

A COMPARATIVE CASE STUDY OF SERVICE DELIVERY IN RURAL MUNICIPALITIES: WITH SPECIFIC REFERENCE TO AGANANG AND BLOUBERG IN THE CAPRICORN DISTRICT OF LIMPOPO PROVINCE

BY

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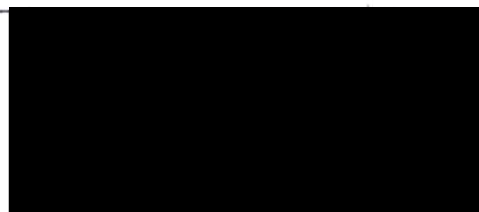
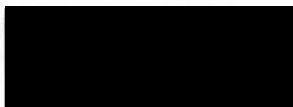
A RESEARCH PAPER IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTERS IN PUBLIC ADMINISTRATION IN THE FACULTY OF MANAGEMENT SCIENCES AND LAW, TURFLOOP GRADUATE SCHOOL OF LEADERSHIP (TGSL)

AT

UNIVERSITY OF THE LIMPOPO

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COMPLETED : 06 JULY 2006



I DECLARATION

I declare that the research paper hereby submitted to the University of Limpopo for the Degree of Masters in Public Administration has not been submitted by me for a degree at this university. That it is my own work in design and execution and that all materials contained therein have been duly acknowledged.

Signed:  _____

Date: 12 JULY 2006

ii.

ACKNOWLEDGEMENTS

My beloved wife, Sana, all my children, Tlou and Tebogo, and family members, made a lot of sacrifices. Without their unwavering trust in me, their support and motivation, this work would not have been possible.

I would like to express my deepest appreciation to my friend, Nape Nchabeleng and Adv Letsepe Thubakgale, whose uncanny ability to continually generate an air of excitement regarding the research kept me going. Without the Advocate's exceptional experience in local government management and his ability to create new insight, this dissertation would not be possible.

The support from David Mojapelo is appreciated. His practical research knowledge, his unbiased inputs and keen sense to identify problems, contributed to my accomplishments.

I express my gratitude to the former councillors and current councillors for making their time and knowledge available. Their support and contributions, together with the staff from Blouberg and Aganang municipalities, created a new and enlightening understanding of the prevailing situation in their area.

My gratitude goes to Dr Kanyane for stimulating my thought processes and creating in me a new understanding of the research issues.

To all my friends who made various contributions, all your efforts are appreciated.

Municipalities have the constitutional mandate to promote social and economic development of local communities within the limited resources at their disposal. It is, therefore, critical that a systematic approach should be developed that can integrate community participation, responsiveness and move away from supply-driven to demand-driven approach. There is a need to promote people-centred approach and inculcate a culture of inclusivity in terms of strategic decision-making, identification and implementation of the projects. Thus, core values and principles of Batho Pele are to be aligned with the internal structures.

Along these lines, it becomes imperative for municipalities to commit themselves to ensure the provision of universal basic services, since this forms part of their core mandate. Municipalities should also commence with medium-term budget cycle as per the MTEF (Medium Term Expenditure Framework) so as to ensure that necessary resources are channelled towards meeting the basic needs of the community. It is also critical that the institutions are transformed to ensure that service delivery is expedited; decisions are decentralised; capacity building programmes for strategic and technical skills and efficient use of the economic resources are developed.

Furthermore, there is a need to develop and review strategic frameworks such as water service development plans, disaster management, spatial development frameworks, local economic development, financial plan and infrastructure investment framework, to guide development and promote effective service delivery. Municipalities should, within the context of their mandate, ensure expansion of the sustainable livelihoods initiatives, which include equity, generation of revenue and transcend hierarchical mode of procedures and decision-making. Municipalities should refrain from a thumb-suck approach, particularly during budgeting and prioritisation of communities' needs. As such, there is a need to create baseline data in order to access relevant information.

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CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1. Introduction

Local government is referred to as the level of the government closest to the people. It is the level of government that should clearly reflect true democracy. As such, Section 152 (1) sets out the objects of local government. Also, Schedules 4B, 5B and Section 85 (1, 2) of the Municipal Structures Act provide for the functions for categories of municipalities.

Municipalities are, therefore, required, in terms of legislation, to perform these functions so as to meet their constitutional obligations. This expectation poses a challenge to local councils to find ways and means within their capacity to undertake their obligations. Critical to it, the local government should consider modernizing serving delivery to ensure an ever-improving mixture of services that meet the needs and aspirations of the community.

However, it should be indicated that local government cannot deliver services alone. But, it is also important that service delivery also becomes part and parcel of other sector state departments. The three spheres of government should, within the provisions of the country's constitution, capacitate and monitor the performance of municipalities.

All state departments and parastatals are required, through co-operative governance, to work closely with municipalities. Their programme should be known and communicated with local councils for integration during planning processes. Local government, with its scarce resources, must ensure that there is sustainable service delivery.

In addition, the local government must outline its programmes and ensure that they are achieved in a cost effective manner. It should ensure that there is an institutional transformation responsive to community's needs, and geared towards economic development and job creation.

In this study, focus is given to available strategies and tools for quality service delivery. Integrated development planning is used as a point of reference and a tool for council to compare delivery. This is also linked to financial, infrastructure plan and community participation strategies used by different municipalities.

Focus is also given to capacity requirements and backlogs at local sphere. Aspects related to finding solutions to this problem are considered. In addition, concepts of service delivery options are looked into.

1.2. Problem Statement

An observation of the operations of local government necessitates questions such as the following: Are communities expecting too much from the local sphere of the government? Is our economy nationally growing fast and delivery being fast tracked? Section 152 of the *Constitution of the Republic of South Africa of 1996* has outlined overarching mandate for the municipalities. Besides the constitution, there are also legislative challenges set out in the *White Paper on Local Government, Municipal Systems Act no. 32 of 2000* and *Municipal Structures Act 178 of 1998*. Both pieces of legislations clarify powers and functions or competencies that each category of local sphere has to perform.

Municipalities service delivery dimension is the product of the past segregation development, neglecting the rural masses in a disorderly settlements. Nationally, there is general consensus that most municipalities are faced with the mammoth task of delivering basic services to the local communities. While provinces differ from one another, a province such as the Limpopo Province is regarded as poor due to its present infrastructure and service backlog.

However, the local sphere of government is a new system to most people, in that there are new legislation that are being past to effect major changes in municipalities. Most municipalities have undergone a process of amalgamation. This sphere of government is premised on representative and

participatory democracy, requiring a bottom-up approach on issues of governance. Yet Ward Committee system is yet to operate optimally.

There is a concern about the ability of the local government to deliver and function effectively and efficiently. Local government is projected as the engine of development and service delivery, yet some communities marched against the municipalities about poor service delivery on the ground. In 2004, the Department of Provincial Affairs and Local Government launched a programme called Project Consolidate, aimed at making interventions to the struggling municipalities to effect their constitutional mandate.

While some strides have been made in certain areas, they are uneven and the basic operations and maintenance of the service systems is often neglected. These problems are most evident in rural areas of the country. The problem is aggravated by lack of necessary skills in those municipalities.

Communities in rural municipalities are not getting enough services as expected. This includes services like water, electricity, housing, roads and health services. Most of the communities in these municipalities reside in rural tribal areas. The budget is spent mostly on personnel hence infrastructure problems in these areas. At Aganang Municipality, 55 villages have no electricity, particularly in the Moletji and Matlala areas. There are often marches and Radio Talk Show slots to discuss the issue of electricity priority list, while ESKOM is the sole service provider in the area. The frustration is that most communities are put on priority list for years; each village given a year in which it will be electrified.

The Blouberg Municipality is one of the emerging local municipalities in the Capricorn District, and the majority of its villages are rural. It has licence to electrify the area within its jurisdiction. However, just like other rural municipalities in the district, it has inherited electricity backlog from the previous system. It has found itself under severe pressure to provide electricity because of the demand in the area.

Most roads are not tarred. These include streets, access and provincial roads. The problem has created a shortage of transport in the area. The areas under this municipality have unreliable means of transport; therefore the area is not easily accessible to both the residents and the outside community. These conditions obstruct a flow of business activities in the municipality.

The area has one district hospital, five clinics and rotating mobile clinics and all this are also not accessible to the nearby villages or communities that are supposed to be served, due to poor road management systems. Most mobile clinics visit rural areas once in every two weeks. The system created serious social backlog to the people and that made the health care system suffer from lack of resources.

The service level of water is below RDP standard. Most of the households are without water and they pay van owners for water delivery at homes, which tends to be costly. Families with boreholes face a health hazard because there is not enough rain. Boreholes seem to be draining underground water and that would imply that the borehole is sucking even toilet dirt and this may cause diseases

The challenge is that the municipality must operate and maintain the system. This affects the whole area of these municipalities. Due to insufficient financial resources, the municipality is unable to meet the needs of the community, and Blouberg has mobile clinics that come once in two weeks. In cases of emergencies, people have to travel to Ratshatsha Health Centre and Helen Franz Hospital for medical attention, whereas at Aganang one Hospital and seven clinics are more than 5 km as against the RDP standard.

This creates opportunities for people with bakkies to charge unreasonable prices should there be a need to transport a person to hospital at night. Some pregnant women sometimes deliver their babies on the way to hospital because of the distance they have to travel, and also due to the lack of ambulances at clinics.

Both municipalities have a number of common features. They are both in rural areas, have backlogs in terms of roads, water, electricity and health facilities, hence the study. However, Blouberg has an edge over Aganang in terms of roads and electricity services. It can use part of its budget to electrify areas where their licence covers. Therefore, it can be able to expedite electrification in the area. Their staff complement is not enough to meet the challenges in the area.

Hard infrastructure, such as roads, electricity, and water services, provides the foundation on which investment in the industry can be built. Lack of adequate basic services in rural areas is worrying, considering that Blouberg is the largest community in the district. Municipalities must understand that hard infrastructure is a catalyst for social and economic development.

1.3. Research Questions

- Why is there poor service delivery when there are sound legislations to support the system?
- What are underlying factors contributing to poor service delivery in both municipalities?
- What are possible mechanisms to be employed so as to improve service delivery in this municipality?
- Are internal administrative systems and procedures efficient and effectively given the financial cycle?

1.4. Objectives of the Study

- To investigate the extent of service delivery backlogs at Aganang and Blouberg Municipalities.
- To understand contributing and underlying factors that led to poor service delivery in both Aganang and Blouberg.
- The present researcher tried to find and propose strategies that can provide solutions to the problem for a better service delivery.

1.5. Significance of the Study

- (a) The municipalities can use the findings of this research for reference and as baseline study.

The study searches for facts, produce new knowledge, and the body of information collected through the research can be useful in making the correct decision by the municipalities. Thus, there will be focus intervention on issues that delay and hamper service delivery. In the future, other researchers can use the study findings as a springboard for their own studies.

- (b) It can be used in government and academic field.

The aim is to establish facts to reach a new knowledge on service delivery. The municipalities will be in the position to know the level of backlogs, determine the cost and be able to make appropriate interventions where there is a need for minor adjustments.

- (c) Its value can open avenues for further research in the future.

The study will invite students and development practitioners to start interrogating it in order to gain insight into whether or not what has been researched can be augmented. The municipalities will also compare their strategies together with the one suggested in this research and thus look into what can best be utilized.

1.6. Research Techniques

This chapter encapsulates the tool used to collect data from the identified stakeholders. It focuses primarily on ways and means of getting data. The researcher elaborates on how information was sourced, researched and how documents, such as council minutes and Integrated Development Plans, were accessed. This chapter entails problems and challenges experienced during the study.

A two months period, i.e., May-June 2006 to July 2006, of field study was conducted in the Aganang and Blouberg municipal area of jurisdiction. The theoretically directed field study, as well as previous personal work

experience since 1995, formed the basis of this study. This comprehensive personal knowledge of the area made it possible to have exploring interviews with important key stakeholders.

In the Blouberg Municipality, an appointment was made with the IDP Manager to introduce the assignment to undertake the study. A meeting was arranged and research questions were handed over for response. The meeting was postponed until the budget was approved.

With regard to Tribal Authorities in both areas, the researcher has followed the local protocols. A local resident in the area, Community Liaison Officer in the Department of Health and a Proportional Representation Councillor introduced the researcher to the Tribal Secretary. Without wasting time, members of the Royal council allowed the researcher the opportunity to start the task.

Appointments were done with most councillors through cellphones. Based on their availability, dates were set for a meeting. In some cases, the researcher arranged a visit with councillors, and community members to respective villages and in town. Part of the visit to councillors included having informal discussions or interviews with members of the community.

The researcher has conducted structured interviews with the target groups. It involved formal discussions with each stakeholder. The researcher posed questions to various respondents and answers were given. But, some respondents evaded to give appropriate answers by being neutral.

Interviews were mainly conducted in the rural villages in Aganang and Blouberg Municipalities during the week and over weekends. The officials and councillors of those municipalities were also interviewed, because they are familiar with the process and practices of the institutions.

The selected respondents were mostly within the old age group as these are part of the Traditional Royal Council. As far as possible, an equal number of

male and female respondents were interviewed. The older generation, approximately 45 years and older, particularly female respondents, disliked undertaking interviews with a stranger. However, the younger respondents would readily gather and discuss questions posed.

Direct questions did not prove to be very useful, as respondents seemed apprehensive as to the reason for such direct questioning, e.g., questions such as “How is the relationship between council and the stakeholders, particularly Traditional Leaders (Chiefs)”. Most officials would not answer questions such as “why is there poor service delivery?” In most cases, “semi-structured informal discussions and interviews” yielded much information.

During group interviews it was observed that information was not readily surrendered, but during individual and more private interviews, respondents tended to be more helpful and it thus became possible to gain greater insight into the influence of traditional leaders and political practices and perceptions in the area. But older generation was free to raise issues it were not happy with.

Personal interviews provided the opportunity to clarify discrepancies that emerged during discussions and it was easier to collate and validate information during such sessions. Individuals were extremely reluctant to be quoted, especially regarding sensitive issues, e.g., on the role of the traditional leaders in the council and/or the role of ward councillors in the wards. Most officials were reluctant to give information as compared to councillors.

1.7. Conclusion

The legislative framework provides broad mandate that municipalities must operate from. Based on the framework, municipalities then have to develop key performance areas for which their performance will be measured. This also includes the adoption of vision, mission and value statement. Therefore, all the development initiatives should be geared towards achieving key

performance areas such as economic development, institutional transformation, and infrastructure development.

These gigantic development challenges confronting municipalities require informed development path and paradigm shift. Furthermore, there is a need to have put in place people-centred approach rather than a self-serving one, in order to ensure that corruption is rooted out whenever it occurs. Based on the said challenges, municipalities must take a conscious decision to develop integrated plans, so as to address enormous backlogs in the provision of basic infrastructure and services. There is a need to move away from the excuse of lack of resources, towards harnessing and applying appropriate technology and existing resources.

CHAPTER TWO

LITERATURE REVIEW

2.1. Introduction

The democratic breakthrough achieved in early nineties has brought about many challenges facing the new regime. Many legislations and policies revolve around the concept of democratizing government. Local government was indeed conceptualized to achieve this mandate. Among its democratic values, Reddy (1996:04) had propounded that a local government must feature the following hallmark namely; popular consultation, popular participation, freedom of expression and equality.

The RDP has integrated growth, development and reconstruction programme as one unified programme. Supporting its importance, it identifies infrastructure development programme as a key to ensure provision of modern and effective services like water, electricity, communications, roads and training to the people.

In this study, books and various articles serve as the main reference for the theoretical model of service delivery. The opinions of several other authors are cited to further substantiate arguments and observations. In addition, personal experiences from the past nine years were used to develop an approach for service delivery.

2.2. Service Delivery

According to Craythorne (2003:158), the *Constitution of the Republic of South Africa* does not define the concept services. However, Municipal Systems Act no 32 of 2000 has a chapter that deals with municipal services interrogating the word services. The concept embraces programmes and activities in relation to powers and functions that spheres of government are to perform. Service delivery is concerned with the provision of service by government or government bodies, to a community that is promised or which is expected by

that community. However, an attempt was made to define the word service delivery. This includes physical infrastructure and social initiatives that will enable the communities to sustain their livelihoods.

The local sphere of government has a daunting task to make a difference to the locals. It must ensure that powers and functions performed enhance socio-economic development of the community. In the current set up, it is clear that service delivery is attached to powers and functions allocated to various municipalities.

Given the scenario that the local government in South Africa is at a sustainable phase, some functions might be performed concurrently. The provision of services has to be rendered in a manner that will make it happen where the communities need it the most.

Quality service delivery is to be achieved if technical issues such as administrative capacity and internal operations are structured to meet the challenges of service delivery. It should be borne in mind that service delivery is provided satisfactorily if the administrative systems in place are responsive to the needs of the people. This requires a well-trained staff complement that is pre-occupied with the culture of Batho Pele.

2.2.1 Service delivery options and approaches

The *White Paper on Local Government* propounds for approaches to address service delivery backlog. These approaches seek to develop service delivery capacity to address basic needs, to achieve both better life and the objects of local government. In most cases, the idea behind it is to improve efficiency of government business processes and provide resources where there is none.

It further propounds approaches to service delivery, namely, outsourcing, contracting, out-lease and concessions. This can happen once a municipality has identified and made strength, weakness, opportunities, threats (SWOT) analysis. Although alternative service delivery is a good option, the critical questions to ask are whether or not such options will build local capacity

within communities and the staff. Will partnership bring about real gains in those complex service areas? Are municipalities able to manage and change contracts to meet the emerging demands?

Critical to these challenges is the availability of policy guidelines to regulate and to protect the standards and thus promote quality services. This will require much more than just putting in place the right laws and regulations. It requires some intervention for empowering local emerging businesses and community structures.

Starling (2002:109) made it clear that full-time employees can still perform over 75 percent of the city's work and contract out some functions. Some of the options of service delivery can be empowering to the local communities. Skills, expertise and resources can be shared among service providers. The other argument for partnership is that it offers the potential to secure better value for money than in-house service delivery.

Some of the challenges to address service delivery can be achieved through partnerships. The *White Paper on Municipal Partnerships* stipulates that municipal service partnerships are not an end in themselves but rather a possible means to achieve service delivery goals. It emphasizes service partnerships based on the Batho Pele principles.

The intention of the White Paper is to allow the sharing of capacity, skills and expertise among development stakeholders. Most partnerships do not have terms of reference. At times, both parties shirk responsibilities and the communities suffer at the end of the day. According to the former Illinois governor, Jim Edgar, partnerships are attractive because the private sector has three things any government needs, namely, resources, knowledge, and public support (Starling, 2002:114).

There are barriers from the public sector that inhibit effective partnership, particularly with the private sector and the community. The public sector is full of bureaucracy, is over regulated, and does not adhere to bidding timeframe.

At times, political decisions and interference create uncertainty for the private sector.

Despite all barriers, there is an emerging view that the private sector can work with local government to develop the most effective means of providing essential services. Business can help government develop ways to improve property-tax administration, cut back special tax preferences, broaden the tax base, increase returns on municipal funds, cooperate to secure funds from the state and other sources (Starling, 2002:113). Mafunisa and Maserumule, (2004:29) gave practical cases on alternative service delivery options that can be exploited by the public sector.

Hattingh (1998:41), and Gildenhuys and Knipe (2000:67) encourage alternative ways of service delivery. The questions to be asked when such an option is considered are: Will the community receive quality, better and cheaper services? The case in point is whereby a local municipality renders traffic license renewal and registration of the vehicle functions. Section 78 of Municipal Systems Act no. 32 of 2000 provides community consultation on service delivery mechanisms. The municipality is required to follow consultation process when it wants to resort to an alternative of service delivery options.

2.2.2. Integrated Development Planning

Parnell et al., (2002:84) provide an Integrated Development Planning (IDP) as an institutionalized mechanism for local authorities to achieve its responsibilities. The IDP is seen as a mechanism for both coordinating and integrating the numerous bits of municipal business. It is also the primary tool to ensure the integration of local government activities with other tiers of development planning at province, national and international levels (e.g., Agenda 21 Requirements).

Agenda 21 was adopted to effect the key elements of the sustainable development approach. Agenda 21 indicates that for the eradication of poverty and hunger, greater equity in income distribution and human

resources development remain major challenges. It further proposes the full integration of environmental and developmental issues for government decision-making on economic, social, fiscal, energy, agricultural, transportation, trade and other policies, and the government should also seek a broader range of public participation.

The questions to be asked are whether public participation is institutionalized or consultation is only during integrated development planning and budget? Given types of participation, which one best suits the local environment? Does it favour the elite at the expense of the poor? Municipal Structures Act no.117 of 1998 provides that the Executive Mayor/Executive committee must identify the needs of communities. The challenge is that the mayors might be biased to their areas instead of taking what communities have prioritized.

Liebenberg and Steward (1997:125) have thoroughly propounded that development should be participatory, empowering and sustainable. They have said that “development intervention should therefore be the scientific knowledge of the external change agents with the unique blend of internal social knowledge, or people’s knowledge, in order to deepen people’s understanding of their situation.”

The integrated development planning serves as a platform for communication and interface between the different spheres of government. The end product of this process is the adoption of the Integrated Development Plan, which municipalities have to review after intensive public participation process. This is the planning tool that provides community inputs and influence on resource allocation within a given period of time.

The new approach has to target economic growth, social justice, poverty eradication and a safe and healthy environment as the core elements of the IDP. The Sustainable Development approach has attained international significance due to its emphasis on poverty eradication, environmental sustainability and economic development.

Rural municipalities like Aganang and Blouberg can hardly afford the luxury of expensive development mistakes. Instead, they need to integrate and coordinate their programmes in terms of development priorities. In some cases, there is lack of political integration to deal with competing discourse of development and the notion of governing within the state and society.

The IDP process plan requires enough time for the stakeholders to participate. Critical success of the plan is how the process is structured to allow maximum participation of all the role-players, including the marginalised section of the communities, such as women, youth and the disabilities sector. Mhone and Edigheji (2003:221) advocate the mainstreaming of gender issues in the integrated development planning.

The argument behind a gender-based perspective is that the majority of women are poor, but their issues need to be seen, heard, and recognized. The imperative of expanding women's insights in the planning process enriches planning perspectives beyond scientific and technical knowledge to other ways, means and avenue of knowing, learning and gaining experience.

Swanepoel and De Beer (1996: 25) propounded for the development that is humanistic. Their argument is based on the fact that there is no concrete development if a community's self-reliance, happiness and human dignity are not fulfilled.

In most cases, there is no baseline data to inform appropriate strategies. Other major challenges faced by the municipalities during IDP review process are whether or not to allocate resources to projects prior to community consultation and/or consult beforehand. This approach denies the community the chance to influence the budget allocation. Actually, what should happen is that community consultation should be the first to be conducted in order to identify priorities and allocate budget based on what the communities have raised during the consultative process. The process itself, if not properly managed, will end up producing just a wish list.

The *White Paper on Transformation of Public Service Delivery* provides legal framework that all spheres of government have to consider when delivering services to the communities. It sets out eight principles that are customer orientated. Therefore, municipalities are to put people first during planning and budgeting processes.

The White Paper wanted to address RDP provision, but the problem about it is that the complainant is not known. The complainant is expected to just leave the message and is not given the opportunity to raise his dissatisfaction in the presence of the relevant authorities. In most cases, community members resort to the media institutions like radio and local newspapers to lodge complains.

2.2.3. Development bureaucracy

To achieve this, municipalities require bureaucracy that is development oriented, thus trying to find a good balance between mechanistic and organic structures. It should be able to take control of the organization's systems and at the same time be adaptable to the environment in a way that strengthens the capacity to achieve goals (Fitzgerald et al., 1995:85). It is, therefore, necessary for municipalities to embrace management of service delivery aspects into their plan of institutional transformation.

There are critical challenges that suggested a new approach to modernize services delivery. The global world today is to a large extent influenced by the rapid development of information technology. Technology serves as an effective tool for productivity and, in other cases, of assisting in applying new solutions to traditional tasks, that is, re-engineering government. As such, information technology becomes a tool to support decision-making.

Critical to such an approach is the clustering of service for accessibility to services and information about a wide range of services rendered by other agencies and sector departments. The State President announced the establishment of Multi-purpose Community Centres throughout the country

and such a political imperative poses a challenge to administrators in local government to address it within the current planning processes.

As part of broader transformation agenda, regulatory reforms are salient measures to promote a conducive environment for business, protect environment and safeguard the interests of the public. Such efforts will assist in repealing regulations, processes and procedures that are no longer critical in achieving the goal and which have undesired social outcomes. To have well-managed institutions, there is a need to rationalize previous by-laws in line with the current legislations. This red tape can be reduced through streamlining procedures and improving knowledge management of the staff members.

There is a need to look into burning red tape issues in municipalities such as speeding up of employment procedures; a better delegation of municipal decision-making powers; and improved information on complaints procedures, applications of sites, electricity and water connections. Furthermore, in most cases, red tape costs are not produced by regulations themselves but by the inefficient procedures applied in the implementation of the regulations. Streamlining processes and increasing the service orientation of municipal officials can contribute to the reduction of efficiency costs and compliance costs.

2.2.4. Ethical conduct in the municipal context

Are municipalities effective and efficient in preventing and combating fraud and corruption? The government collects its revenue largely from the taxes that are paid by the ordinary citizens who do not have a choice. The effect of fraud and corruption does not only have impact on municipalities but also on local communities. These immoral behaviours or practices result in non-delivery of essential services; increased crime and deny communities of their right to better life. The issue of public service ethics is inevitable, given current light of corruption investigations that cost municipalities huge sums of money. Service delivery is accompanied by both good and bad practices.

Corruption is felt by the communities and mostly the poor in order to survive. It harshly affects law-abiding citizens and only benefits the criminals. This takes different forms, namely, bribery, nepotism and fraud. In most cases, such practices delay progress in the implementation of the project, and at times there is tangible delivery; nonetheless the money has unfortunately been paid. Therefore, this has an effect on quality and quantity of a particular service. The procurement system is a salient cause to this practice.

Section 9 of *The Constitution of the Republic of South African, 1996* provides for the creation of institutions supporting democracy such as Public Protector, Auditor General and National Prosecution Authority. Their core mandate is to protect the abuse of power, violation of human rights and contravention of the rule of law. Part of their competencies is to investigate complaints raised by members of the public. They have the power to investigate and subpoena any person to give submission and answer questions in their scope of operations.

The Municipal Finance Management Act no.56 of 2003 provides for municipal accounting procedures by both the Accounting Officer and the Mayor, in relation to the council finances. It requires that a municipality be accountable and transparent when dealing with municipal finances. Municipalities are further obliged to submit the annual financial report to the Office of the Auditor-General for auditing.

Municipal Systems Act no. 32 of 2000 propounds for delegation of authority to the Executive Committee, the Mayor and the Accounting Officer. Therefore, such delegations will enable Municipal Managers to delegate authority to Section 57 Managers. The challenge to delegation of authority is that they are subject to abuse by Executive Mayors/Committees and the Municipal Managers. Some Mayors do not even delegate authority to managers; they keep the power unto themselves, thereby contravening the laws. Most of them interfere in the administration and tender processes.

Therefore, there is a need to pay attention to ethics in public administration since there is an increased exercise in discretionary powers given to both office bearers and officials. Public officials without personal morality will either be prone to abuse or will fall prey to being abused by unscrupulous Machiavellian individuals (Wessels and Pauw, 1999:139).

Wessels and Pauw'. in support of Clapper (1996:23), hold that "[the] Code of conduct should serve to harness and steer the public official's personal morality and judgment in directions that yield virtuous and efficient rendering of services to benefit the public". Contrary to what Wessels and Pauw have raised, others have a different perspective. Their perspective indicates that legally binding ethical codes and legislation result in the destruction of the space of democratic decision-making and innovative discretion being laid to waste. On the other hand, Mafunisa et al., gave an explicit example on the manifestation of corruption in Limpopo, in relation to Parliamentary Village Tender. Gildenhuys (1991:42) clearly spelled out maladministration and its manifestations.

2.2.5. Community participation and empowerment

One aspect of service delivery is through community participation. This is one of the core functions that each municipality must take care of. Municipalities must mainstream public participation to achieve tremendous outcomes. Municipal Structures Act no. 117 of 1998 provides for the establishment of ward committees. Municipal Systems Act no. 32 of 2000 also provides for community participation mechanisms in matters of local governance. Central to this approach is the need to allow a community to take control of its own lives and to organize collective action.

Is ward committee system enough to increase the voices of the people? Was it legislated to enable the people to speak? A well-informed public is resilient. The IDP and budget process must create a space for substantive participation in terms of priority setting and strategy implementation. A joint decision-making and partnership with communities should be factored throughout our activities and programmes. Communities should be involved in policymaking

process and during implementation phase; including the provision of basic services. Public Participation aspires to achieve collaboration, decision-making and partnership.

Coetzee et al., in support of Jeppe (1980:8), mention that:

Community development is the conscious process wherein small, geographically contiguous communities are assisted by more developed community to achieve improved standards of social and economic life. This is done primarily through their own local efforts and through community participation, at all stages of goal selection, mobilization of resources and execution of the projects, thus enabling these communities to be self-reliant.

Roodt (1985:13) supports what Coetzee and Graaff (1996, 313:470) had written in their book, under the heading "Participatory Development: A jargon concept". Key to the argument was that some groups and individuals within communities tend to monopolise power and development resources at the local level, and in the process exclude, or prevent, other groups from participation.

Chambers (1983:18) identified six biases of unobserved rural poverty. One of the biases identified is elite bias. This school of thought concedes with the view that the poor are often inconspicuous, inarticulate and unorganized. It sees the poor as passive members of the society and assumes that decision can be taken without them.

Sustainable service delivery can be achieved if the communities are mobilized and empowered to participate meaningfully in the project planning, budgeting and planning processes. It should be noted that participatory development brings about ownership of any development. It allows people to take charge of their own destiny.

Can outsiders be of any help at all to such people and such movements? No outsider will tell us what we should do (Rahman, 1993:05). Self-reliance is primarily the human urge for community development. It builds people`

power. Self reliance is not autarky, but a combination of material and mental strength by which one can deal with others as equals and assert one's self determination (Rahman, 1993:207).

Collective thinking and action by community members must be promoted. Participation involves a collection of people, actively participating, taking initiatives, taking own decisions and taking over their own development, and this builds self-reliance. But that has to be guided by leaders from government, civil society organisations and the community at large. It is an element of empowerment because people take over control of economic resources; assert their development aspirations and their freedom to take initiatives for their self-development. Participation creates a new form of dependence. As such, self-promotion reliance expresses people's initiatives.

If service delivery is people-centred and people-driven as the ANC's Reconstruction and Development Programme (1994:05) propounds, the community would be having access to control over resources to protect their livelihoods. Participatory development assists government in making targeted interventions, and such interventions result in maximum leverage of resources. The Reconstruction and Development Programme principles have a clear link with community involvement. This is in line with international practice (FitzGerald et al., 1995:93).

Coetzee et al., (2001:474) in support of the ANC's Reconstruction and Development Programme (RDP) document, put emphasis on a move from local government to local governance. In their view, when explaining local governance they say "that the local authority must move beyond the regulation of activities within its domain and enter into an equal dialogue with participants which will create democratic rules of the game".

Accordingly, Davids et al., (2005:18-24 & 119) further expanded on the idea behind people-centred development and the benefits of public participation. Accordingly, community participation is seen as building blocks of development. It lays the foundation for grassroots democratization and good

governance: part of human growth that is the development of self-confidence, pride, initiative, responsibility and cooperation. This approach is supported by Chambers (1998:157) who broadens it by giving typology of participation for a quality process.

Development is focusing on people. Development becomes sustainable if it takes into consideration the socio-economic and institutional dynamics of the affected communities. Communities should take control of development initiatives and be involved in the decision-making processes and the implementation of municipal programmes.

Municipalities have a great challenge to make communities aware of contradictions in their lives. Part of the agenda should be the transformation of people's consciousness, and leads to a process of self-actualization that results in ownership: thus simultaneously challenging the dominating classes and their political regime. Basically, the impact of service delivery will enhance the quality of lives of the communities, i.e., increase their social and economic opportunities by strengthening their livelihoods. It stimulates new productive activities.

Reddy (1999:182) indicated that the Namibian central government empowers people at all levels of government to be the co-owners of the state, co-decisions makers and executors of the state will. The state actively shares in the governance of the people. Local authorities are an institutional instrument used to functionally involve the communities,

In South Africa, municipalities are legally bound through the Acts but the challenge is that there are no measurement systems in place by the both national and provincial governments to monitor such involvement and participation of stakeholders in aspects of governance. Participation is more of a once off programme, especially during the integrated planning and budget. Communities actually do not participate in the project implementation, performance, monitoring and evaluation. Do Mayors report

to council annual on activities of ward committees or the community as whole?

After approval of IDP and Budget, there is no mechanism to ensure continuous consultation with stakeholders. There is no monitoring and evaluation process, hence poor service delivery. In Brazil, there is quarterly consultation on implementation of the projects or on performance (Bairele during a Good Governance Learning Network Workshop at Magoebakloof on 8th–10th February 2005, organised by the Open Society Foundation for South Africa and IDASA).

Along these lines, the following questions emanate: Are communities in municipalities participating in the design of the project or when project scope is being determined? Is planning a desktop exercise or a participatory one? How do officials and political principals know community needs if they are not part of the project scope? Are those project designs taken back for endorsement by communities? Are communities in position to make contribution without any fear or intimidation?

Development has to be responsive and participatory. Poverty eradication strategies and development initiatives should be premised on the necessity to empower communities and strengthen coping initiatives of the poor and the vulnerable communities. The poor are best placed to identify their own needs. As such, municipalities should play a role of an enabler. There should a partnership among communities, government and private sector institutions.

2.2.6 Strategic planning

One of the keystones of success in the public sector is to move from project management to programme management. Managing public sector begins with planning (Starling, 2002:185). Although, planning is difficult because it deals with complicated issues like the clarifying of vision and mission as per the Business Unit, it clarifies the role of each department and guides them to better service delivery through integration.

It is better to visualize a dream than to wake up to a nightmare (Botes, 1994: 62). Therefore, there is a need for a strategic planning to focus on broader municipal strategic objectives than departmentalism. Planning outlines how an institution will get where it wants to go. It identifies strengths, weaknesses, opportunities and threats in the future.

According to Botes (1994:61), strategic planning is the task of top management but can never be a substitute for functional, operational, and administrative planning. This implies that resolutions taken at a strategic planning should cascade down to the operational managers, supervisors and ordinary workers. However, few institutions share their service delivery plan and operational plans with the lower staff personnel. But nothing was mentioned of programme management as part of strategic planning.

There is nothing like ideal organisational design. The organisational configuration plays an important role to achieve strategic vision and priorities of the institutions. An organisation must be structured to meet the existing and future challenges in line with their vision and mission of the organisation. But, in most organisations, there is a conflict of systems, lack of monitoring and evaluation, that is, providing the system of monitoring input, output and outcome, and weak leadership that does not create supportive culture based on values, vision and mission of a municipality.

The majority of organizations adopted rather an output-orientated approach than an outcome-focused approach. What really happens is that inputs are more than output and outcome. In New Zealand, their budget is structured around outputs. Such an approach has its own limitations, such as emphasizing quantity than quality. It creates community uprising in case the outcomes are not visible, and there is lack of coordination from within and outside the organization (Van Wyk et al., 2000:12).

Given the challenges of output-based approach, it is strategic to move from this approach to outcome-focused approach. The advantages of this include improving effectiveness and efficiency since it encourages integration.

Affected units become part of the planning, it promotes transparency and accountability, and there is cooperation and coordination.

2.3. Conclusion

All of the above makes it is clear that there are specific world-views, in terms of how service delivery can be realised. Municipalities have a variety of options to adopt that can be used to enhance sustainable local economic development, participatory governance and poverty eradication. It is clear that there is a need to develop a comprehensive, all-inclusive approach whereby mutually beneficial community involvement plays a major role.

From a development point of view, it is obvious that there are major challenges that inhibit the local government to identify its weakness and to understand the functional environment where there is a potential space for it to tap resources. This knowledge must be used to the advantage of the community in order to create sustainable developmental local development that gives priority to the basic needs of the community and promote socio-economic development of the community.

Investigations alone are not sufficient to curb the scourge of fraud and corruption. Municipalities must ensure that necessary measures are put in place for effective administration and management of public funds entrusted upon them. There is a need to ensure value for money when public funds are spent, so as to avoid fruitless expenditure, irregular expenditure, reduce misappropriation of funds and eradicate fraud and corruption. The corruption and fraud practices have potential damage to reputation of the public service, together with ever tightening corporate governance requirements.

It is very critical that municipalities put emphasis on changing mind-sets and revisit the existing approach to service delivery amongst local government officials. Municipalities must find ways of how to practically give life to the Batho Pele principles. This includes the drafting of Service Delivery and Improvement Plan (SDIP). It is essential that key indicators encompassing

sets of Batho Pele principles be incorporated in the performance management system.

Focus should also be given to elements of good governance such as participation, transparency, accountability, effectiveness, efficiency and responsiveness. A developmental local government must excel in the basics of sound administration and intervenes strategically in the performance of local economy development. It is fundamental that meaningful coordination in planning, budgeting, monitoring and policy review is realised for the effective achievement of development objectives.

CHAPTER THREE

DATA ANALYSIS

3.1 Introduction

The study is aimed at defining and specifying identified socio-economic problems. The researcher developed the hypothesis in such a way that its conceptualisation is designed to maximize appropriate interventions. The researcher further undertakes fact-finding mission, which can contribute to devising interventions programmes aimed at improving the human condition. The data collected contribute to the identification and solving of existing community problems, which makes it possible to suggest possible remedies and prevention strategies that will contribute to and possibly ensure the desired outcome.

The researcher has identified the research methodology to use in order to have valid and reliable data. This includes interpretation of the data needed in line with research problem. It is at this stage wherein the data obtained are treated to resolve problem. The researcher considers facts and leaves out unnecessary information to ensure positive results.

3.2 Qualitative Analysis

3.2.1 Service delivery

In relation to service delivery, the respondents indicated that there is no working relation between the municipalities and Traditional Authorities, hence continuous conflict between the Traditional Authorities and the municipalities. Most Traditional Authorities have raised objections that business plans are not submitted for their inputs. The respondents further indicated that projects are implemented without their participation and there is no buy-in of projects from planning until implementation stage.

In the view of the Traditional Authorities, there are loopholes in these legislations because working relations are more voluntarily based; there are no provisions to force municipalities to work together them since rural communities are their constituency. Respondents said that the majority of

councillors are arrogant, and undermine the communities they represent. They literally used to say “ le ka se le re dire selo pele nako (term) ya rena e fela”: meaning that they cannot be done anything until their term of office elapses.

The respondents from Ga- Marais said that the problem with the council is not a big issue; the only contentious area is that Traditional Authorities are not cooperative to work with the municipalities. The respondents further indicated that the councillors do come to their areas and give feedback. However, indication was made that communities are still without water service in the area.

According to the respondents at Dilaeneng, the Blouberg Municipality is trying its best to deliver services. The respondents gave examples of the power station next to them, and the tarred roads implemented and those under implementation in areas such as Monyebodi, Lekgawara and Mochemi, and those passing through in the area. The taxi drivers from Blouberg complained about the road from Senwabarwana to Ga-Kibi, however the other respondents applauded the tarring of road from Vivo to Ga-Kibi. The same appreciative Taxi drivers at Aganang praised particularly the road from town to Tibanefontein.

However, according to the Traditional Authorities from Aganang, some councillors work relatively well with them. But mention was nonetheless made that such conflict used to happen. It was further indicated that the municipality often informs the Traditional Authorities about projects, particularly housing projects, and this is one area of cooperation in service delivery.

Councillors said that part of poor service delivery is due to late implementation of projects resulting in a high rate of project rollovers. This leads to incomplete capital projects. The respondents further raised that interdepartmental coordination within the spheres of government is to a certain extent lacking. Some councillors said that they have noted that there

is political-administrative interface. The respondents indicated that administration has divided the council into groups and this leads to poor coordination, which then results in poor service delivery.

According to some councillors, Blouberg has three graders that are being used to maintain local roads in the area. Indications were further made that there is an element of human capacity. The respondents indicated that it is difficult to recruit and keep scarce skills such as engineers. However, some councillors put trust in their staff members.

Some officials in the municipality confirmed the same challenge of lack of capacity contribute to their performance. The respondents said that the municipality is operating in highly complex environment, which often produces some conflict. Indication was made that the relations with the district municipality often becomes unproductive.

Mention was made that the municipality is facing some challenges in terms of implementation capacity. Most water projects are not properly estimated and further that some are incomplete because of insufficient budget allocation. The respondents from Vlakfontein and the water councillor confirmed that Vlakfontein and Ramalapa water projects are a practical example of similar projects that could not be completed due to insufficient funds.

The respondents from Mashashane propounded that their area is not looked after in relation to all other services. The respondents did not understand why the area has to be serviced by Knobel instead of Seshego Hospital in terms of health services. Indications were made that Seshego is more accessible than Knobel. The respondents further mentioned that the transport network from Mashashane to Knobel is expensive, and not readily available as compared to transport to the Seshego one. The respondents in all areas have indicated that the Provincial Department of Health and Social Development provides mobile clinics in areas without clinic facilities. But now it looks like the service is dwindling.

Mention was made that most of the roads are gravel. According to the respondents from Glenroy in Mashashane, the Limpopo Provincial Department of Roads and Transport is trying its best to maintain the road but they are not consistent in services delivery. The same was echoed and shared by a respondent from Mamehlabe. In terms of access and internal streets, the respondents agreed that the two graders from Aganang could not cope with roads backlog in the area.

In relation to electricity, the councillors indicated that Eskom in Aganang Municipality renders the function and it is their wish to have all villages electrified. Both councillors and officials have indicated that in 2002/ 2003 the council had put some funds to electrify villages such as Ga- Kgoroshi and Ceres as an attempt to show the community that they care.

In Blouberg, the municipality is having the licence to reticulate the area. Although it is able to electrify its area, officials have, however, indicated that the area is not all electrified given that the municipality is not generating enough revenue.

3.2.2 Factors contributing to poor service delivery

Most of the respondents have raised poor relations between the council and community as a major contributor to poor service delivery. Traditional Authorities have cited the fact that the lack of consultation and involvement during projects planning creates a setback to project ownership. The respondents also indicated that apathy also has an effect.

According to the respondents from Ga-Phago village, poor planning is a source of poor services. The respondents further indicated that some projects are imposed without the knowledge of critical stakeholders such as ward councillor and the community.

According to a councillor and former councillor at Aganang, some decisions are not collectively taken. It is alleged that the municipality is a one-man show. Councillors are not given the opportunity to interrogate the needs

identified. Decisions are imposed and anyone who tries to ask becomes marginalized or sidelined from the processes. It even goes to the extent of whipping during caucuses.

Councillors and some officials said that the delegation of power is not properly allocated. It was indicated that the Mayor was given executive powers and the Municipal Manager was also given more powers than it should be, as required by the Municipal Structures Act of 1998. Some developments take place without the knowledge of the council. An example was given of the legal cases pending or finished.

3.2.3. Participation in decision making process

According Blouberg Traditional Authorities, invitations are received during integrated development planning and budget consultative meetings. The Tribal authority confirmed that community members participate during the review process. The respondents also emphasised that, in other cases, during implementation, some headmen are informed of the process but do not participate in project design processes.

The Traditional Authorities further confirmed that the Provincial Department of Roads and Transport was consulted during the road tarring projects My Darling, Monyebodi in the Blouberg area and while at Aganang Ceres and Matlala road are being tarred. However, the respondents indicated that there was never consultation or information to the authority in the majority of water projects implemented in their area.

In relations to community participation, the respondents indicated that two area consultative meetings are held during budget and integrated development planning every year. The ward councillors mentioned that the community does give inputs, however, there is acknowledgement that some community members understand the situation while others are lose patience in issues related to water and electricity. The respondents have raised dissatisfaction on slow pace of projects implementation.

Most Proportional Representatives (PR) councillors have indicated that the budget and projects are drafted before inputs from the community. Indications are that consultative meetings are just for formality's sake since their inputs are not influential when the budget is being finalised and adopted. According to the respondents from Ramoshoana, the administration identifies and prioritises the community needs before consultation meetings.

In both areas, according to respondents at Mabiloane, Ward committees are not properly elected and have no working relations with the headmen. The headmen at Blouberg shared the same statement. The respondents said most members of ward committees report to the local structures. Those elected by the communities are chucked off and replaced by friends of ward councillors, not known to headmen after replacement.

The ward councillors from Aganang Municipality in particular have said that project planning is done with the community. The respondents indicated that consultants get appointed, community consultation is conducted; project steering committees get established and start making inputs to the project scope with the consultants. The respondents emphasised that communities are involved during planning phase so as to influence projects specifications or designs.

3.2.4. Appropriate strategies

The Traditional Authorities in Blouberg Municipality commended strategies used when roads projects were implemented. However, the respondents were not satisfied with quality of RDP houses in the area. The respondents in the Blouberg Municipality said that the municipality erected a power station for electricity without their knowledge, but they acknowledged that it is, nonetheless, a good source for electricity supply. The respondents from Bok have said that strategies used for water implementation are not up to scratch because, in their view, all stakeholders should participate, draft the proposal with the help of the appointed consultants or the council should submit business plan to the community for inputs.

The ward councillors also acknowledged that the previous strategies were not correct given the financial year of the municipalities. The respondents indicated that the planning of capital projects is done late and implementation thus gets delayed, hence more project rollovers. However, the respondents further indicated that the council took a decision to start planning in advance for the next financial year.

Some respondents, who are either Proportional Representative (PR) or are former councillors, do not agree that forward planning can assist. In their view, decision-making is not a collective process. People must own development and influence the resource allocations. Respondents from Mamehlabe also said that some strategies used to address inadequate services are not relevant because they are not informed by actual problems on the ground. Respondents gave an example of water projects implemented in the previous financial year.

Officials at the Aganang Municipality have indicated that part of their strategies to deliver water services include clustering of villages into regional water schemes and, in case of roads, focus will be given to access roads. The respondents further indicated that two additional graders would be bought in the next financial year to assist the available graders. Respondents indicated that the road from Kgoroshi to Dibeng would be tarred in the next financial year to make easy access to a factory in Dibeng.

3.2.5. Organisational structure

The respondents from the Aganang Municipality said that they are not aware of the organisational structure for the municipality. However, the respondents have acknowledged that managers were introduced to them during integrated development planning consultative meetings. In their view, there is a need to have municipal senior managers introduced to them.

The Traditional Authorities in both municipalities also said that it would be useful to have other functions, such as fire-fighting services, in their structure to fight veld fire in their areas. According to the respondents from the Bochum

Location, the organisation structure is not complete. The respondents indicated that some posts must be created to meet the needs of the community.

The councillors from Aganang mentioned that the organisational structure is not geared to meet the needs of the community. It was further said that there was lack of skilled personnel in the municipality. However, officials said that it is difficult to attract qualified and skilled people because the municipality cannot afford the market-related salaries. Mention was made that the council has agreed to review the organogram in the next financial year.

But some councillors and respondents from Ga-Phago argued that organisational review might not help since incompetent people are hired. It was further indicated that the review process is administratively driven without council policy framework. The respondents do not believe that such review will yield positive and accepted results

3.2.6. The role of the District Municipality

The Traditional Authority at Bahananwa, in the Blouberg Municipality, has agreed to attend the Capricorn District Municipality integrated development planning meeting, while they acknowledged that there are scheduled meetings for chiefs at the Capricorn District Municipality. Indication was made that the Capricorn District Municipality seldom comes to them. The Capricorn District Municipality only came to them when they refused the development of the Nature or Game Reserve without their participation. According to the Bahanwa Traditional Authority, the Capricorn District Municipality wanted to take out local community's animals and put their cattle in the nature reserve. The dispute created the opportunity for the Executive Mayor of the Capricorn District Municipality to attend the meeting.

The Bahananwa Traditional Authority further raised its frustrations with regard to the way in which the Capricorn District Municipality treats it. It was also negative about it because it defied when the district wanted to implement one project. The district, however, later complied by submitting a business plan

and they then established a project steering committee. The project is about to be implemented. Some staff members responded that district has implemented water projects in the municipalities.

Their role was seen to be very limited except to give expert advice on development. Some councillors said that *The Constitution of the Republic of South Africa of 1996* and the Municipal Systems Act of 2000 gave each municipality executive legislative powers to govern on their own initiatives. The only intervention the municipality can make is to allocate financial resources for the projects of district importance rather than to build local capacity and integrate district development.

3.2.7. The nature of the relationship with stakeholders

In essence, there is no formal or structured relationship between the municipalities and the Traditional Authorities. The respondents from Matowane and Traditional Authorities in Blouberg Municipality confirmed continuous tension between the two. The respondents further indicated that to their knowledge, there are no other Community Based Organisations that has a constant relationship with them. Mention was made that, in their knowledge, there are few organised structures in the area. In existence is THO and Phagofa cooperative.

Aganang Municipality has four Traditional Authorities in the area of jurisdiction. The relationship with these Traditional Authorities is relatively well, except with Bakone Traditional Authority at Ga-Matlala a Thaba. It was mentioned that there is lack of organised community structures, except the Lafata farmers cooperative.

3.2.8. Internal procedures and systems

The respondents indicated that, in their view, project approval cycle is taking long, Eldorado stadium was cited as example. The Traditional Authorities have indicated that in Buffelshoek or Bosehla, the community was promised water project till to date. The community was never given feedbacks and they are still waiting for the project.

The procedure for application of business is taking long, and applications are not instantly done and there is no data of applicants processed from the Blouberg Municipality back to the Traditional Authorities. Several letters have been written and sent to the Blouberg Municipality without reply. They were worried about the non-response attitude from the side of the municipality. There is no monitoring and evaluation of projects.

Councillors made it clear that internal systems and procedures are fine except the approval cycle of capital projects. One councillor indicated that the documents are sometimes mixed up. However, the overall systems and procedures in place are relatively good.

3.2.9. General problems experienced by communities

Indication was given that ward councillors are not visible and further that communities are not given feedback on service delivery. As mentioned above, the respondents from Bosehla or Buffelhoek said that communities were promised water projects but were never implemented. Headman of Leipzig confirmed that the ward councillor has promised them water project but the promise was never fulfilled. The respondents indicated that ward committees are not representing communities but are friends of ward councillors.

Most people stressed issues of service delivery. Most respondents from various communities have raised invisibility of councillors and that there are no public ward meeting feedbacks given to the locals. The respondents said that inadequate annual budgets made service delivery to be slow, hence the backlogs: an example was given of electricity units' allocations.

3.3. Documentary Survey

The researcher went through Integrated Development Plan 2005/2006 adopted on the 31 May 2005 (IDP), document for Blouberg Municipality. Page 25 of the document indicates that the municipality has a total population estimated at 161322, the majority of which is unemployed. The researcher

also noted that the document acknowledges that the majority of people does not have access to clean water.

It was further captured that access to electricity is still a major challenge since a large number of people uses candles for lighting and wood for fire. The IDP document indicates that in 2000, disaster floods have aggravated road conditions, hence bad roads backlog.

The council agenda of the Blouberg Municipality dated the 31 August 2005 indicates that the municipality is trying its best to deliver services. Most of the issues raised in the questionnaires are being addressed. It covers aspects such as Ward committee annual conference, communication strategy, road maintenance and water provision. However, the same council agenda indicates that some projects are not yet implemented and will be rollovers in the next financial year.

The researcher has noted that the Blouberg Municipality's Integrated Development Plan (IDP) document adopted on 31 May 2005 summarised all road projects implemented in the municipality. However, it should be noted that the implementation for the projects was done through the Road Agency Limpopo. It has been noted that access roads and internal streets are still a major challenge to the municipality.

The council of the Blouberg Municipality also has adopted procedures on the usage of Information Technology. The policy wanted to regulate the control of such equipments as computers, and laptops. However, based on the findings, the researcher has noted that the communication strategy does not include public participation strategy, hence the lack of maximum participation of the stakeholders in all programmes of the municipality. The researcher found supply chain policy in one of the agenda of the council at the Blouberg Municipality, while at Aganang Municipality, Integrated Development Programme (IDP) document is not clear about the policies the council has adopted. However, the officials have maintained that the procurement structures are in place and working.

In relations to the participation of other structures, the document provides that there is a Roads and Transport Forum in place. According to Blouberg Ordinary Council meeting of 31 of August 2005, the forum is doing well in terms of achieving its critical milestones. The IDP captures that the transport forum must be functional, but it does not indicate meetings and the office bearers.

The Integrated Development Plan covers a full-fledged organisational structure in terms of Directorates. The organogram is full of vacancies and most critical positions are not filled. The council agenda indicated that eight positions have been filled, mostly from Electricity Department. The IDP clearly captures that the municipality has constraints in terms of human, financial and technical resources.

According to the Blouberg Municipality, Council agenda of the 30th of August 2005, Supply Chain Management policy was submitted for adoption. This policy is in line with Municipal Finance Management Act of 2003. The document clearly prescribes procedures of acquiring and procuring of services for the municipality. The policy allocates responsibilities to various officers to enable them to perform the duties accordingly.

According to the Integrated Development Plan (IDP), the Blouberg Municipality was an implementing agent for seven rural electricity projects while Eskom and the Capricorn District Municipality implemented ten, respectively. It further indicates that the district municipality has implemented more than fourteen water projects under Consolidated Municipal Infrastructure Programme (CMIP).

With regard to the Aganang Municipality, the Integrated Development Planning document (IDP) provides that the municipality has a population of 147,687. The document identifies challenges such as poor roads conditions within the municipal area, poverty conditions, and poor spatial location of clinics in the area that is without the necessary infrastructure.

The Integrated Development Plan (IDP) document indicates that the lack of own revenue hampers their ability to implement water projects. According to the document, certain funding commitment for water projects from Department of Water Affairs and Forestry were not honoured. This makes it difficult for the municipality to cope with the ever increasing population. In terms of water provision, the Integrated Development Plan document indicates that the municipality has developed nine clusters of regional water schemes to source and reticulate water in the area.

According to the Integrated Development Plan (IDP) document, the municipality in the past years received a total of R11 079 688 from Municipal Infrastructure Grant (MIG). The fund was able to assist the Aganang Municipality to provide both Reconstruction and Development Programme (RDP) standards and households to communities and 2000 households benefited from this grant.

The summary of their development programme indicates that, currently, 54km of road is being tarred. It also confirms that 35km of the road from Kalkspruit to Mamehlabe will be tarred in the future. However, the IDP document does not clearly indicate the status quo of this service.

The Integrated Development Plan (IDP) document also covers the organisational structure made up of different directorates in the municipality. According to the IDP, the municipality has remarkably improved in getting services of four Senior Managers, eight General Workers and sixteen clerks and other junior staff. The document indicates that the total staff component is 53. According to the organisational structure, the challenge is that the organogram is relatively filled, except for critical departments such as the Technical Division.

3.4. Observations

The researcher has observed that the Traditional Authorities are willing to work with the municipalities and that there are also challenges on their part to

take municipal programmes very serious. However, there is a need to establish forums to discuss the programmes of the municipalities. It will also be of importance for municipalities to consider arranging workshop sessions on the legislative frameworks governing local government and Traditional Leadership.

In terms of service delivery issues, the researcher has noted that most of the main roads under the Limpopo Provincial Department of Roads and Transport are being looked after or tarred or under implementation, especially in the Blouberg area. However, the researcher was told that part of the roads for Aganang Municipality would be tarred in the next financial year.

By the time of visit to Blouberg, Mochemi and Nailana, roads looked serviced. The researcher observed that most main roads, particularly in the Blouberg area, are tarred, with the exception of Ga-Kibi and Marobjane or Avon. The roads to Ga-Kibi, De Vrede, Indemark and Makgatho are very bumpy and full of potholes.

The researcher observed that the roads, such as internal streets and access roads, are in poor conditions. However, the problem of internal and access roads might be exaggerated by the topography of the area since it is mountainous. In addition, the conditions might be aggravated by scattered settlement.

Aganang also faces the same challenges as Blouberg, though the latter has an edge over the former given the number of projects under implementation in the area. The roads from Mashashane to Madietane and Ceres to Uitkyk are in a very bad condition. However, there is an attempt by the Limpopo Provincial Department of Roads and Transport to upgrade the road from Sebora to Kgwarra. The researcher has further observed that road infrastructure is still below acceptable standards.

The researcher has observed that both municipalities did not reflect clearly on the actual backlog per services, except to give statistical data from the

Statistics South Africa. The municipalities must, on their own, collect baseline information regarding services backlogs. This will enable them to plan according to the information received from the communities.

In relation to water services, the researcher has noted that the standard is still below that expected by the Reconstruction and Development Programme requirements in both municipalities. It was noted that the Blouberg area is scattered in such a way that it becomes difficult for the municipality to reticulate water services to many people as required. Most settlements are scattered and unplanned.

Both municipalities had the same problems with regard to water services. As indicated, most of their water projects are either incomplete or not functional. It will be difficult to achieve targeted service levels or standards as per the national expectations in the next five years, unless the Capricorn District Municipality and the Provincial Department of Local Government make some interventions Municipal Infrastructure Grant (MIG).

Aganang has water purification plant at Mashashane Moshate. According to the observation, nothing is being done to make it functional. The municipality further has source of water such as as Houtrivier dam that could supply Kalkspruit, Sechaba, Kgoroshi and Lepotlako with water.

The researcher was informed that the Blouberg Municipality has a licence to electrify the area of jurisdiction whereas Aganang does not have. The researcher has noticed that the municipality is not generating enough revenue out of that function because such revenue could be ploughed back into to the area, and this is not happening.

The researcher has observed that both municipalities do not have communication and public participation strategies. However the researcher has noted that the Capricorn District Municipality has given the Blouberg Municipality an award as the only municipality in the district that has a functional programme and resources pertaining to ward committees.

From the researcher's point of view, the Blouberg municipality has relatively good organogram while the Aganang Municipality has no good organogram. However, the challenge would be to fill the whole organogram given the scarce skills and benefits required in those positions. Both municipalities might be turned into training institute and stepping stone for high capacity municipalities, such as the Polokwane Municipality and the Capricorn District Municipality. The researcher has observed that key success of these two municipalities is to start conceptualising key performance areas in their own context without putting ambitious programmes given limited revenue in their disposal.

According to the researcher, the respondents have confirmed that health services are relatively accessible since the department has mobile clinics in all areas more than five kilometres. The department has dedicated officials to deal with communication at all municipalities. Community members are actively involved in the form of Hospital Boards.

The researcher has noted that the lack of development orientation is manifested itself by the delinkage of the budget and the IDP as it was raised by some respondents during the interviews. Both Integrated Development Plans did not reflect issues raised in the community consultation meetings, however, priority issues are clearly captured. According to the researcher, all issues raised in the consultative meetings should be captured as asked in the meetings, and the chapter on strategies should then indicate priority issues to enable the community to see that part of the problems are being addressed.

According to the researcher's observation, it is critical that municipalities consolidate intergovernmental planning interface and engagement with strategic partners such as Eskom, Capricorn District Municipality, Department of Water Affairs and Forestry and Lepelle Northern Waters during IDP review and implementation phase. Municipalities must take advantage of the Premier Intergovernmental Forums to raise common issues that need urgent

attention, such as township planning, local economic development and infrastructure plan.

6. Conclusion

The rural areas of both Aganang and Blouberg Municipalities are relatively not developed. There are still areas without access to basic services such as water, electricity, roads and houses. This limited access to services threatens their livelihoods and increases their vulnerability. Therefore, delivery of key services is vital, considering the fact that the majority of the inhabitants is desperately in need of improved infrastructure and social services.

Due to a large number of people living in rural areas, it is clear that the largest number of the population is unemployed, drinks unsafe water and uses candles and paraffin for heat; and that puts their lives at risk. The situation puts both provincial and national governments under severe pressure to increase allocations and full support to the municipalities of such.

Although the research might have provided analysis of service delivery backlogs and initiatives in the past years, there is a need to conceptualise organic foundation in terms of service delivery and implementing a fundamental transformation process towards poverty eradication, consolidating participatory development, democratic governance, and building a developmental local government. A breakthrough was done in terms of internal organisational framework. However, it is important to ensure that the organisational machinery is structured to enhance programme implementation.

However, managing power relationships in municipalities is key to the institutional stability and successful service delivery to the local communities. Frequently, these challenges will come down to the interpersonal skills and maturity that each of the parties concerned bring to the relationship. It is also important that strategies are put in place to allow dialogue between officials and politicians, and also to allow each party to set out its expectations and the constraints prevailing in the working environment. Municipalities will set

themselves for failure if they are not in touch with realities. This includes defining key performance areas and indicators, taking into consideration the skills and resources available.

CHAPTER 4

CONCLUSION AND RECOMMENDATIONS

Section 152 of the constitution provides the following objects of the Local government, namely:

- (a) To provide democratic and accountable government for the local communities;
- (a) To ensure the provision of services to communities in a sustainable manner;
- (c) To promote social and economic development;
- (d) To promote a safe and healthy environment; and
- (e) To encourage the involvement of communities and community organisations in the matters in the matters of local government.

It further sets out powers and functions for municipalities. The Local Government Municipal Systems Act of 2000 and Local Government Municipal Structures Act of 1998 propound framework upon which the objects of local government can be achieved. The National Department of Provincial Affairs and Local Government, together with the National Demarcation Board, conducted capacity assessment for municipalities. Based on the findings, each municipality was allocated powers and functions to perform.

These municipalities are expected to provide goods and services to their respective constituencies. It should be noted that both the Blouberg and Aganang municipalities do not have strong revenue. These municipalities rely mainly on grants. It is upon this premise that a research was proposed and initiated to investigate service delivery challenges in these areas. The researcher further aimed at ascertaining the role of the District Municipality in service delivery, and to see whether or not these municipalities comply with the provisions of local government legislations.

The researcher investigated the extent of service delivery backlogs in both municipalities and focused mainly on services such as water, electricity, health and roads. The researcher wanted to find out data on issues and

obstacles to poor service delivery. The researcher investigated the contributing factors attributed to poor services in these areas.

Service delivery by its nature is contradictory. The researcher had to understand the contributing and underlying factors that led to poor service delivery. The research aimed at finding out the nature of the relationship of sections with local structures such as civic associations, organized sector and Traditional Authorities. Focus was put on the decision-making model applied, including processes and procedures in place. He further wanted to understand the role of the District Municipality in terms of strengthening capacity and support.

The research would be of no use if it did not find and propose strategies that can provide solutions to the problem for a better service delivery. It was in this context that the researcher wanted to find out appropriate strategies, procedures, and mechanisms in place. Thus the research sought to probe and identify problems the community members are faced with. The researcher wanted to see whether the organisational structures are geared in line with the key performance areas. The research indicates whether or not strategies in place are in line with the needs of the community.

Chapter one explains the legal mandate of the local sphere of government. It provides problem statement, the objectives of the study. This is where research questions are derived from. It captures the significance of the study in both areas.

Chapter two of this study covers a wide range of resources such as books, which were consulted in order to ascertain new knowledge and get methods for quality service delivery. Thus, the researcher aspired to interpret information and describe actions of the people in a practical way.

This embraces the methodology and techniques the researcher used during the research. It covers the target group from which information was sourced. This section encompasses methods such as interviews and observations

made during the field study. The chapter covers challenges ways and means employed to collect data.

Chapter four covers the data collected during the field study. It presents findings made from various sources during interviews and through observation by the researcher. In this section, reference was made from the literature review to bring new ideas.

According to the critical issues raised, the following recommendations are drawn:

1. *There is a need to develop communications and public participation strategy*

The municipalities are required to involve communities in matters of development. The Ward committee system is one but not enough to cater public participation. It becomes ineffective if ward committee representatives are legitimate and yet dysfunctional. Mainstreaming of public participation in other levels, such as sector forums and portfolio committee meetings, is a critical breakthrough for local communities.

Development becomes sustainable if it takes into consideration the societal culture and institutional dynamics of affected communities into account. This implies that communities should be involved in the decision-making processes and the implementation of programmes. In such instances, the poor are best placed to identify their needs. Government institutions should play an enhancing role. Hence, there should a partnership among communities, government and private sector institutions.

2. *The municipalities must develop multi-year plan, to enable forward planning*

The national government allocates multi-million year budget to the local sphere annually in the form of grants. These grants are either conditional or unconditional. However, their guidelines are made known before the start of the financial year for municipalities. Municipalities are faced with the problem of unconstitutional savings, i.e., rollovers. Projects rollovers are a major

concern to the communities since residents are denied the opportunity to pass over to the next level of service. Poor planning is the source for the limited provision of services

3. *Improve municipal capacity, costs, procedure and remove bureaucratic red tape.*

It has emerged that unnecessary rules and lack of service-orientated system have a negative impact on business processes of the municipalities. There are some by-laws and rules, which originated from the old regime, that directly contradict the development imperatives of the new dispensation. Transparency increases administrative efficiency and at the same time minimizes poor service delivery. Most municipalities have a problem of the capacity to implement. Some projects are incomplete because of inadequate estimates. This implies that there is lack of internal capacity to plan, monitor and evaluate. There are also issues of procedure and institutional system that affect efficient and effective service delivery.

4. *There is a need to develop infrastructure investment framework to guide service delivery and financial model*

There is no medium or long term infrastructure planning. Planning is done on an annual basis and only after the budget has been adopted. There is no adopted service level and packages that suits the local conditions and customers. The communities are expecting services from the council, irrespective of the challenges the municipalities are facing. Given the status quo of basic services in both municipalities, it might be difficult to come up some strategies to address service backlog.

5. *To consider alternative service delivery in the form of partnership*

Both municipalities do not have enough capacity and capital to maintain and operate some projects. There are also challenges related to the shortage of experienced and suitably qualified work force. It has been identified that projects are not monitored, and operation and maintenance are not thoroughly done. As a result, some villages spend some days without water while roads

took sometimes to be graded. Municipalities are faced with an increasing demand for services and ever increasing allegations of fraud and corruption. Partnerships can assist in shifting that risk from the public sector.

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APPENDICES

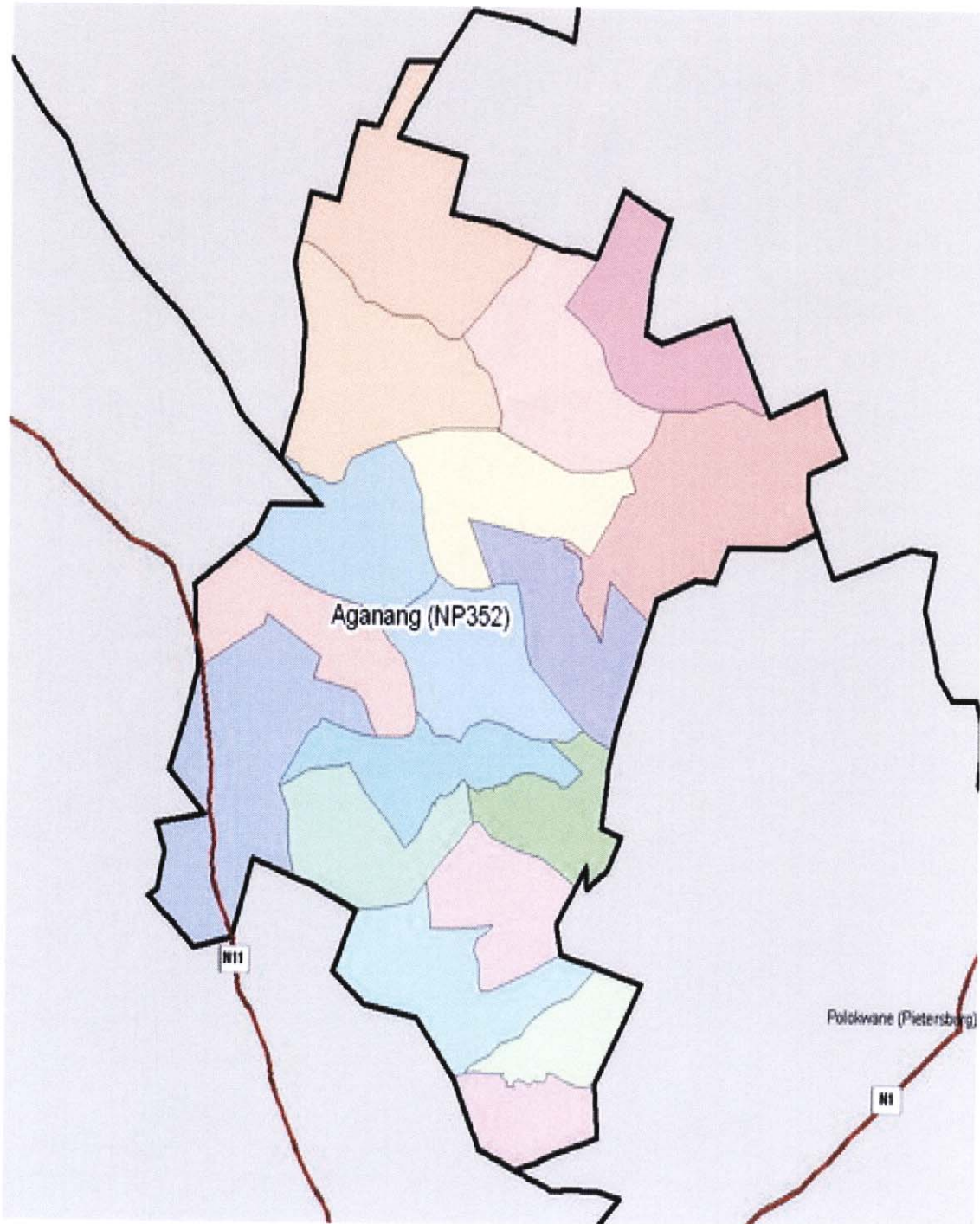
APPENDIX 1

RESEARCH QUESTIONS

1. Why is there poor service delivery when there are sound legislations to support the system?
2. What are underlying factors contributing to poor service delivery in both municipalities?
3. Is the community involved and does it participate in decision-making process of the council?
4. Are strategies used appropriate to those areas in particular?
5. Is the organisation structured to meet its challenges?
6. What are possible mechanisms to be employed to improve service delivery in this municipality?
7. What is the district municipality doing in addressing poor service?
8. What is the nature of the relationship between different role-players and the municipality?
9. Are internal administrative systems and procedures efficiently and effectively given limited financial cycle?
10. What are the general problems encountered by communities in these municipalities?

APPENDIX 2

AGANANG MUNICIPALITY



APPENDIX 3

BLOUBERG MUNICIPALITY

