means required to implement the paradigm shift to create conditions for sustainable service delivery and development. He continued to emphasise that fiscal discipline, the determination of spending priorities, a balance between actual revenue and expenditure, less dependence on intergovernmental transfers and proper and diligent collection of revenue, are important ingredients for a successful system of local government.

The Minister of Provincial and Local Government, Sydney Mufamadi (Government Digest, April 2001:22), also acknowledges that most of the new municipalities are rather

cash-strapped, and have been waiting anxiously for guidance on how to make their books balance, while simultaneously, establishing the infrastructure needed to deliver crucial basic services to millions of people in rural areas who have yet to taste potable water, walk on maintained roads, access modern medicine, or use flush toilets. In this regard, he also realised the financial constraints and challenges facing local government.

## **1.2 Significance of the study**

The purpose for undertaking this study is to understand how the community, particularly the disadvantaged, can realise their role within their respective municipalities. The changing of attitudes towards municipalities, particularly when it comes to the payment of services rendered, has also influenced the undertaking of this study.

This study is basically undertaken because the role of the community could not be clearly defined for the past few years or so. The fact that local authorities were based on racial and ethnic conditions, provides the opportunity for this study to expose more interesting and challenging issues that emerged after the 1995 November local democratic elections. The lack of service delivery, mostly in the former black areas, led to a confrontation between the authorities and community members. The transformation process of local government has really set some major challenges which are difficult to identify. The fact that most former Black Local Authorities, established in terms of the *Black Consolidation Act of 1945* (Act 25 of 1945), had to be amalgamated with the former White Local Authorities and the gap and attitude that existed for many years, must not be ignored. Therefore, the above-mentioned is the main reason for the undertaking of this study, and the reason being that different approaches may be explored. This will also help improve on the negative perception that exists amongst most of the disadvantaged groups.

## **1.3 Objectives of the study**

The objectives of this study are to:

- (a) determine some of the factors that led to the collapse of service delivery;
- (b) establish strong and valid reasons for the non-payment of service;
- (c) determine the influence of demographic variables ( gender, age, race , educational level and job level) on the payment of services;

- (d) determine the level of capacity within municipalities, and
- (e) determine measures to assist in sustaining basic service delivery to the communities.

#### **1.4 Hypotheses of the study**

The first hypothesis is that, providing education, training and development to both officials and councillors encourage hard work. The second hypothesis is that, involving the community in the budgetary process increases awareness and understanding. The third hypothesis is that, a credit control policy that has been developed in consultation with the community, serves to enable ownership and thereby decreasing tension during implementation.

#### **1.5 Research Methodology**

The research methodology to be used in this study is the qualitative one because human beings are going to be involved particularly when it comes to interviews. The observation method will as well be used whereby people will be grouped together according to class, race, gender and age.

##### **1.5.1 Primary sources**

The primary data will be used which include structured questionnaire, interviews and government publication. A self-administered questionnaire calling for all respondents to raise their minds was used. The focus of the questions in the questionnaire was aimed at testing the hypothesis based on the problem statement (The questionnaire is attached as Annexure A on page 43).

##### **1.5.2 Secondary sources**

Information will also be drawn from the cut-off list of defaulters, letters of complaints from the consumers, list of consumers handed to debt collectors and the records of payment after implementation of credit control measures. Newspapers, journals, books and reports will also be used. The last method will be the review of literature in the form of the financial statements, focussing on the income and expenditure and the monthly

reports that are always submitted to the council.

### **1.6 Delimitation of study**

This research is limited only to local authorities in the Northern Province with specific reference to Duiwelskloof/Ga-Kgapane TLC. Not all the people will be interviewed but councillors, officials and some members of the community. The target population is the community members of ages above twenty-one (21) years Duiwelskloof/Ga-Kgapane Transitional Local Council. The sample size will be a hundred (100) members out of 14261 from the two wards, namely Duiwelskloof and Ga-Kgapane. According to Reaves (1992-356), population is defined as an entire group of objects, people or events that a piece of research attempts to find out about. A sample is defined by Sekaran (1992-226), as a subset or subgroup of a population.

### **1.7 Complexity of the study**

The first situation experienced in the research was that local government was in a final stage of transition. The research had to be considerate of the fact that small authorities were to be integrated with the bigger ones in terms of the tax base.

Secondly, the study for this dissertation was undertaken during the period January-March 2001. As a result of the election outcomes, senior officials and councillors were always busy in the establishment process of their respective municipalities. The situation resulted in the rescheduling of time in order to accommodate their tight schedule. The third situation is that, since most councillors were new, they could not answer all the questions forwarded to them without checking with their colleagues. There was also uncertainty on the part of municipal employees as to their individual personal future and this state of affairs affected their concentration in dealing with the questions asked.

## CHAPTER 2

### THE LOCAL GOVERNMENT PHILOSOPHY IN SOUTH AFRICA

#### 2.1 Introduction

The socio-political situation in South Africa has changed after the 1990 era which ushered in a new dispensation in the country. The important meaning of what local government is all about was clouded by the policies of apartheid which promoted separate development. This simply refers to a situation whereby development took place only in white settlement areas which could be identified as towns. On the other hand, the majority of black people was without access to clean water and electricity.

South Africa will not be the same again and all credit should be directed to those men and women of this country who dedicated their time to the negotiation process which started on a low note. The 1993 Kempton Park negotiations have enabled local government to change to a more inclusive and accountable system. It should be clearly noted that the current local government structure is more concerned about the provision of services and financial management systems. The provision of services simply refers to the delivery of water, housing, health, education and sanitation as contained in the *Constitution of the Republic of South Africa*, 1996 (Act 108 of 1996, Schedule 4(b)). Financial Management systems can be explained as a more effective and efficient way of utilizing public financial resources by ensuring that there is also accountability. Thus, a brief discussion on local government democracy and its objectives, challenges that confronted local authorities in November 1995 elections, local government finance and the powers and functions of local authorities will be presented.

#### 2.2 Understanding Local Government Democracy in South Africa

The local government transformation in South Africa took a dramatic turn when the former Black, Indian, Coloured and the White Local Authorities had to start working together in a process that was geared towards negotiating themselves out of the old apartheid system. The Black Local Authorities were established in terms of the *Black (Urban Areas) Act*, 1923(Act 21 of 1923) and the Indian Local Authority in terms of the

repealed *Group Areas Act*, 1950 (Act 41 of 1950).

The new dispensation was then faced with a real challenge to ensure that local government politics become more meaningful to even a lay-man on the ground. In order for the ultimate objectives of local government to be realised, the five tenets of democracy need to be highly considered. The following discussion will focus on these requirements of democracy.

### **2.2.1 Popular Consultation**

Democracy is defined simply as the rule by the people (Bekker, 1996:52). This means that the kind of governmental system based on elected representatives and allowing the participation of the community. According to Reddy (1996 :4), popular consultation is regarded as one of the hallmarks of democracy. He argues that a democratic government requires the consent of its country's citizens, whose rights it is bound to respect and protect. This is seen in many instances whereby a government cannot take a decision on sensitive policy issues without getting the view of the citizens by way of issuing a Government Gazettes calling for public comment. This is a clear indication of how serious a government views democracy and its principles. Popular consultation can thus be described as one of the important tools towards ensuring that the principle of democracy is well adhered to by everyone.

### **2.2.2 Popular Participation**

Popular participation can be described the same way as it is done above and this view is further strengthened by Reddy (1996:5) who defines it as an instance in which citizens are invited and expected to express their wishes on issues of governance. A democratic government ensures that its people are involved in the decision-making processes by way of presenting issues during meetings for members of the community. In South Africa, an example of this practice was witnessed during the various public hearings which were convened by the Demarcation Board in accordance to the *Municipal Demarcation Act, 1998* (Act. 27 of 1998) on issues of the demarcation and delimitations of wards within the various local authorities.

Involving members of the community in decision-making has got its own implications and

one of them is the potential of delaying decision making. In many local authorities around the country, the development of very important projects suffered the consequences of this hallmark whereby either some members of the community would want the project to be placed within their jurisdiction or an argument will erupt on how labour will be appointed.

### **2.2.3 Competition**

According to Reddy (1996:5-6), competition refers to a situation whereby people with different political views or ideological stand-points are allowed to articulate these views and canvass for their support from the platform of a political party of their choice. In simple terms, this implies that for democracy to be seen to exist, people should be allowed an opportunity to associate with political parties that seem to be in line with their thinking and also that the political party itself must have access towards propagating its policies without any intimidation. In the South African context, there are a number of examples that can be pointed out, such as the alliance that has been formed recently between the Democratic Party and the New National Party. This move indicates that political parties compete for support through an election or a vote. This is correct in the sense that all political parties do have an equal opportunity to lobby for support, however the strength and ambition is finally determined through a vote. In short, this also demonstrates the existence of democracy, although in certain circumstances, the losers will try to find some excuses.

### **2.2.4 Freedom of expression**

It is impossible to have members of the public participating in decision-making while they cannot freely express their views on a particular matter. In his argument, Reddy (1996:6) indicates that freedom of expression also serves to ensure that any concern is taken into consideration by government whenever decisions are to be made. In the case of South Africa, there is an example of the request made by the traditional leaders in September 2000 that their concerns of the demarcation process be seriously considered before the date of the local elections is announced. In their meeting with President Mbeki and the Minister of Provincial and Local Government, Sydney Mufamadi (Sowetan :2000), government has acceded to their outcry and thereby establishing a joint task team

to look into their problems and that also resulted in the delay to announce the date for the elections.

#### **2.2.5 Equality**

The policy of Equality, as one of the tenets of democracy, simply implies that all citizens should have equal access to political power and influence in shaping policy (Reddy, 1996:6). Reddy further argues that presence of the concept of equality is to ensure that each person has equal opportunity to develop their naturally endowed potential to the utmost. This argument can be challenged by most people from both disadvantaged and advantaged economic backgrounds in the sense that there will never be an instance whereby resources can be distributed equally. One of the examples is the question of affirmative action which seeks to bring equality within work environment. The intentions of the policy are good but what becomes questionable is the means used to achieve it. In some instances, this policy will even cut across the same disadvantaged whenever it is not properly implemented. It should therefore be accepted that there will always be inequality and this will happen between and among various socio-economic groups.

### **2.3 Objectives of Local Government democracy in South Africa**

When the process of change was initiated in South Africa, it became clear to the politicians that they will not have done much and justice towards removing the policies of discrimination if nothing was done at the local level. Presently, local government democracy in South Africa is unfolding as a result of section 152 of *the Constitution of the Republic of South Africa, 1996* ( Act 108 of 1996). The transformation process at the local government level was directed at achieving the objectives of the Constitution of the Republic of South Africa. The discussion below focusses on the key aspects that seek to ensure the involvement of the communities in determining their fate.

#### **2.3.1 Representation**

According to Section 152(1) (a) and (e) of the *Constitution of the Republic of South Africa, 1996* ( Act 108 of 1996), local government must strive to ensure that there is democratic and accountable government. The Section further indicates that the



communities and community organisations must be involved in matters of local government. This simply implies that the elected representatives must always ensure that the aspirations of the people who elected them into office, are well carried forward with their involvement.

### **2.3.2 Openness of policy-making**

When the African National Congress - led government was elected into office in 1994, one of the major issues which the party pronounced as a way of reinforcing the democratic principles were transparency and accountability. Reddy (1996:12) stresses the importance of involving the community in policy making in support of the abovementioned principles. He also acknowledges that members of the public may not have the same amount of expertise, everyone may have the necessary skill that might add value.

### **2.3.3 Constant dialogue**

According to Reddy (1996 :11-12), councillors must have an opportunity to listen to the views of their constituencies and must also express theirs. This means that all elected office bearers, such as councillors, must ensure that there is a constant interaction through ward meetings. This will assist in ensuring that the views from role players are properly taken into consideration and sometimes negative perceptions could be managed at that level. This view is also supported by Craythorne (1997:100) who emphasises the importance of communication. He describes communication as the imparting of information, ideas or feelings.

### **2.3.4 Accountability**

It has been indicated earlier on that one of the key principles of government is to ensure that there is accountability. In South Africa this is further made possible by the fact that the country is a democratic state whereby political office bearers are elected for a period not exceeding five years. Cloete (1996:18) refers to the concept of accountability as the giving of an explanation or a reckoning of the manner in which an institution performed every specific function for which it has been made responsible. This definition carries two

important words that also support the earlier argument on dialogue, namely explanation and responsibility. Explanation simply refers to giving account of one's action while responsibility means accepting the consequences that might arise.

Reddy (1996 :12) supports the above view by indicating that accountability means being put in a position to give account of one's stewardship and this includes financial and representational accountability. An example of financial accountability can be portrayed by referring to the fact that the community pays money to the local authority for services rendered. Therefore, what is expected afterwards is that the local authority has a responsibility of managing these resources properly, hence there is the Auditor-General who needs to double check this aspect. On the other hand, the representational accountability is demonstrated by way of municipal councillors ensuring that the policies of their party are well implemented.

### **2.3.5 Self-determination**

Reddy (1996 :11) indicates that self-determination demands that decision making takes place at the level where one can truly participate. This implies that every member of the community must be allowed an opportunity to raise his/her opinion and this can practically happen when the platform created is small enough to assist in the process. In South Africa, this can only be made possible by ensuring that the wards are not large, whereby many people may not be closer to the central point where this kind of platforms are created. In an instance whereby too many people are involved, it is always assumed that whoever attends, will as well speak on the behalf of others.

### **2.3.6 Financial management process**

According to Reddy (1996 :12), the viability of local government, the level at which services are mostly rendered and the quality of those services, are inextricably linked to the financial resources available to it. For the local authority to operate and also be in a position to provide services, it is very important for financial resources to be made available, and the only way is through revenue collection. For the community to be encouraged to pay for services, they need quality services to be provided. But it is also important to note that local authorities need money to provide those services.

## **2.4 Challenges which confronted Local Government - 1995 Elections**

The processes that unfolded during the Local Government Negotiating Forum in 1993, had to reach an end, and the only way in which that could be done was for an election to be held at local level. That same step was achieved, since November 1995 was set as a date for the first democratic local government election in South Africa and there were challenges that confronted local government in South Africa.

### **2.4.1 Political**

The political changes in South Africa since the 1994 national elections have brought a lot of changes throughout the system of government. At the local level, the kind of system that existed was based on racial division and was much dominated by racial confrontations as opposed to focussing on developmental issues. It is therefore very clear that the 1995 local elections has been difficult to manage because of the enormous challenge to bring the required stability in that sphere of the government.

### **2.4.2 Provision of services**

Cloete (1995 : 26) indicates that the immediate short-term goal is to provide services to satisfy the basic health and functional requirements of individuals while the medium-term goal is to provide services to sustain economic growth and the long-term one is to effect equal and equitable access to services for all local residents. Looking at this argument, there are a number of questions which can be raised at this last term of office for the councillors elected at the 1995 elections. One is not thoroughly convinced as to whether the elected councillors did successfully implement all of the above stated goals and the reason for this argument is based on the fact that most of them were new to local government politics. The other aspect which has been stressed by Cloete (1995:26) is about local authorities ensuring that they develop mechanisms that address the imbalances of the past, particularly within the African communities, while maintaining existing services. This view will be closely examined through dissertation.

### **2.4.3 Financial viability**

According to Reddy (1996 : 102), it is the responsibility of the local authority to identify

sources of revenue and capital to finance programmes of economic and social development. This has been a major challenge for the local authorities since the 1995 local elections and it does not seem like there has been any remarkable achievement yet, perhaps success stories in this regard might be few.

## **2.5 Factors impacting on Local Government financing**

The Local Government finance has become one of the growing challenges for this new democracy. If this challenge is not taken care of, there is a potential that the system will be rendered ineffective and this situation is likely to create some doubt. As a result, the factors that impact on Local Government finance must be identified so as to develop proper mechanisms to deal with it.

### **2.5.1 Political environment**

According to Fox, Schwella and Wissink (1991:19), political ideas, philosophy and political ideology, especially, form the basis of the political environment. This simply means that the kind of political system that is established has a major influence on all the activities related to governance. In this instance, the financial policies of the government, largely have an influence on how local authorities will go about financing their programmes. This view is also supported by Reddy (1996 :193) who indicates that the policies of central government impacted on regional and local governments. The apartheid system of government is one of the many examples that can be pointed out whereby the policy of the Nationalist government regarding infrastructure was based on separate development. This scenario will be examined briefly in a more practical way in chapter three.

### **2.5.2 Social environment**

The legacy of apartheid system in South Africa, has a major influence on the interaction of members of the society. The fact that South Africa was based on racial, ethnical and cultural dimensions, has become a major challenge on the part of local government to provide for services. This situation led to members of the community not having trust in one another and this calls upon the local government to

ensure that there is interaction. Reddy (1996 : 195) supports this view by indicating that the local authority must direct their expenditure by providing energy and organisational arrangements in those areas such as the rural communities.

### **2.5.3 Economic environment**

Fox et al., (1991:19) state that the economic system of a society is the way in which the society creates and distributes wealth. This simply means that the manner in which wealth is created and distributed is regarded as a system and has got a bearing on setting the correct footing to ensure that the development will definitely take place. They further emphasise some of the factors to be considered, such as the structure of the economy, patterns of economic growth, inflation trends, savings and investment trends. This view is also supported by Reddy (1996:194) who indicates that political objectives cannot be achieved without the necessary economic development to provide the fiscal base to meet such expectations. This then becomes one of the major challenges for the local government to grapple with when policy decisions are made regarding the issue of finance.

### **2.5.4 Intergovernmental relations**

According to the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996 ), local government is regarded as a third sphere of government which is the key tool in the provision of basic services to the community. It is therefore very important for the relations to be well defined and followed. What has been observed is that local government is responsible for the provision of essential services including those that are the competency of National or Provincial sphere of government. The provision of water services is now located with the local government but the Department of Water Affairs, is also involved and it is therefore crucial for the relationship to be well defined in order to avoid collusion .

### **2.5.5 Administrative and management capacity**

According to Reddy (1996:198), the lack of black trained personnel who could be appointed into the structures of local government needs to be given urgent attention. Reddy goes on to suggest that some training and development programmes should be

established. This argument is currently addressed by *the Skills Development Act , 1998* (Act 97 of 1998 ) whereby any employer is expected by law to contribute one percent of the income to the fund. In terms of the Act, the employer must develop a skills development plan so as to access the percentage which should be granted. It is a fact that the lack of properly trained staff has got a number of implications such as the poor financial management and human resources management.

## **2.6 Sources of Local Government financing**

The following are some of the sources of local government finance:

### **2.6.1 Property tax**

According to Reddy (1996:200), property tax or assessment rates, is the type of tax levied on land and/or buildings and is imposed on all types of property. For a person who bought a site from the local authority which is fully serviced but with or without development is obliged to pay an assessment rate or property tax. He further emphasizes that property tax is an important source of income for the local authority. Currently there is a Bill which is still under discussion and that is meant to bring uniformity in terms of the application of this form of taxation.

### **2.6.2 Service charges**

According to Cloete (1997:125), service charges refer to a source of revenue that consist of a diversity of levies for services rendered by the local authority. Cloete further indicated those services as sewerage, entrance fees to swimming pools, rent of municipal buildings and refuse removal. In simple terms, service charges are the amount of money that an individual consumer is expected to pay at the end of the month. In terms of Cloete's argument (1997:125), the list of services appears long but the income derived is small. The main reason that can be attributed to this situation is that in terms of tax base, most local authorities are struggling since economic development focussed on certain areas only during the apartheid era.

### **2.6.3 Loans**

In all fairness and practicality, a loan may not be considered to be a source of income but

it is a liability. However, within the context of local government, this can be regarded as a revenue for as long it is meant for capital development, and this is an argument as presented by Reddy (1996:203), which many people may not agree with. What makes it to be considered as a revenue is that, for the identified capital development to kick off the ground it solely depend on that kind of funding. Just like in any other organisation, a local government can be in a position to borrow from within or outside. In terms of borrowing from within the local authority this basically refers to the utilisation of funds that were not meant for that project. Outside borrowing refers to an instance whereby institutions such as the commercial banks can be approached. However most banks are reluctant to borrow money to the local authorities because of the risks involved, but only the Development Bank of South Africa is always prepared to assist.

#### **2.6.4 Grants**

During the apartheid era, the former White Local Authorities were always greatly assisted through such grants coming either from National or any other financial institutions. According to Cloete (1997:126), grants are a form of assistance given to local authorities experiencing problems in meeting their obligations. Some of this funds, in the current situation, will include the equitable share which was previously known as the intergovernmental grant. The main purpose of this grant is to speed-up service delivery where it is believed that there might be some backlogs.

#### **2.6.5 Savings and revenue collection**

The issue of saving relates to the need to reduce on spending on the part of the local authority. According to Reddy (1996 : 205), savings on expenditure could be an important source of revenue and, by implication, prioritisation of the needs has to be conducted in order to reduce the level of expenditure. One of the major problems for local government currently is the poor level of revenue collection for services rendered. It seems as if the local authorities are finding it very difficult to collect maximum revenue particularly from the disadvantaged communities while from the other communities the rate has drastically dropped. This may be attributed to a number of factors but the effects of this practice will lead to a total collapse of services. It therefore becomes very crucial for the local authority to collect revenue.

authority to collect revenue.

## **2.7 Powers and functions of Local Government**

The local government transformation is now reaching the final point whereby the role played will change from what they are to a more developmental and accountable one as contained in the *Municipal Finance Management Bill (2000)*. According to the *Demarcation Act, 1998 (Act 27 of 1998)*, there is going to be a reduction of municipalities in South Africa; from 849 to 284. This clearly indicates a shift in approach from an instance whereby structures would be created for no major purpose. It is a well known fact that the *Constitution of the Republic of South Africa 1996, (Act 108 of 1996)* has allocated powers and functions to all municipalities indiscriminately. However, section 83 and 84 of the *Municipal Structures Act, 1998 (Act 117 of 1998)* goes further to qualify the above arrangement by clearly stressing the issue of capacity of a local authority or district council. The Minister of Provincial and Local Government, Sydney Mufamadi, also has some powers to temporarily allocate such powers to a specific local authority and this will be done through a proclamation. The general feeling is that those functions that have to deal with bulk supply, are to be performed by the district councils. However, there is an acknowledgement that some of these district councils may not have the capacity. Therefore, this function may be allocated to local authority which has got the capacity until such time that the relevant structure to perform it has acquired the skills or resources to do it.

## **2.8 Conclusion**

As a way of trying to understand the philosophical approach of local government in South Africa, it can be concluded that the transformation of this structure is far from over. This is informed by what has been discovered throughout this discussion, particularly when it comes to the objectives of local government democracy in South Africa. It should also be noted that in all the topics discussed above, there is an inter-link amongst them. South African local government structures is facing a huge challenge of establishing sound administrative systems (including financial systems) that will ensure the effective delivery of services to the community and also the maximum collection of



revenue for services rendered. It has been discovered by other researchers that once the correct footing for local government in South Africa has been found, that will make the country exemplary in the near future. In the next chapter, a practical situation is going to be presented by way of providing specific information on services rendered by the Duiwelskloof/Ga-Kgapane local authority and the reaction of communities around. This will then be linked directly to all the previous discussions, so as to verify whether or not there is agreement between the practical situation and the existing theories.

## CHAPTER 3

### TRENDS IN SERVICE DELIVERY AND PAYMENT WITHIN THE DUIWELSKLOOF/GA-KGAPANE TLC

#### 3.1 Introduction

The objectives of the local government have been clearly spelt out in the *Constitution of the Republic of South Africa Act 1996( Act 108 of 1996)* Sect. 152 (1) (b) - 81. In accordance to the Constitution, the local government must ensure the provision of services to the community and this situation is relevant to Duiwelskloof/Ga-Kgapane TLC.

#### 3.2 Basic services

Section 156 (1) (a) of the *Constitution of the Republic of South Africa Act, 1996 (Act 108 of 1996)*, states that a municipality has executive authority in respect of, and has the right to administer the local government matters as listed in Part B of Schedule 4 and Part B of Schedule 5. Some of the functions include water, primary health care, electricity, roads, public transport and refuse removal. While the Constitution requires local authorities to provide all services as contained in the two schedules, it should however be noted that capacity plays a vital role as well. The services that are being rendered by Duiwelskloof/Ga-Kgapane TLC are going to be discussed in the next section.

##### 3.2.1 Water

The bulk supply of water is done by the Lepelle Northern Water Board while Duiwelskloof/ Ga-Kgapane TLC handles the reticulation, operation and maintenance in Duiwelskloof, Ga-Kgapane, Maapana and Ga-Rapitsi Cost Centres. Medingen Cost Centre is still using the boreholes and yet the place is under the responsibility of the Department of Water Affairs is responsible.

### **3.2.2 Electricity**

Eskom is the bulk supplier of electricity in Duiwelskloof while Duiwelskloof/ Ga-Kgapane TLC is responsible for reticulation. With regard to Ga-Kgapane, Maapana, Ga-Rapitsi and Medingen, Eskom is the supplier and does reticulation as well.

### **3.2.3 Housing**

Housing is provided by the Department of Housing but the Duiwelskloof /Ga-Kgapane TLC is only playing a facilitation role whereby the approval of building plans, transfer of properties and making land available services are handled..

### **3.2.4 Roads**

Duiwelskloof /Ga-Kgapane Local Authority is responsible for the maintenance of the municipal roads and streets in the Ga-Kgapane, Duiwelskloof, Rapitsi, Medingen and Maapana areas.

### **3.2.5 Waste disposal**

Waste disposal service is being rendered in Duiwelskloof and Ga-Kgapane areas only while in the other remaining areas this service is not been rendered at all.

### **3.2.6 Cemetery**

Duiwelskloof /Ga-Kgapane local authority is providing graves in the Duiwelskloof and Ga-Kgapane areas whereas in Rapitsi, Maapana and Medingen, the local traditional leaders are responsible for the allocation of graves.

## **3.3 The rates and standard of services provided**

The foregoing discussion has managed to depict the kind of services that are being provided by the Duiwelskloof/Ga-Kgapane TLC, however, there was no indication of the rates and standard of services rendered. The following discussion will dwell much on this particular matter.

### **3.3.1 Duiwelskloof area**

Duiwelskloof is an area wherein the offices of the local authority are located and is regarded as an economic point. In terms of the observation made, most attention is directed into this area while less is done in terms of the surrounding areas. It will come as no surprise as well to indicate that even the standard of service is alleged to be good.

### **3.3.2 Ga-Kgapane area**

Service delivery in this case cannot be compared to the one in Duiwelskloof although it must be clearly indicated that every effort is being taken by Duiwelskloof/Ga-Kgapane TLC to bring the services up to standard. What makes some of the matters look not too good is the fact that most of the services are being supplied by Duiwelskloof /Ga-Kgapane TLC on an ad hoc basis while other services such as electricity, are the sole responsibility of Eskom, which is a government parastatal. However, the most encouraging factor is that the local authority has done all what it could to ensure that services are rendered.

### **3.3.3 Medingen area**

In the Northern Province, the November 1995 election has brought together the rural, urban and the towns under one roof in terms of planning and development. Medingen is one of the rural areas that also make up the Duiwelskloof /Ga-Kgapane TLC. The standard of service delivery in this particular area is a non-starter because of the fact that, previously, they were not included in the former Black Local or White Local Authority and as such, planning of this area becomes a major challenge. In as much as there is some low profile services rendered by the local authority, it cannot be over-emphasised that there is still a huge gap. Out of all the services that the Duiwelskloof /Ga-Kgapane TLC is rendering, the Medingen area is benefiting on the road and water; in the form of boreholes which the Department of Water Affairs is in charge.

### **3.3.4 Ga-Rapitsi area**

The condition of the roads in this area leaves much to be desired whereby it does not look like there is an institution of government entrusted with the responsibility of uplifting the

social welfare of the community. Water provision is done in the same pattern with Duiwelskloof and Ga-Kgapane area, but the only disturbing factor is that this service is not provided in a continuous manner, and this leaves the community with no service until the next time the community is attended to.

### **3.3.5 Maapana**

Maapana is another part of the Duiwelskloof / Ga-Kgapane TLC, which is closely linked to Ga-Kgapane. In this area, it is the main road that is in a better condition whereas the streets leading to the houses of consumers are in a bad condition. A factor of which even the local authority is fully aware but always raises the question of lack of resources as an impediment.

## **3.4 Strength of the management**

The success of any institution with regard to achieving its objectives is much dependent on the management capacity that exists in it. It therefore becomes vital to also look into this aspect even in the case of Duiwelskloof /Ga-Kgapane TLC.

### **3.4.1 Political capacity**

In terms of the political capacity, Duiwelskloof/Ga-Kgapane TLC is composed of the African National Congress and Duiwelskloof Ratepayers Association, and they both make up a total number of ten (10) councillors. Out of the ten councillors, eight (8) are from the African National Congress (ANC) while three (3) are from the Duiwelskloof Ratepayers Association. The only critical point in this situation is that councillors from the ruling party were always dependent on the knowledge and influence of their counterparts since most, if not all of them, were not well familiar with local government politics. The political structure of Duiwelskloof/Ga-Kgapane TLC is as follows:



*(Source: Duiwelskloof/Ga-Kgapane TLC Council agenda- November 1995)*

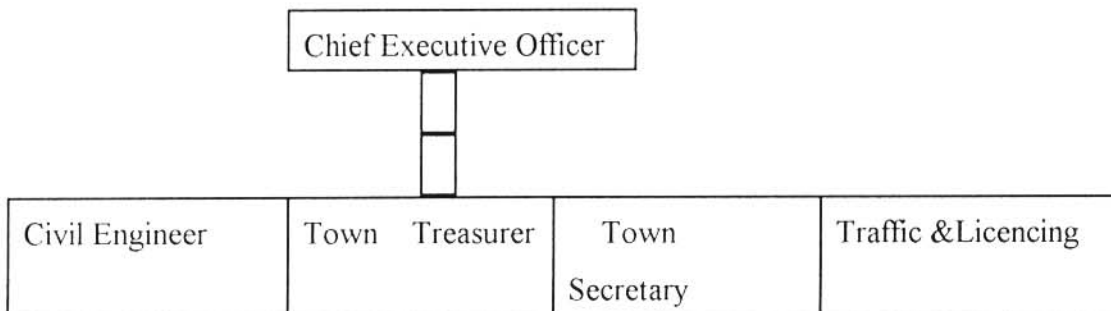
As a matter of reality, this kind of an interaction had some casualties which could not be seen immediately but only with the passage of time. What has been observed in their activities is that, it looked as if the execution of programmes of council depended much on the reaction of the Ratepayers of Duiwelskloof in the sense that, in the process, they would also present their needs, which then becomes a deterrent in taking a decision to extend whatever service there is in the surrounding areas of Ga-Kgapane, Medingen, Maapana and Rapitsi. This has resulted in the slow delivery of services in the surrounding areas because of this displayed attitude.

The identified situation in the Duiwelskloof/Ga-Kgapane TLC is closely linked to the fact that when the African National Congress became a leading party in government, they were carrying no experience at all but only policies that will transform the country with no bloodshed. Most of the councillors elected in the 1995 local government election, had no knowledge about government administration and that led to them relying on the help from other councillors from the opposition and other officials. In simple terms, the political strength of Duiwelskloof/Ga-Kgapane TLC can be summarised as having both the positive and negative aspects of political relations because it ended up with certain individuals exploiting that situation to their benefit.

### 3.4.2 Administration

In terms of the administrative capacity, it has been discovered that for as long as there was that manipulation which was discussed previously, the shape and composition of the structure could not be expected to be of a different nature. This simply means that most of the staff employed in the Duiwelskloof/Ga-Kgapane TLC were either not well qualified for the job or lacked proper training to enable them to perform their responsibilities. The staff component of Duiwelskloof/Ga-Kgapane TLC is made up of one hundred and one officials (101) which also include the labourers but the administration is made up of four (4) departments plus the Chief Executive Officer ( See diagram 1.1).

**Diagram 1.1**



One of the weakness of the administrative component of the Duiwelskloof/Ga-Kgapane TLC is that, since people occupied positions without the proper qualifications, the institution had to depend much on consultants to do specific jobs. This situation means that money had to be committed for this kind of transaction of which it could have been utilised to execute some of the envisaged programmes. The appointment of a new Chief Executive Officer and the Town Treasurer with proper qualifications demonstrated a total departure from the old practice in terms of employment.

### 3.5 Institutional relations

The question of relations in an institution plays an important role and this does not imply personal interest but that of the entire organisation. In terms of this discussion, it refers to the relation between both the political and administrative components as well as the

relation with the broader community. Schedule 5 of Section 11 (a)- (d) of the *Municipal Structures Act, 1998 (Act 117 of 1998)* stipulates clearly that there will be no interference in the management or administration unless if provided for by law or a proper mandate of council. This simply means that it is not expected of councillors to undermine the authority vested in the hands of officials unless if there is a mandate by the council to check on issues that might be raising suspicious questions such as corruption.

### **3.5.1 Management and trade union movements**

Within the Duiwelskloof/Ga-Kgapane TLC, there are two unions operating and they are also officially recognised. The two unions are Independent Municipal and Allied Trade Union (Imatu) and the South African Municipal Workers Union (Samwu). In terms of the membership for the two unions, it can be said that there is an element of race and class because most of the members of the South African Municipal Workers Union, are Africans and also occupy lower positions in the Duiwelskloof/Ga-Kgapane TLC while most members of the Independent Municipal and Allied Trade Union are white and are in senior and middle management. However, it can be pointed out that even though this situation has been prevailing, the relations of both management and the unions can be described as cordial.

### **3.5.2 Councillors and trade union movements**

In order to ensure good relations between councillors and the trade union movements, Council adopted an affirmative action policy to assist in filling in the existing posts. Beside this arrangement, council designated three councillors to sit in a structure known as Deliberation Committee. One of the most important functions of this committee is to look into all transformation issues in the workplace, and unions are its members.

### **3.5.3 Councillors and officials**

The relation between councillors and officials can best be described by pointing out that senior officials of the Duiwelskloof/Ga-Kgapane TLC attend all the Executive Committee meetings and council meetings. The main reason for their presence is that they are responsible for advising council on all its activities. It therefore becomes very important



to ensure that there is a healthy relation between councillors and officials so that the implementation of decisions is not impeded by sour relations. However it cannot be guaranteed that there may not be problems. What has assisted Duiwelskloof/Ga-Kgapane TLC to sustain this harmonious relation, is that officials were made to be loyal while councillors always allowed them to execute their responsibilities in accordance with the policies developed.

#### **3.5.4 Council and entire community**

In the previous discussions it was indicated that community involvement plays a vital role in service provision. However, it cannot be counted as obvious that even relations will be good. In the Duiwelskloof/Ga-Kgapane TLC, the relation between council and the entire communities can be described as not good. This is because from time to time there will be issues that the various communities will raise without following procedures and processes of council due to emotions. This situation must not be assumed as meaning that there are no relations but only to indicate the need to attend to it while taking advantage of the fact that members of the public are at all times invited to council meetings.

#### **3.5.5 Council and other institutions**

In terms of Chapter three of *the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)*, the issue of intergovernmental relations is emphasised but no mention is made of the institutional relations. However, the chapter provides some guidelines as to how cooperation amongst government institution can be achieved. In the Duiwelskloof/Ga-Kgapane TLC there are various institutional relations with other government departments which provide the same service. One example of those relations is that whereby the Department of Water Affairs who appointed the TLC as an implementing agent until transfer has been negotiated.

### **3.6 Conclusion**

This chapter dealt mostly with the kind of services that are rendered by Duiwelskloof/Ga-Kgapane TLC within its area of jurisdiction. What has been revealed in this chapter,

clearly indicates the level of service, relations of all stakeholders that seem to be in the balance except for a few isolated incidences that need some attention. The strength of the management, both political and administrative were also discussed.

## CHAPTER 4

### POLICY REQUIREMENTS AND THE STATE OF THE DUIWELSKLOOF/GA-KGAPANE TLC

#### 4.1 Introduction

This section examines some relevant policies and how the Duiwelskloof/Ga-Kgapane TLC has implemented them. In terms of legislation, the Duiwelskloof/Ga-Kgapane TLC is associated with those local government structures that comply with the provisions of the *Constitution of the Republic South Africa, 1996* (Act 108 of 1996). However, there are critical issues that make it difficult for the Duiwelskloof/Ga-Kgapane TLC to provide services in a smooth manner.

#### 4.2 Policy implementation and constraints

The following aspects are going to be examined in conjunction to the policy framework as contained in the various legislation on local government.

##### 4.2.1 Service provision

It has been found in the previous discussion that Duiwelskloof/Ga-Kgapane TLC is rendering services to the community as a whole although in certain instances some services are provided by other institutions. The quality of service as well, has been found to be doubtful particularly in the rural areas. In terms of the standard of service rendered, it can be pointed out that there is some of inequality which makes people not to be satisfied. According to the correspondence found in the administration office and the information within the Civil department, it was evident that communities in Ga-Kgapane and surrounding villages, have always complained about the shortage of water and the same matter also served in the Council meeting of August 1997.

The provision of water services is a function which is rendered by the Duiwelskloof/Ga-Kgapane TLC but it has been found that in other areas such as Ga-Kgapane and its surrounding villages, this service was not rendered in a satisfactory way as compared to Duiwelskloof town. In most instances, in those areas mentioned above,

they will stay without water for weeks while in town the situation seems normal. The contrast is that the source of water is the same which is Politsi Purification Plant managed by Lepelle Northern Water Board.

Refuse removal as a service is only rendered in Duiwelskloof and Ga-Kgapane but no service at all to those disadvantaged areas. Even though this service is rendered only in those mentioned areas, it is also with some problems because in Ga-Kgapane, there are times where the community will stay for some days without this service, with no one providing an explanation. This situation always occurs towards the festive seasons and at one stage, one section of the community in Ga-Kgapane which is located not far from the dumping site, took a decision to stop the Duiwelskloof/Ga-Kgapane TLC to dump rubbish there because of the fact that there will be some fire break-out which result in smoke coming out of that area. This is one of the ways used by community to raise their dissatisfaction and they achieved their objective. It can therefore be pointed out that this kind of a situation does not make the customer happy and as a result, there will be after-effects of this strained relations.

#### **4.2.2 Payment of services**

It is a well known fact that for every service rendered, there must be payment made unless if clearly stated that the service is for free. In terms of Duiwelskloof/Ga-Kgapane TLC, it is only Duiwelskloof town and Ga-Kgapane township which are being levied for services rendered. In the other areas, only water is provided but they are not sent bills for payment by the Duiwelskloof/Ga-Kgapane TLC. The charges for various services rendered by the Duiwelskloof/Ga-Kgapane TLC are outlined in table B:

**Table A:**

	<b>Duiwelskloof Business</b>	<b>Duiwelskloof Household</b>	<b>Ga-Kgapane Business</b>	<b>Ga-Kgapane Household</b>
Assessment rates	9.0c per rand on rateable property	9.0c per rand on rateable property	9.0c per rand on rateable property	9.0c per rand on rateable property
Refuse removal	R77.00 (1 per week)	R47.00	R22.00 (1 per week)	R13.00
Sewerage	R80.00 per tank	R58.00 per tank	R12.00 connection	R12.00 connection
Blockages	R150.00 per hour	R150.00 per hour	R20.00 per hour	R20.00 per hour
Electricity	R0.20c	R0.33c		
Water	R2.00 per kl	R2.50 per kl	R2.00 per kl	R1.00 per kl

This table above explains how consumers are charged for services consumed but it can be pointed out that the rates are not the same in the entire community. It is also important to point out that when it comes to water and electricity, the business community is charged less than the dwellings. This situation contributes negatively to effective delivery of services.

The rate of payment is not the same and it does not remain consistent. The highest rate of payment is found in Duiwelskloof town while Ga-Kgapane is the lowest. In terms of statistics gathered, the percentage of payment of services in Duiwelskloof is 72.34% while Ga-Kgapane has only 22.77% and this situation clearly indicates financial problems for Duiwelskloof/Ga-Kgapane TLC. In terms of the overall statistics the level of payment is only 51.98%. This situation really does not reflect good for effective and efficient service provision.

#### **4.2.3 Credit control and its implication**

Duiwelskloof/Ga-Kgapane TLC has developed and adopted a credit control policy for dealing with the non-payment of services. However it can be pointed out that this policy

has not been made a by-law and that it is not implemented fully in all the areas of operation. This policy is only partially effected in Duiwelskloof town.

According to the credit control policy of Duiwelskloof/Ga-Kgapane TLC, the following are the measures to be taken for any account that has not been paid:

- ▶ issuing of final notice stipulating arrangements to pay outstanding balance
- ▶ completion of acknowledgement of debt with arrangements for paying off
- ▶ extension of payment not to exceed 18 months
- ▶ interest to be charged on all arrear accounts
- ▶ cheques returned where an arrangement was made, full balance becomes payable
- ▶ no second agreement if the first one was not honoured

The non-compliance with the above measures will result in the Duiwelskloof/Ga-Kgapane TLC embarking on the following corrective measures:

- ▶ where no arrangements were not made, services will be disconnected,
- ▶ where services are illegally restored, criminal charges will be laid and the full amount becomes payable,
- ▶ any account unpaid for two months or more, is handed to debt collectors for collection and/or to the legal attorneys,
- ▶ a penalty fee of R200.00 is charged for illegal connection,
- ▶ a fee of R65.00 is charged for reconnection purposes after payments or arrangements were made.

It is unfortunate to indicate that all the abovementioned policy decisions were not implemented fully and that can be proved from the number of consumers whose accounts are ninety days in arrears as of 30 April 2000. The accounts for Duiwelskloof consumers which have not been paid for almost ninety days, run to the amount of R1, 154, 884.00, while Ga-Kgapane is R2, 834, 523.00 and this comes to a total of R3, 989, 407.00. If indeed the credit control policy was fully implemented, it would be expected that the amount of money owed to the Council for that period of time will not reflect such huge figures. It should be clearly noted that these figures exclude all those accounts with the arrears of thirty days and above. In terms of the implementation of

credit control, the following steps have been taken by the Duiwelskloof/Ga-Kgapane TLC:

- ▶ for the total amount of R349, 658.00 the owners of accounts have been handed to debt collectors;
- ▶ in Duiwelskloof where the policy is implemented, there is a cut-off list effected every month.

In terms of the implementation of the credit control policy, the observation made is that Duiwelskloof/Ga-Kgapane TLC is not achieving good results in the sense that, out of all the accounts handed in for debt collection as stated above, only a less amount of money is recovered. With regard to the cut-off list, it is also not that much effective because the number of such consumers does not reduce or come to a complete halt, instead it increases on monthly basis with new consumers.

Section 96 (a) and (b) of *the Municipal Systems Act, 2000* (Act 32 of 2000), states that a municipality must collect money that is due and payable to it and that for this purpose, it must adopt, maintain and implement a credit control and debt collection which is consistent with its rates and tariff policies. In simple terms, this seeks to confirm that a credit control which is not consistent will always make it impossible for any council to have a sound financial situation.

#### **4.2.4 Indigent policy and its envisaged outcomes**

The Duiwelskloof/Ga-Kgapane TLC has developed an indigent policy to be implemented within its area of jurisdiction. This indigent policy is meant to assist those consumers who cannot afford to pay for municipal services rendered due to the income they are generating every month. There is a category of people earning not more than R800.00 per month as a total household income and those that are unemployed or pensioners. In terms of how it can be applied, the most crucial issue is that there is a need to develop the necessary data which will enable council to have a register of all its indigents so that the necessary budgetary allocations are done. It is unfortunate to indicate that such register has not as yet been established because of the following reasons :

- ▶ forms given to members of the community are not being returned;
- ▶ incorrect information provided on forms that are returned;
- ▶ lack of understanding on the importance of indigent information by the

community;

- ▶ administrative constraints;
- ▶ political fighting between the ruling party and those outside council.

As a result of this situation, the envisaged beneficiaries continue to receive enough accounts which they cannot afford while mechanisms to subsidise the poorest have been developed by government. The most disadvantaged people are the pensioners who are not educated but find themselves caught up in a cross fire of those that are ruling their lives and those that claim to be knowledgeable. If the indigent policy were to be implemented, the Duiwelskloof/Ga-Kgapane TLC would also benefit in the sense that it would be in a position to access national funding for this purpose, thereby reducing the non-payment of accounts.

### **4.3 Economic status**

The economic status of the Duiwelskloof/Ga-Kgapane TLC as an area of focus, has to be linked to the following key aspects: employment structure, employment by kind of economic activity, occupation and skills levels; and patterns of income and expenditure. The main reason for this analysis is to determine whether unemployment has an effect directly on the non- payment of services so that what ever mechanism suggested, should be linked with the social and economic problems.

#### **4.3.1 Employment structure**

According to the investigation conducted by the Duiwelskloof/Ga-Kgapane TLC (1997), it has been found that the potentially economic active people include ages between 15 and 65. It was also discovered that the availability of data is limited to such an extent that official figures regarding the economy are only available for the magisterial district of Letaba. It therefore means that data acquired which is for the Letaba district will be used because Duiwelskloof/Ga-Kgapane TLC falls within this area, although it does fall as well into the Bolobedu. In terms of the investigation conducted, it can be concluded that the male component of the labour force is bigger than the female one.



**Table B : Distribution of gender on labour force, 1994**

Area	Gender composition			Percentage distribution		
	Total	Male	Female	Total	Male	Female
Duiwelskloof /Ga-Kgapane	51257	31063	20194	100	57.9	42.1
Lowveld District	328796	158142	170654	100	48.1	51.9

In terms of Table B, out of 31063 males, 57.9% are employed while on the side of females, those employed account only for 42.1%.

#### 4.3.2 Employment distribution

In terms of the investigation conducted by the Duiwelskloof/Ga-Kgapane TLC (1997), it does seem that there is no correlation between the figures stipulated in the above table. The main reason attributed to it is that labour retrenchments lag behind. The table below reflects the situation in terms of the kind of economic activity.

**Table C : Distribution of employment**

Area	Yr	Agr.	Minin g	Manu f.	Ener	Const	Trade	Trans	Fin	Serv ..	Tot
Duiwels kloof/ Ga- Kgapane	'94	24	0.1	2	0.01	0.5	2	0.3	1	6	34
Lowveld District	'94	36	11	8	0.4	6	13	3	3	63	142

#### 4.3.3 Occupation and skills levels

The education and occupational levels of the residents of the Duiwelskloof/Ga-Kgapane TLC area are represented by the table below.

**Table D : Occupational distribution**

Area	Pro- fessional and technical	Manage rial and admin	Clerical and sales	Transport and commu nication	Services	Farmi ng and related	Producti on and related	Unspe cified	Tot
Duiwelsk loof/Ga- Kgapane	1353	1247	3087	556	3361	31012	9476	1166	<b>51257</b>
Lowveld District	27783	4253	28508	12672	36323	62911	81790	74556	<b>328796</b>

**Table E : Level of education**

Area	None	Primary	Secondary	Diploma	Degree	Unspecified	Tot
Duiwels kloof/ Ga- Kgapane	23540	12947	11198	1399	952	1221	<b>51257</b>
Lowveld District	112565	83312	103286	18416	4614	6604	<b>328796</b>

**4.3.4 Patterns of income and expenditure**

An indication of the types of patterns that exist in the Duiwelskloof/Ga-Kgapane TLC in terms of income and expenditure are indicated in the table below.

**Table F : Monthly per capita income and expenditure (1994)**

	NORTHERN PROVINCE		LETABA MAGISTERIAL	
	R	%	R	%
Food and clothing	99	45	278	48
Transport	26	12	46	8
Other	95	43	256	44
<b>TOTAL</b>	<b>220</b>	<b>100</b>	<b>580</b>	<b>100</b>

In simple terms, this table has tried to demonstrate how poor families will spend more than half of their income and that is informed by the needs such people have on daily basis.

#### 4.4 Findings regarding the non-payment of services

According to the interviews conducted in the form of a questionnaire administered to a hundred of residents, the following findings can be summarised :

**Table G**

AGE GROUP	RATING OF SERVICES				PAYMENT REACTION			
	Good	Fair	Bad	Tot- tal	Yes	No	Not sure	Tot- tal
18 - 35	7	15	19	<b>32</b>	18	12	2	<b>32</b>
36 - 50	15	17	11	<b>43</b>	21	18	4	<b>43</b>
51 and older	16	7	2	<b>25</b>	24	-	1	<b>25</b>

In terms of the above table, most of the young people between the age of 18 and 35 can be said to be the disappointed people, hence their reaction on the services rendered and their comments of whether the kind of services enhances payment. People in the middleages have a mixture of those that are satisfied with the services and those that are not. The main reason for this situation is because the majority of workers in this category are either professionals or the working class while most of those young people interviewed are not employed but have undergone a particular training. The only category which can be said to be very supportive are the pensioners or the elderly people who have been found to be consistent in terms of their service accounts while people in the middle age and the youth were found to be misleading some of the people in this category. This information was disclosed in a meeting held between the community and Duiwelskloof/Ga-Kgapane TLC in a quest to find a solution. In general, it can be pointed out that people are prepared to pay for services but an attitude problem must be dealt with because out of the one hundred (100) interviewed as can be seen above, it is just a small group which is trying to steal the show from the Duiwelskloof/Ga-Kgapane TLC. This is made more possible by some of the discrepancies within the Duiwelskloof/Ga-Kgapane TLC. It is also important to point out that most of the respondents come from the area

of Ga-Kgapane where this problem of non-payment is worse while a small portion is from Duiwelskloof.

#### **4.5 Conclusion**

In this chapter, emphasise was given on the existing policies within Duiwelskloof/Ga-Kgapane TLC meant to drive the process of revenue collection and credit control. On the other hand, focus was also directed at the investigation conducted by Duiwelskloof/Ga-Kgapane TLC in 1997 on the economic status of the entire area while the comments from the identified groups within the community were also analysed.

## CHAPTER 5

### CONCLUSION AND RECOMMENDATIONS

#### 5.1 Conclusion

Investigating the existing relations between the community and the Duiwelskloof/Ga-Kgapane TLC has been a very fruitful and fulfilling exercise. The members of the community are expecting services of acceptable standard to be rendered to them by the councillors and officials. The nature of the obligation in the service provision is also found in the fact that local government is regarded as a government closer to the people. Chapter One dealt with the problem statement of how service provision could be improved. Significance of the study, objectives of the study, hypotheses of the study, research methodology, delimitation of the study and its complexity were also discussed. Chapter Two dealt with the understanding of local government in South Africa, objectives of local government, challenges which confronted local government during the 1995 elections, factors impacting on local government finance, sources of local government financing; and powers and functions of local government. The fact that local government is regarded as government closer to the people was also depicted in the characteristics, namely popular consultation, popular participation, competition, freedom of expression and equality. It was also realised that for this characteristics to be realistic, the issue of representation, openness, policy-making, constant dialogue, accountability, self-determination and financial management process could not be ignored. The main reason is that for service provision to be effectively rendered while the local authority remains financially viable, it was important to ensure that members of the community are brought on board through the relevant structures of council. The research findings supported the hypothesis that involving the community in the budget process and in adopting a credit control will increase awareness thereby making everyone owning the process instead of opposing it.

The trends in service delivery and payment, which include: the rate of service provision, standard of the service, strength of management and the institutional relations, was examined in Chapter Three. In terms of the rate and standard, the following areas were

focussed on: Duiwelskloof, Ga-Kgapane, Medingen, Ga-Rapitsi and Maapana. Of the services that are rendered by Duiwelskloof/Ga-Kgapane TLC, Duiwelskloof has a 100 per cent of the provision of services and the standard is high, Ga-Kgapane has 80 per cent with an average standard while the remaining areas are similar with a percentage of 40 with low standard of services. The research managed to identify the cause of this situation which can be attributed to the fact that some of the services such as electricity, are provided by other service providers except the Duiwelskloof/Ga-Kgapane TLC. The research also attempted to demonstrate how the political and administrative capacity can impact on service delivery without ignoring the effects of relations.

Chapter Four dealt with the evaluation of the policy implementation and the constraints. The economic status of consumers of services within Duiwelskloof/Ga-Kgapane TLC was also examined. The hypothesis that the provision of education and training for all councillors, officials and community structures will enhance effective service delivery was endorsed. The main reason is that most community members do not have an understanding as to why they are suppose to pay for services and also that some officials fail to implement policy decisions without contradicting the real situation on the ground. The fact of the matter is that when applying policy, there will be certain issues that may require a flexible approach. This indicated the need for having education and training provided.

The research respondents were asked to indicate, in their opinion, how the quality of services can be improved and also how Duiwelskloof/Ga-Kgapane TLC can improve its financial situation. Sixty percent believe that they should be involved through the proper structures of council in the decision making process starting from the planning stage, twenty five percent feel that the service backlog and imbalances must first be addressed by way of ensuring that the basic services are equally provided to all and that will motivate them to also pay for services rendered and fifteen per cent want the credit control policy to be discussed with them before it is enforced and that it should be applied to all. It can be concluded that the provision of services is a responsibility of both council and the communities it is serving and that with the right attitude and approach, the financial situation can improve.

The question that arises is: what suggestions are there for the improvement of the financial status and the rendering of services in Duiwelskloof/Ga-Kgapane TLC? To attempt to answer this question, a few recommendations may be ventured.

- (i) The Duiwelskloof/Ga-Kgapane TLC must ensure that the relevant people are appointed for the job to be performed. Thus, if an unqualified person has been appointed into the organisation, this will have an effect on the quality of services to be rendered and the time spent to be attended.  
However, in instances where this is already in existence as observed, those officers will have to be changed from more responsible work to less while they are being sent for appropriate training and development programmes.
- (ii) The Duiwelskloof/Ga-Kgapane TLC should ensure that it develops clearly defined goals and objectives thereby allocating the proper resources in such a way that the task may be performed.
- (iii) A proper checklist has to be developed to enable Duiwelskloof/Ga-Kgapane TLC to examine its own activities in accordance to the plans developed. In simple terms, this will enable the Duiwelskloof/Ga-Kgapane TLC to realise in time whether or not they are still on track without been warned by the reaction of the community in a negative way.
- (iv) The community must be involved right from the early stages of planning so as to create awareness and ownership of all the programmes and their own problems. This can take place in the form of the Integrated Development Plan and the budgetary processes whereby the Duiwelskloof/Ga-Kgapane TLC will consult with the community through their ward councillors on every step to be taken.
- (v) The credit control policy will have to be adopted and also be made a by-law. This will assist Duiwelskloof/Ga-Kgapane TLC to effect whatever legal measures because it will be constituting some of the by-laws of the whole area.

- (vi) Although measurement of individual attitude remains a problem, the managers of the Duiwelskloof/Ga-Kgapane TLC, councillors and the community should be encouraged to find ways and means to increase the positive attitude of almost everyone involved. By so doing, the potential for high quality of work and the level of payment for services will be increased.
- (vii) There is a great importance to develop all the necessary policies such as the tariff policy and make it a by-law as well. This will assist the Duiwelskloof/Ga-Kgapane TLC to attract some new businesses to come into town because there will be incentives that encourages people to invest their money in the area and this will help reduce the unemployment rate; and affording people to pay for the services rendered.
- (viii) It will be of great importance to ensure that the community in the entire area is taken through a series of workshops that will enable them to have an understanding of how the Duiwelskloof/Ga-Kgapane TLC operates. This will help in improving the relations between the Duiwelskloof/Ga-Kgapane TLC and the community and thereby reducing doubts and suspicion from both parties. Funding for this type of activities can be acquired from the Department of Provincial and Local Government. The envisaged workshop will have to be arranged within the different wards that exist.
- (ix) The Duiwelskloof/Ga-Kgapane TLC must develop programmes, such as awareness campaigns dealing with issues that affect the youth, particularly at local government level so as to increase their confidence in the organs of the state.
- (x) The Duiwelskloof/Ga-Kgapane TLC must finalise its indigent register so as to ensure that those qualifying beneficiaries do get an assistant for the payment of services. This will help in reducing the number of accounts that stays unpaid for thirty days and more while the owners are still trying to raise some money elsewhere.



- (xi) Audit on the backlog and the state of services must be conducted so that in areas where the services are not available, plans will have to be developed on how the situation will be addressed with some time frame; and to ensure that in the areas whereby an upgrading has to be done, all the required information is available.
  
- (xii) There is a need to develop a mechanism to compensate the local authorities for the loss of electricity as a source of income and this can be in the form of some levies charged on the corporate sectors such as Eskom who have acquired a licence to distribute electricity in some areas of the various local authorities.

## ANNEXURE A

### QUESTIONNAIRE

Briefly answer the following questions and where required, please a cross (x) at appropriate box.

1. What are the services that Duiwelskloof/Ga-Kgapane TLC is rendering in your own area?
2. How would you rate the services rendered if any?

GOOD	POOR	AVERAGE
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3. How often are the services mentioned in 1 above rendered?
4. In your own opinion, are the services adequate enough to satisfy your needs?
5. If the answer above is no, please indicate whatever measures taken to correct the situation.
6. Is there an account from Duiwelskloof/Ga-Kgapane TLC issued for the services rendered?
7. If the answer above is yes, are you satisfied with the bill?
8. Do you know of any measures that the local authority can apply to ensure that your account is always paid?
9. If the quality of services is not satisfactory, in your own opinion, what would you suggest as a remedy?
10. What role do you think you can play in ensuring that your local authority has got resources sufficient enough to render continuous services?
11. How would you rate the your relation with the council employees and councillors?
12. Have you been involved in any decision making forum of Duiwelskloof/Ga-Kgapane TLC? If any, please specify.
13. How would you describe the relation between your community and the local authority?

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