AN ASSESSMENT OF THE LOCAL GOVERNMENT TURNAROUND STRATEGY:
THE UMZIMVUBU LOCAL MUNICIPALITY

BY

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Kalipa Vincent Nyamela
PORT ELIZABETH
NOVEMBER 2012
DECLARATION

I, Kalipa Vincent Nyamela hereby declare that:

- The work in this treatise is my own original work;

- All sources used or referred to have been documented and acknowledged; and

- This treatise has not been submitted previously in full or partial fulfillment of the requirements for an equivalent or higher qualification at any other recognized educational institution of higher learning.

K.V. NYAMELA
NOVEMBER 2012
ABSTRACT

South African Municipalities have often been labeled as failures in the provision of services to local communities. These allegations include poor governance, maladministration, corruption and poor delivery of services. Certain municipalities are unable to deliver sufficient services to the communities of their geographic areas due to maladministration, political interference and corruption.

This study undertook an assessment of the implementation of the Local Government Turnaround Strategy with emphasis on the Umzimvubu Local Municipality. The study comprises of five chapters and was motivated by the National Cabinet's decision to turn around the image of South African municipalities. The study includes an overview on the development and transformation of local government in South Africa as a point of departure. This is followed by an assessment of the implementation of the Local Government Turnaround Strategy, with specific reference to the Umzimvubu Local Municipality.

The quantitative research methodology was employed for purposes of the study and the interpretation of the research findings are analyzed and described. A number of conclusions that were arrived at during the study, followed by specific recommendations are proposed in the final chapter. These are based on the findings primarily from the literature review and empirical survey.
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CLARIFICATION OF TERMS AND CONCEPTS

LIST OF ACRONYMS

ANC          African National Congress
ANedm         Alfred Nzo District Municipality
CBF          Community Based Forums
CoGTA         Cooperative Governance and Traditional Affairs
CPP          Center for Public Participation
IDP          Integrated Development Planning
IGR          Inter-Governmental Relations
IMIESA       Institute of Municipal Engineering of Southern Africa
LGTAS        Local Government Turnaround Strategy
MFMA         Municipal Finance Management Act
MSA          Municipal Systems Act
NCOP         National Council of Provinces
Pas          Performance Assessment System
SAGI         South African Government Information
SALGA        South African Local Government Association
SLGR         State of Local Government Report
WPLG         White Paper on Local Government
CHAPTER ONE
INTRODUCTION AND RESEARCH OVERVIEW

1. INTRODUCTION AND BACKGROUND

This study investigated the implementation of the Local Government Turnaround Strategy with reference to the Umzimvubu Local Municipality. The Local Government Turnaround Strategy (hereafter referred to as the LGTAS), was approved by the South African Cabinet in December 2009. For purposes of this study, it is proposed that local government forms an important component of the reconstruction and development efforts of the country. In terms of the White Paper on Local Government (1998), local government is grounded in the vision of the state with society working together at all levels to advance social justice and economic growth and development.

The South Africa government has made significant strides to ensure that communities enjoy an improved quality of life. However, there remain numerous problems that negatively influence service delivery such as unemployment, brain drain leading to skills shortages, high crime rates and poverty. All these problems were mainly caused by the one size fits all approach that was adopted by the municipalities (White Paper on Local Government, 1998). Each municipality faces different social and economic conditions and has different performance levels and support needs. Thus a more segmented and differentiated approach was required to address the various challenges of municipalities. This prompted the government to introduce the LGTAS to tackle the problems that each municipality faces. The notion of the LGTAS is that the objectives would allow various municipalities to become developmental and help maximise the use of scarce resources.

The national government has acknowledged that the problems facing local government structures are a result of internal and external factors over which municipalities have limited control. The internal factors relate to issues such as quality of decision-making by local government councillors, quality of appointments, transparency in the tender and
procurement systems and levels of financial management and accountability. The external factors relate to the revenue base and income generation potential, inappropriate legislation and regulation, demographic patterns and trends, macro and micro economic conditions, undue interference by political parties and weaknesses in national policy, oversight and Inter-Governmental Relations (http://www.cogta.gov.za). The LGTAS aims to rebuild and improve the basis requirements for a functional, responsive, accountable, effective and efficient “developmental” local government (http://www.foundation-development-africa.org).

In terms of a variety of “developmental” legislative prescriptions including, inter alia, the White Paper on Local government, 1998, the Local Government: Municipal Structures Act 117 of 1998, the Local Government: Municipal Systems Act 32 of 2000 and the Constitution of the Republic of South Africa, 1996, community consultation and participation have become increasingly important.

The researcher has investigated what progress the Umzimvubu Local Municipality has made in terms of the LGTAS. In terms of section 151 of the Constitution of the Republic of South Africa, 1996, local government should provide services to communities in a sustainable manner. The White Paper on Local Government (1998:10) states that the challenges facing South African municipalities include huge backlogs in service infrastructure in historically underdeveloped areas, which require municipal expenditure in excess of the revenue currently available within the local government system. These are some of the factors that have prompted the South African government to introduce the LGTAS as an intervention to remedy the challenges facing most municipalities in the country.

2. CONCEPTUALISATION

The establishment of a South African developmental state is grounded in the vision of the state and society working together at all levels to advance social justice, economic growth and development. Developmental local government is central to building such a developmental state. Nine years into the new local government system, worrying trends
and signs are visible, which are undermining the progress and successes achieved thus far. The country faces a significant development risk if local government fails.

The Local Government Turnaround Strategy (LGTAS) aims at counteracting the challenges that undermine the local government system. The root causes of some of these problems include:

- Systemic factors linked to local government;
- Policy and legislative factors;
- Political factors;
- Weaknesses in accountability systems;
- Capacity and skills constraints;
- Weak intergovernmental support and oversight; and
- Issues associated with the inter-governmental fiscal system (LGTAS, 2009:3).

The study investigated the extent to which the Umzimvubu Local Municipality (which has jurisdiction over the towns of Mount Ayliff and Mount Frere) has succeeded in addressing the aims of the LGTAS and in particular, the above-mentioned challenges.

3. RESEARCH PROBLEM

South African municipalities are generally perceived to have significant backlogs in addressing service delivery challenges of communities and many municipalities have demonstrated performance failures. The LGTAS has been introduced to address the need for a number of adjustments and reforms in the leadership, policy, regulatory and oversight environments of municipalities (www.led.co.za). The Local Government Turnaround Strategy Report (November, 2009:4), defines the strategy as a country-wide programme created by the government to mobilise government and society to embark upon a concentrated effort to deal with the factors undermining local government and aiming at restoring good performance in the country’s municipalities. It is a high level government-wide response on a path of responsive and accountable service delivery (www.led.co.za). The LGTAS applies largely to forces undermining
local government, including those municipalities who have evidence of performance failures or difficult social and economic circumstances to manage.

It has been proposed for purposes of this study that certain municipalities in the Province of the Eastern Cape are associated with poor governance, lack of capacity, corruption and maladministration. The study has evaluated the implementation of the Local Government Turnaround Strategy with reference to the Umzimvubu Local Municipality.

4. HYPOTHESIS STATEMENT

The hypothesis of a research study is a tentative statement that proposes a possible explanation to some phenomenon or event. It is also referred to as an empirically testable version of a theoretical proposition that has not yet been tested or verified, confirmed or refuted with empirical evidence. It is most commonly used in deductive theorising. The following hypotheses have been formulated:

- Councillors and officials from the selected municipality do not have a comprehensive understanding of the implications of the LGTAS; and

- This limited understanding of the LGTAS impacts negatively on the implementation of the strategy as a whole.

5. AIMS AND OBJECTIVES OF STUDY

The South African Government Information (SAGI:1) emphasises two important considerations pertaining to local government structures. The first is that a “one size fits all” approach to municipalities is not useful or acceptable. Each municipality faces different and sometimes unique social and economic conditions and has different performance levels and support needs. Therefore, a more segmented and differentiated approach is required to address the various challenges of individual municipalities. The
South African Cabinet has recognised that the problems in local government are the result of both internal factors, which are under the direct control of municipalities, as well as external factors, over which municipalities have little control (http://www.cogta.gov.za). These factors have been highlighted in the introduction and background section pertaining to this study and municipalities in South Africa are required to formulate strategies to address said internal and external factors (The Local Government Turnaround Strategy Report, November, 2009:4).

The researcher has examined the extent to which the LGTAS has been implemented by the Umzimvubu Local Municipality. The primary aim of the study was to explore and investigate the implementation of and the effectiveness of the LGTAS in addressing and improving service delivery to the community of the Umzimvubu Local Municipality. A further aim was to formulate recommendations in respect of any shortcomings that might be identified.

6. RESEARCH QUESTIONS

The following questions have guided the study:

(1) When did the Umzimvubu Local Council implement its turnaround strategy?
(2) Are there potential challenges hampering effective implementation of the turnaround strategy?
(4) How are the strategic objectives of the turnaround strategy being assessed?
(5) Has the Department of Local Government and Traditional Affairs or the municipality set any performance management standards in order to monitor the implementation of the LGTAS?
(8) What measures can be undertaken to fast track the effectiveness of the implementation of the turnaround strategy in order to improve delivery of services?
7. SIGNIFICANCE OF STUDY

The South African ANC-led government adopted the White Paper on Local Government (March 1998) and the Local Government Turnaround Strategy (November 2009), with the aim of uplifting the rendering of public services and assisting municipalities who have failed in the delivery of basic services. The adoption of the LGTAS is based on the renewal of the vision of developmental local government, as well as the improvement of organisational and political performance service delivery by municipalities.

The South African government has witnessed a multiplication in the number of municipalities with declared failures and worrying audit findings from the Auditor-General. As a result, many communities have lost hope that they will ever receive the promised services from government.

The South African Constitution (1996), in section 152, states that local government has the responsibility to ensure that basic services are provided in a sustainable manner, to promote economic and social development, to encourage communities to participate in governance and to guarantee the creation of safe and healthy communities.

The study has investigated, *inter alia*, the objectives of the LGTAS, such as the provision of improved household infrastructure and services; the creation of livable, integrated and inclusive towns and rural areas; as well as community empowerment. As part of this study a thorough literature review was also be conducted. Relevant municipal administration books, publications, journals and official documents have been reviewed including the following legislation:

- The Local Government: Municipal Systems Act 32 of 2000;
- The Local Government: Municipal Finance Management Act 56 of 2003; and
8. RESEARCH DESIGN AND METHODOLOGY

Research methodology constitutes a systematic way and a set of methods used for collecting and analysing research data (Morse, 2002:96). Methodology includes the following concepts as they relate to a particular discipline or field of study; a collection of theories, concepts or ideas; a comparative study of different approaches; and critique of the individual methods (Creswell, 2003:37). In summary, methodology refers to the rationale and the philosophical assumptions that underlie a particular study relative to the method used. Based on the foregoing facts, methodology can refer to the theoretical analysis of the ways of investigation appropriate to a field of study or to the body of inquiry. These are underpinned by the principles particular to a branch of knowledge. This enables the researcher to choose the most suitable design and method to produce valid and reliable data.

According to Patton (2002:15), research design provides the glue that holds the research project together. In Patton’s view, a design is used to structure the research, to show how all the major parts of the research project, the samples or groups, measures, treatments or programmes and methods of assignment work together to address the central research questions. In corroboration with Patton’s viewpoint, Holliday (2007:123) explains that understanding the relationships between designs is important in making design choices suitable for particular research work, taking into consideration the strengths and weaknesses of different designs.

Furthermore, Strauss and Corbin (1990:17) describe the research design as the plan for the study, providing the overall framework for collecting the data, outlining the detailed steps in the study and providing guidelines for systematic data gathering. It is similar to an architectural blueprint, which organises and integrates results in a particular way, resulting in appropriate end product. Booysen, Lemmet and Smith (1993:23) define a research design as the consideration and creation of a means of obtaining reliable, objective, generalised and valid data by means of formal announcements about the phenomenon.
According to Welman and Kruger (1999:46), research design is the plan according to which the researcher obtains research participants (subjects) and collects information from them. In it, the researcher describes what he/she is going to do with the participants, with a view to reaching conclusions about the research problem (research hypothesis or research questions). Mouton (2001:97) defines research design as the section in the study that addresses the type of study undertaken in order to provide acceptable answers to the research questions. Mouton further states that an appropriate methodology has to be selected, as well as suitable tools for data collection and analysis.

Empirical research is characterised by the fact that any knowledge or theory that is derived from it, is the result of observations or experiments. Robson (2002:54) states that empirical research “involves a systematic investigation of an experience which should be both sceptical and ethical. Cresswell (2005:125) identifies the following separate processes that make up empirical research:

- Identification of a research problem.
- Review of the existing literature.
- Specification of a purpose.
- Collection of data.
- Analysis and interpretation of data; and reporting on evaluated data.

For purposes of this study the quantitative research methodology was selected. The researcher is of the view that this approach was the most appropriate as the sample group, which comprised of selected officials and councillors, would be too large for one-on-one interviews. Taken further, a focus group approach would also have presented challenges as members of the sample group could have felt uncomfortable answering questions pertaining to their local authority (municipality). This is a political environment and ideally one would strive to limit the potential for any reluctance on the part of the participants to answer as objectively as possible.
A questionnaire was compiled under the guidance of the supervisor and the NMMU statistician to ensure that it met the aims and objectives of the study. It was distributed to selected municipal officials (who deal directly with the LGTAS) and all councillors. Respondents were allowed a period of two weeks to complete the questionnaire and return same to the researcher. The Umzimvubu Local Municipality is made up of two small towns, namely Mount Ayliff and Mount Frere. The municipal offices are located in Mount Frere, where the questionnaires were distributed to the sample group. A self-explanatory covering letter accompanied the questionnaire and all ethical protocols were observed. No participant was placed under duress to participate and anonymity was strictly observed by the researcher.

8.1 Sampling

According to Blanche (1999:50), sampling involves decisions by the researcher about which people, settings, events, behaviors and/or social processes to observe. Exactly what is sampled in a particular study is influenced by the unit of analysis. The main concept in sampling is representativity. The aim was to select a sample that has been representative of the population about which the researcher aims to draw conclusions.

The sample for purposes of this study comprised of selected officials who are directly involved in the implementation of the Local Government Turnaround Strategy and all councillors from the Umzimvubu Local Municipality. The sample was therefore representative of the municipality in terms of achieving the aims and objectives of the study.

8.2 Data Analysis

Marshall and Rossman (1994:11) define data analysis as the process of bringing order, structure and meaning to the collected data. The analysis of data involves organising the collected data, generating categories and searching for alternative explanations. Appropriate statistical procedures were used to analyse the data. In this regard the
Statistical Package was employed and identifies, *inter alia*, percentage and frequency of occurrence responses.

9. **CHAPTER OUTLINE**

**Chapter 1: Introduction and Research Overview**

This chapter comprises of an outline of the study. It provides a descriptive overview of the research environment. The problem statement, background, aims and objectives were critically discussed with the inclusion of limitations, challenges and ethical issues.

**Chapter 2: The New Developmental Mandate**

An overview on the new developmental mandate assigned to local government in South Africa is presented in this chapter.

**Chapter 3: The Local Government Turnaround Strategy**

This chapter focuses on a literature review pertaining to the Local Government Turnaround Strategy and its implication on local government structures.

**Chapter 4: Research Methodology and Empirical Survey**

The design and methodology employed in the study are discussed in this chapter. Justification for the selected methodology and sample group was also reviewed. Findings from the empirical survey are presented in this chapter.

**Chapter 5: Conclusion and Recommendations**

This chapter presents recommendations and conclusions, in terms of the topic and problem statement explored.
CHAPTER TWO

NEW DEVELOPMENTAL MANDATE OF LOCAL GOVERNMENT

2.1 INTRODUCTION

This chapter will present the developmental mandate of South African municipalities by the National Assembly regarding the delivery of services to the citizens of the Republic. In this regard, it is imperative to first reflect and define the term “municipality”. A municipality is the third sphere of government, composed of a geographical area with a population, which is normally referred to as a city, town and village. It is governed by a Council, and its primary function is to render direct services to the communities located within the municipal boundaries. According to Zondani (2008:12 in Answers.com, Dictionary 2008), a municipality is also referred to as a political unit, such as a city, town, or village, incorporated for local self-government, with a body of officials appointed to manage the affairs of local political unit. Raga and Taylor (2005) argue that in terms of Section 152(1)(e) of the 1996 Constitution (Act 108 of 1996), one of the objectives of local government is to encourage the involvement of communities and community organisations in the matters of local government. This constitutional prescription is further endorsed in terms of the White Paper on Local Government, 1998 (Republic of South Africa, 1998:37), which defines developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve their lives. The term developmental local government encapsulates a new mandate, which will be intrinsic to the developmental role local authorities will be required to perform. In terms of the White Paper on Local Government (1998, 38-42), developmental local government has four inter-related characteristics:

1. Maximising social development and economic growth

2. Integrating and coordinating
3. Democratising development
4. Leading and learning

The key developmental outcomes envisaged for local government are:

- Provision of household infrastructure
- Creation of liveable, integrated cities, towns and rural areas
- Local economic development

Less than since the emergence of the new South Africa, following the first democratic elections in 1994, the three African National Congress (ANC) governments of Nelson Mandela, and (since 1999), Thabo Mbeki, and now Jacob Zuma have strived to redress the widespread and deeply entrenched imbalances that represent the legacy of decades of apartheid policies. In planning for development in one of the most unequal societies in the world, the South African government has decided to strengthen grassroots participation by placing considerable emphasis on what it terms ‘developmental local government’. A key element in facilitating this objective at local government level is the process of integrated development planning (Mawson, 2002:921).

The shift in emphasis from government (the power to govern) to governance (the act of governing) is linked to the global acknowledgement that organs of civil society need to be empowered to share the responsibility for governance. In essence, government institutions require a new citizen-orientated management approach. In this sense, relationships and partnerships have grown more important for local government than in the past, (Raga & Taylor, 2005 in Barichievy, 2003:2). The new system of local governance in South Africa requires municipal councils to develop a culture that has
shifted from representative government to participatory governance. In essence, this means that councils must take steps to create a more active local democracy in terms of which decisions will be taken *with* communities rather than for them (Raga & Taylor, 2005 in Barichievy 2003:2).

Therefore, this chapter will focus on the following topics: background and history of the development of local government, from the 19\textsuperscript{th} century towards the year 2012. Characteristics of developmental local government, the developmental outcomes of local government, and different approaches will be applied towards achieving developmental local government. The role of Councillors, Ward Committees and community based organisations, as well as the challenges facing Councillors will be examined. Organisations that empower Councillors as well as community participation will be reviewed. Finally, a summary of the chapter will be presented.

### 2.2 BACKGROUND AND HISTORY OF DEVELOPMENT OF LOCAL GOVERNMENT

Local government dates way back to 18\textsuperscript{th} century, from the first arrival of Dutch settlers, who governed in a hostile manner on a centralised basis. This continued until the system of *landdrost* and *Heemraden* was established. The *landdrost* was a government official with local functions, while the *heemraden* were (White) citizens appointed by the Governor. Although in subsequent developments *heemraden* were elected, the *landdrost* and *heemraden* constituted a college that decided issues by a majority vote. The system was transplanted by the Boer trekkers to the two Boer Republics and remained in place until the various British conquests, (Craythorne, 2006:9).

Craythorne (2006:9) further outlines that new legislation was introduced into the two British Colonies, namely the Cape and Natal. In the Cape Colony, an Ordinance was introduced in 1836 that set the principle of a local tax to cover the cost of local services. This was followed by an 1840 ordinance, that set up an elected board. In Cape Town in 1867, new legislation led to the election of councillors. The Natal Colony initially
followed the example of the Cape Colony, but in 1854 a new ordinance was passed, which was based on more recent local government laws in England. At that time, the Natal Colony had more effective local government laws than its Cape neighbours.

Elcock (1982:19) argues that the origins of what we now know as local government are lost in the distant past. Many boroughs have governed themselves for centuries under Royal Charters granted in medieval times. The Municipal Corporation Act of 1835 reformed the election of borough councillors and introduced a standard electoral procedure in place of the many differing ones provided for in the old charters, where different qualifications existed both for borough franchises and for the membership of councils. Many of these old councils were riddled with corruption, because they were dominated by a small fraction of the town’s population, who constituted a self-perpetuating oligarchy.

In 1888 and 1894, further legislation created country councils and urban and rural district councils and the local electoral franchise was expanded as the successive Reform Acts were passed by Parliament. By the turn of the century, the only survivors of the old local government system were the parish councils, which became democratically elected bodies with standard powers and prescribed duties (Elcock, 1982:19).

According to Olowu et al. (2004:40) in Lodge (2002:32), South African provinces today spend more than 66 percent of public expenditure and employ more than 70 percent of public sector workers. Their level of autonomy is quite appreciable. Local governance in South Africa is real, even though it has been the subject of much turmoil and change since the ANC came to power in 1994. This arrangement has made it possible for opposition political parties that are weak at the centre to control two regional governments (Western Cape by the National Party and Kwazulu-Natal by the Inkatha Freedom Party. Furthermore, serious discussions on regional competence go on between the regional premiers of the ANC and the ANC national government as much as between the centre and the opposition regions.
Local government is now legally mandated in terms of the national Constitution. Act No. 108 of 1996 (Republic of South Africa (RSA). 1996:81), to promote social and economic development. This marks a significant departure from the previous service orientated focus of local government and has led to a series of important policy and legal developments (Nel et al. 2001:356).

2.2.1 Characteristics of Developmental Local Government

Local government has become the implementing agency for development in South Africa. The vision for local government encapsulates far more than its previously held role of regulator and service deliverer. A recent policy review process reinforces the characteristics and outcomes of developmental local government, but emphasises the inclusivity of local citizens in decision-making. Citizens are encouraged to participate actively at four levels: as voters; as citizens who express views on policy through stakeholder associations; as consumers and end-users of municipal services; and as organized partners involved in the mobilization of resources for development vis-à-vis businesses, non-governmental organisations and community-based organisations (DPLG, 2009).

Govender (2011:60) argues that citizen participation is clearly a strategic capacity and imperative of local government. The South African local government system, like others internationally, has adopted a parallel system of elected representatives and direct participation by citizens and civil society. Govender further states that the development necessitates an innovative public administrative system. Local governments are developing codes and charters outlining the values and principles of participation, in line with international trends. The evidence to date is that participation is both integrally legislated for and institutionalised. Consequently, local governments are polities in their own right, in which citizen participation is at the centre of the system of local governance, with an emerging system of administrative justice intending to support local decision-making processes.
The Constitution enshrines the rights of all South Africans to dignity, equality before the law, freedom and security. It affirms citizens’ right to freedom of religion, expression, culture, association and movement, as well as their political, labour and property rights. The Constitution commits government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security (White Paper on Local Government (2008)).

The White Paper on Local Government (2008:23) further argues that the reality in our cities, towns and rural areas is far remote from this ideal. Millions of South Africans still live in dire poverty, isolated from services and opportunities. The previous local government system did very little to help the broad masses of South Africans with the greatest needs. The current transitional system has not yet been able to do much to reverse these long-standing patterns of inequity and unmet human needs. In the future, developmental local government must play a central role in representing these communities, protecting human rights and meeting basic needs. It must focus its efforts and resources on improving the quality of life of local communities, especially of those members and groups within communities that are often marginalised or excluded, such as women, people with disabilities and very poor people.

Every public institution is created to provide specific goods and services (Nkuna (2012) in Cloete & Thornhil (2004:300)). For the provision of such goods and services, appropriate functions must be performed. Public institutions in South Africa are therefore identified and characterised by their functional activities. The provision of those goods and services takes place within the administrative process. Nothing can be done in the public sector before a relevant policy has been accepted by the legislature or other competent institution. When policy has been provided and the objectives declared, the other administrative processes can commence, along with the delivery, auxiliary and instrumental functions, as well as all functional activities (Nkuna, 2012).

The White Paper on Local Government (RSA, 1998) outlines four interrelated characteristics (a detailed explanation and definitions are presented below).
2.2.2.1 Maximising social development and economic growth

The powers and functions of local government should be exercised in such a way that it has a maximum impact on the social development of communities, in particular meeting the basic needs of the poor, and on the growth of the local economy. Through its traditional responsibilities, local government exerts a significant influence over the social and economic well-being of local communities. Each year, municipalities collect large sums in rates, user charges and fees. They employ thousands of people throughout the country. In many cases they determine the price and quality of water, electricity and roads, as well as control the use and development of land. In parts of the country, they own substantial amounts of land. They purchase goods and services and pay salaries, and therefore contribute to the flow of money in the local economy. They set the agenda for local politics, and the way they operate gives strong signals to their own residents and to prospective migrants or investors. These functions give local government a great influence over local economies. Municipalities therefore need to have a clear vision for the local economy, and work in partnership with local business to maximise job creation and investment.

Local government is not directly responsible for creating jobs. Rather, it is responsible for taking active steps to ensure that the overall economic and social conditions of the locality are conducive to the creation of employment opportunities. Therefore, the provision of basic household infrastructure is the central contribution made by local government to social and economic development. However, simple changes to existing procedures, such as affirmative procurement policies, linking municipal contracts to social responsibility, speeding up approval procedures or proactively identifying and releasing land for development, could have a significant impact, at little or no additional cost. In addition, new policies and programmes can be initiated, aimed specifically at alleviating poverty and enhancing job creation. For example, local government could assist through providing support services, such as training to small businesses or community development organisations.
Local government can also promote social development through functions such as arts and culture, the provision of recreational and community facilities, and the delivery of aspects of social welfare services. Municipalities have the constitutional power to provide child care facilities, and may provide grants to associations for this purpose in terms of the Child Care Act, of 1983. The empowerment of marginalised and disadvantaged groups is a critical contribution to social development. Municipalities should also seek to provide an accessible environment for people with disabilities, so as to facilitate their independence (White Paper on Local Government (RSA, 1998)).

2.2.2.2 Integrating and coordinating

Within any local area, many different agencies contribute to development, including national and provincial departments, parastatals, trade unions, community groups and private sector institutions. Developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity. Poor coordination between service providers could severely undermine developmental efforts. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet developmental targets.

One of the most important methods for achieving greater coordination and integration is integrated development planning. Integrated development plans are powerful tools for municipalities to facilitate integrated and coordinated delivery within their locality. The principles set out in the Development Facilitation Act should guide municipalities in their approach to building integrated, liveable settlements (White Paper on Local Government (RSA, 1998)).

2.2.2.3 Democratising development, empowering and redistributing

Municipal Councils play a central role in promoting local democracy. In addition to representing community interests within the Council, municipal Councillors should promote the involvement of citizens and community groups in the design and delivery of municipal programmes. In the past, local government tended to make its presence felt
in communities by controlling or regulating citizens’ actions. While regulation remains an important municipal function, it must be supplemented with leadership, encouragement, practical support and resources for community action. Municipalities can do a lot to support individual and community initiatives and to direct community energy into projects and programmes that benefit the area as a whole. The involvement of youth organisations in this regard is particularly important.

Municipalities need to be aware of the divisions within local communities and seek to promote the participation of marginalised and excluded groups in community processes. For example, there are many obstacles to the equal and effective participation of women, such as deep-rooted social values and norms, as well as practical issues such as a lack of transport, household responsibilities, personal safety, etc. Municipalities must adopt inclusive approaches to fostering community participation, including strategies aimed at removing obstacles to, and actively encouraging, the participation of marginalised groups in the local community.

At the same time, the participatory processes must not become an obstacle to development, and narrow interest groups must not be allowed to capture the development process. It is important for municipalities to find ways of structuring participation which enhance, rather than impede, the delivery process (White Paper on Local Government (RSA, 1998)).

2.2.2.4 Leading and learning

Extremely rapid changes at global, regional, national and local levels are forcing local communities to rethink the way that they are organised and governed. All over the world, communities must find new ways to sustain their economies, build their societies, protect their environments, and improve personal safety. There is no single correct way to achieve these goals. National frameworks and support from other levels of government are critical, but cities, towns and rural communities are increasingly having to find ways within themselves to make their settlements more sustainable. This requires trust between individuals, and open and accommodating relationships between
stakeholders. Local government has a key role to play in building this kind of social capital and this sense of common purpose to find local solutions for increased sustainability.

Nkuna (2011) contends that the required state of developmental local government, as sought in South Africa, has characteristics provided for in the White Paper on Local Government of 1998 (DPLG, 1998). Nkuna further states that Smith and Vawda (2003:29) present those characteristics as four core elements for putting developmental local government in practice, namely cultivating citizens through participation in service delivery; good governance; democratising development; and fostering economic growth (White Paper on Local Government (RSA, 1998)).

2.3 DEVELOPMENTAL OUTCOMES OF LOCAL GOVERNMENT

Local government may be described as that sphere of government closest to its constituents and involved in rendering a wide range of services that materially affect the lives residents residing within its area of jurisdiction (Nkuna (2011) in (Venter, 1998:201)). Lockard (1968), as cited in Cloete (1995:1), refers to local government as comprising local community management and administration. It encompasses the political and bureaucratic structures and processes that regulate and promote community activities. In the South African context, the local sphere of government consists of municipalities established in terms of the South African Local Government Municipal Structures Act, 1998 (Act 117 of 1998).

Municipalities should structure and manage their administration and budgeting and planning processes to give priority to the basic needs of local communities and to promote their social and economic development. They must participate in national and provincial development programmes (Constitution of the Republic) (Act 108 of 1996)). Govender (2011) argues that democracy and development are therefore mutually reinforcing through socio-economic justice. Some of the objectives of the democratic developmental state include poverty alleviation, addressing glaring inequalities in social
conditions, providing personal safety and security, and tackling looming threats such as environmental degradation (Govender (2011) in Edigheji (2005:5)).

The 2004 Development Report focuses on making services work for poor people. It claims that, generally, services have failed the poor, but that governments, acting in concert with citizens, can and should make them work better. Where innovative arrangements were implemented, human development has occurred. Successes have shown various characteristics such as accessibility, affordability and quality (Govender (2011) in World Bank (2004:4)).

The Development Facilitation Act, 1995 (Act No. 67 of 1995) is concerned with the formulation of general principles for land development and conflict resolutions and the establishment of both a development and planning commission and development tribunals. Additionally, land development and tenure matters are considered, perhaps most significantly as far as the IDP is concerned, with what are referred to as Land Development Objectives (LDOs). The Act is aimed principally at encouraging the efficient integration of social, economic, institutional and physical aspects of development and also the promotion of integrated land development in urban and rural areas.

In terms of the Act, land development should result in security of tenure and should prevent the beneficial occupiers of homes or land from being deprived of this (RSA, 1995). Chapter 4 of the Act requires each local authority to formulate a set of land development objectives, which involves producing a vision statement on possible land use developments in the relevant area. Municipalities are also required to develop a framework and series of priorities that identify development standards, strategies and targets for performance monitoring (RSA (1995) in Mawson (2002)).

2.4 CHALLENGES FACED BY MUNICIPALITIES

The literature shows that there is a need to move away from macro-level development planning and management towards a micro-level people centred development approach
(Madzivhandila (2012) in Theron (2009)). Many Third World countries have in recent years decentralised their service delivery mandate to the lowest spheres of government; that is, the responsibility for promoting and rendering local socio-economic development and facilitating community participation is executed at local municipal spheres (Madzivhandila, 2012). McEwan (2003) argues that the trend of entrusting the local government with the responsibility of service delivery can be interpreted in two ways: firstly, as a negative withdrawal of the state from taking full responsibility for the entire societal socio-economic transformation; and, secondly, as a positive potential radical model of good governance, signifying a shift from local government.

Community participation in local government service delivery addresses some of the major challenges faced by municipalities. Without community consultation and participation in all service delivery mandates within municipalities it portrays, service delivery protestations often result. There are various reasons why community members must be key actors in local development processes. However, the motives and rationale behind community participation and involvement in Local government processes, it gives clear framework of the needs and desires of the communities.

The White Paper on Local Government (1998) states that South African municipalities are faced by various challenges, such as:

2.4.1 **Skewed settlement patterns**, which are functionally inefficient and costly.

2.4.2 **Extreme concentrations of taxable economic resources** in formerly White areas, demanding redistribution between and within local areas.

2.4.3 **Huge backlogs in service infrastructure** in historically underdeveloped areas, requiring municipal expenditure far in excess of the revenue currently available within the local government system.
2.4.4 Creating viable municipal institutions for dense rural settlements close to the borders of former homeland areas, which have large populations with minimal access to services, and little or no economic base.

2.4.5 Great spatial separations and disparities between towns and townships and urban sprawl, which increase service provision and transport costs enormously. Most urban areas are racially fragmented, with discontinuous land use and settlement patterns. Municipalities in urban areas will need to develop strategies for spatial integration, while managing the continuing consequences of rapid urbanisation and service backlogs.

2.4.6 Creating municipal institutions that recognise the linkages between urban and rural settlements. There is a wide variety of urban settlements, ranging from those which play the roles of local or regional service centres (supplying services to rural areas and other towns), to functionally specialised towns (such as mining towns) and administrative centres (common in former homeland areas). Importantly, almost all towns are functionally linked to rural areas, relying on their hinterlands for productive economic activity and providing critical centres for the delivery of social services.

2.4.7 Entrenched modes of decision-making, administration and delivery inherited from municipalities geared for the implementation of urban and rural apartheid.

2.4.8 Inability to leverage private sector resources for development due to a breakdown in the relationship between capital markets and municipalities, the lack of a municipal bond market and the poor creditworthiness of many municipalities.
2.4.9 **Substantial variations in capacity**, with some municipalities having little or no pre-existing institutional foundations to build on.

2.4.9.1 **The need to rebuild relations between municipalities and the local communities they serve.** Municipalities should be particularly sensitive to the needs of groups within the community who tend to be marginalised, and responsive and accessible to people with a disability (White Paper on Local Government, RSA, 1998).

2.5 **HOW CAN DEVELOPMENTAL LOCAL GOVERNMENT BE ACHIEVED?**

Section 152(1) of the Constitution of the Republic Act 108 of 1996 prescribes the objectives of local government as follows:

(a) To provide democratic and accountable government for local communities.

(b) 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 of local government.

Nkuna (2011), in Kitthananan (2008:80) and Leftwich (2008), argues that the basic idea and concept of developmental state can be traced back to a number of antecedent sources and histories, as recorded in the work of Friederich List (1885), Karl Marx (1852), Gerschenkorn (1962), Mydarl (1970), through to Trimberger (1978) and Gregor (1979). Leftwich (2000) suggests that none of those accounts explicitly used the concept developmental state, nor ever made any attempt to elaborate on it by specifying its preconditions, characteristics or constitutive elements. Johnson (1982) then invoked the concept of developmental state to characterise the roles that the
Japanese state played in Japan’s extraordinary and unexpected post-war economic success (Nkuna (2011) in Kitthanam (2008:81)).

In order to achieve the aforementioned objective of developmental local government, local government is expected to maximise social development and economic growth, to help ensure that local economic and social conditions are conducive to the creation of employment opportunities, to take a leadership role, involving citizens and stakeholder groups, in the development process and to build social capital and generate a sense of common purpose to find local solutions for sustainability. Municipalities must become more strategic, visionary and ultimately influential in the way they operate. Municipalities occupy a crucial role as policy makers, as thinkers and innovators, and as institutions of local democracy. Building upon the RDP and GEAR, developmental local government is charged with promoting empowerment and redistribution through a number of concrete programmes, such as the following:

- The provision of below-cost services to the poor.
- Supporting community organisations, and
  - Linking profitable growth and investment with redistribution and development (Nkuna, 2011); (RSA, 1998).

Through developmental local government, it is expected that the following four key outcomes will be achieved:

- Provision of household infrastructure and services, with priority given to the delivery and subsidisation of at least a basic level of services to those who currently have little or no access to services.
- Creation of liveable, integrated cities, towns and rural areas in which the spatial legacy of apartheid separation is addressed.
- Achieving local economic development in which local government can play an important role in job creation and in boosting the local economy through the
provision of business friendly services, local procurement, investment promotion, support for small businesses and growth sectors.


To achieve its mandate, local government must consider certain areas of focus in the provision of services. Zondani (2008:21) in Gildenhuys (1997:16) has outlined the specific areas. For a local government to fulfil its functions, it has to render line-function services to the public. In supporting these public services, specific supporting services must be rendered to the line-function departments. Gildenhuys is of the opinion that for a local government or a municipality to provide services, specific activities must be undertaken.

Zondani (2008) in Gildenhuys (1997:16-22) further argues that the line-function municipal services and activities to be undertaken so as to provide such services are as follows:

- **Control and protection services**: These services may include some of the following activities:
  - Civil protection activities – these activities involve some of the following, co-ordination of civil protection, preparedness campaigns and training of volunteers.
  - Security services – these may include activities such as guarding all property of the local government, security control at entrances to public municipal buildings, training of guards and dogs, caring for guard dogs, and maintaining electronic control systems.
  - Traffic and policing services - these may include the registration and licensing of motor vehicles, testing of vehicles, issuing of roadworthy certificates, and traffic law enforcement.
• Social welfare services – these services may include ambulance services (these may include transporting patients by ambulances, maintaining ambulance vehicles, and the in-service training of paramedical staff).

• Personal health care activities – these may include the provision and maintenance of clinics, prenatal and post-natal care, inoculation against contagious diseases, fighting AIDS, birth control, rehabilitation of drugs addicts, and medication.

• Cultural activities – cultural activities may include the provision and maintenance of libraries and art galleries and the organisation of art exhibitions.

• Housing development activities – these may include ensuring that there is township establishment for the provision of stands and the erection of low-cost, as well as maintaining and renting municipal housing allocation, the sale of low-cost housing and any other related activities.

➢ Economic infrastructure services – a number of activities have to be considered in respect of economic infrastructure services to ensure the provision of services. These activities may include some of the following:

• abattoirs – these may include some of the following: slaughtering of animals, inspection and grading of meat, provision and maintenance of abattoir facilities, and destroying infected and contaminated carcasses and meat.

• Electricity supply - activities involved, include the supply and maintenance of streetlights, the provision and maintenance of an electricity supply network, building and maintaining substations and inspection of the electrical wiring of buildings.

• Public transport – public transport activities may include the provision and maintenance of public transport facilities, pontoons, ferries, jetties and
piers, the provision of small boat harbours and the maintenance of taxi ranks.

- **Sewerage disposal activities** – these refer to activities such as the construction and maintenance of sewerage systems, the inspection of sewerage connections, and the supply of sewerage connections to the premises of individual users.

- **Roads, streets and rainwater drainage** – these include traffic engineering, the construction and maintenance of local roads and streets, the erection and maintenance of traffic signs and marks, construction and maintenance of paved sidewalks, and the construction and maintenance of rainwater drainage systems.

- **Water supply** – These activities include the following: the construction and maintenance of bulk water supply, the construction and maintenance of water reticulation networks, supplying water connections to individual consumers, and

- **Solid waste removal** – This includes the following: the regular collection and removal of solid waste, the recycling of solid waste, the supply of solid waste containers (bins and plastic bags), collection and removal of garden refuse.

All the abovementioned are the basic services that local government should be providing to communities, towards achieving developmental local government. Without clean water, sanitation and refuse removal services, electricity and general welfare of the society, developmental local government is not achievable.
2.6 ROLE OF COUNCILLORS, WARD COMMITTEES AND COMMUNITY-BASED ORGANISATIONS

According to Barron et al. (1991:30), the legal rules relating to the local government election of councillors are that anyone can become a candidate. The requirements are that candidates must be over 18, eligible to vote, and resident in the area covered by the authority for which they are standing. The most significant disqualification is that candidates must not be simultaneously employed by that authority; only a tiny proportion of adults, however, ever contest an election. Barron et al. (1991:157) further argue that it is clear from the Widdicombe interview survey that there is a tendency among senior Councillors whose interests lie in debating and determining the main policy guidelines for the authority to refer impatiently and disparagingly to members who are interested only in their own patch and who appear as a consequence to contribute little to committee work and the policymaking processes of the authority. These are the “makeweight councillors” who leave the major questions of policy to a small group of leading members.

Two national surveys have provided details of the types of people who are elected as councillors. The field-work for the first survey was conducted in 1964 as part of the research for the Committee on the Management of Local Government. The terms of reference of this Committee referred to the need for local government to continue to attract and retain people of the calibre necessary to ensure its maximum effectiveness. The second survey was conducted in 1976 for the Committee of Inquiry into the System of Remuneration of Members of Local Authorities (Robinson Committee) (Hampton, 1987:113).

Councillors’ traditional job description embraced a wide variety of potential roles and responsibilities: they were simultaneously representatives, policy makers, scrutineers, and community leaders. Today, without further qualification, that simply will not do. With executive based policy making, and councillors having to be either part of their Council’s executive or not, some of these roles and responsibilities continue to be shared by all
councillors, while all are exercised by some. However, for the first time, not all councillors are able to claim that they have all roles (Wilson et al. (2006:261)).

Chapter 4 of the Structures Act, 1998 articulates that Ward Committees are as a key mechanism through which municipalities can communicate with their local communities. To promote and enhance efficient and effective service delivery, these committees serve as the link between communities and the council. Their objectives include the following:

- Enhancing participatory local governance.
- Assisting the Ward Councillors with matters of the wards.
- Contributing to the improvement of the quality of life of all residents.
- Make recommendations to the Ward Councillors or to the other structures of the municipal Council.

Raga and Taylor (2005:248) further argue that, in terms of legislative prescriptions, a ward committee may make recommendations on any matter that affects its ward to the Ward Councillor, the municipal council, the Executive Committee or the Executive Mayor. It is important for Ward Committee members to attend the public meetings of their municipality, especially budget and planning meetings. In this regard, it is imperative that Ward Committee members be capacitated to participate in the initiation, monitoring and evaluation of local government activities. In return, municipal councils that have established Ward Committees must make administrative arrangements to enable them to perform their functions effectively.

A municipal council should delegate specific functions and powers to Ward Committees. The Nelson Mandela Bay Metropolitan Municipality has resolved the following in terms of its own Ward Committees. Ward Committees:
• shall have no executive or decision-making powers;
• are advisory structures submitting recommendations;
• should promote the best interests of the ward;
• should adopt a code of conduct;
• should support the Ward Councillor and any relevant formation in performance of its functions;
• should continue to encourage Ward residents to become involved in local government matters;
• should consult with Ward residents to participate at regular intervals;
• should discharge its objectives responsibly.

The introduction of the Ward Committee system in South Africa represents an innovative approach to local government matters and, in particular, the developmental nature of the new mandate. The Ward Committee system can also be viewed as a means of furthering the Constitutional requirement of increased accountability and democratisation in local government. Chapter 10 of the 1996 Constitution (Act 108 of 1996) is infused with a discourse and vision that privileges on-going dialogue and exchange between government and communities (Raga & Taylor, 2005:248).

Ward Committees were introduced after the December 2000 municipal elections to supplement the role of elected Councillors. As such, they were intended to create a bridge between communities and the political and administrative structures of municipalities. Many observers argue, however, that Ward Committees are not functioning as intended and that instead of enhancing the environment of participatory governance, these structures have actually undermined it by displacing many other channels for public participation. Moreover, Ward Committees are usually viewed as
highly partisan structures aligned to party political agendas (Local Government Bulletin 14).

Raga and Taylor (2005:143) argue that Chapter 10 of the Constitution, 1996 is infused with a discourse and vision that promotes on-going dialogue and exchange between government and communities. However, with advisory status only, it is assumed that Ward Committees in South Africa will have little impact or influence on local government decision-making processes. This can lead to apathy and a lack of commitment on the part of Committee members. All municipalities in South Africa should in terms of legislative prescriptions encourage democratisation, citizen participation and the empowerment of citizens and communities to participate in municipal processes. In this regard, the introduction of the Ward Committee system in South Africa is expected to bridge the gap between communities and the elected council to speed up the delivery process regarding the following five key programmes of the Reconstruction and Development Programme designed to improve the living standards of communities:

- Meeting the basic needs of local communities;
- Developing human resources;
- Building the economy, including local economies;
- Democratising the state and society; and
- Implementing the RDP.

An earlier version of the Local Government Laws Amendment Bill suggested that Ward Committees are compulsory for local and metropolitan municipalities (Local Government Bulletin 2007 (5) g 7)). The latest version reverts to the original situation: only if a municipality establishes Ward Committees is it bound by the legal framework for ward committees in the Municipal Structures Act. The Bill changes this framework significantly by providing that a Ward Councillor can no longer serve as the chairperson of the Ward Committee. Instead, it provides that the ten additional members of the Ward Committee elect a chairperson from among themselves. The municipal council must
determine the procedure through which the Ward Committee elects its Chairperson, or how the Chairperson is voted out of office. This provision will fundamentally change the dynamics in many Ward Committees; they will become less dependent on the goodwill and efficiency of the Ward Councillor. Indeed, research has shown that too many Ward Councillors either neglect or misuse their Ward Committees. In the new system, Ward Committee meetings can take place even when a negligent Ward Councillor chooses not to attend. Similarly, the Ward Councillor who wants to use the Committee for political ends can no longer do that by using his or her position as Chairperson. The assumption is therefore that a community member will make for a better Chairperson than a Ward Councillor (Local Government Bulletin, 2007).

2.7 COMMUNITY PARTICIPATION


Ababio (2007:614), identifies a concept of participatory democracy, as the South African Government has committed itself to instituting wide-ranging participatory processes in the different spheres and institutions of government in the country. The attempt to introduce participatory and direct democracy is evident in the institutions and policy formulation of local government structures (Putu, 2006:4). The choice to adopt participatory democracy in South Africa since 1994 has not been an accidental one.
There had to be an anti-thesis to the previous apartheid form of separate development in order to mobilise opinion and resources for integrated and sustainable development.

Therefore, participatory democracy means the provision of services based on the existence of a legislative framework that facilitates the consultation, involvement and mobilisation of especially civil society in the formal processes of policy making and implementation. Southall (in Nyalunga 2006:44) adds that participatory democracy entails a high level of public participation in the political process through a variety of institutional channels. For that matter, participatory democracy can only come into being when ordinary men and women, young and old, are afforded an opportunity to actively and meaningfully contribute to their own development and well-being.

Brynard (1996:41), however, cautions that what constitutes participatory is relative in that many acts have the potential to shape it in some way. He defines participation as an activity undertaken by one or more individuals previously excluded from the decision-making process in conjunction with one or more other individuals who were previously the sole protagonists in the process. Participatory democracy is, therefore, a process of inclusivity, a joint process that cuts across racial, privileged and status profiles. The objective is to give recognition to the ethos that the input process is best driven by those who are affected by a problem (Ababio, 2005 in Hanekom, 1987:34).

A reading of the academic literature on local government in Britain would lead to the conclusion that the attitude of the public is one of ignorance and indifference, tinged with suspicion. Yet local loyalties remain high and activism on local issues appears to have increased considerably since the mid-1960s. The consideration of this conundrum has led the present author to perceive a difference between a community in a social almost anthropological sense, and a political community (Hampton, 1970:121).

From the late 1960s, legislation has provided for direct citizen involvement in several local services. The legislation was initiated or supplemented by reports from many official committees, and considerable public discussion has taken place. A key document in this respect was the Skeffington Report on Public Participation in Planning
(1969), which defined participation as the act of sharing in the formulation of policies and proposals and the public as an aggregate comprising all individuals and groups without limitation (Hamton, 1987:126 in Skeffington, 1969:1).

Boaden et al. (1982) have explored the relationship between the development of public participation in local services and several themes that have affected their provision in recent years. The themes include the growth of central government control over local affairs; the influence of departmentalism on service provision; the introduction of more corporate approaches to local government management; and the steady growth of professionalism among the officers administering the services. They identified several perspectives from the points of view both of the public and of those with power from which public participation might be judged.

According to Craythorne (1990:70), it is appropriate to follow on after policy with the issue of public participation and consultation. These issues became popular during the 1970s and are still posited as a means of reducing autocratic behaviour, involving the people in government, and directing governmental efforts at the real needs of society. Therefore, involving the people in government is a separate issue from the other two, and is a phrase often heard from populists. In the days of the old city-states, and in pioneer times when settlements were small, it was possible to decide communal affairs by calling meetings at some public place, but as communities grew in size and complexity, with many interests, this simple and ideal way of dealing with public affairs could no longer be attempted. It would be impossible to obtain decisions within a reasonable time and if competing interests were to meet physically, there was the real danger of physical conflict.

A local authority is a public body. It exists to serve the public and therefore needs to communicate with the public it is designed to serve. Communication is a two-way process. In fact, the underlying meaning of communication is the imparting of information, ideas or feelings. Clearly, a council that operates secretly is not going to be a successful communicator, because it will expect a one-way flow of information, and as is the case with human beings, where there are two people, and only one
communicates and the other remains silent, the enthusiasm of the talkative partner will peter out, leaving only silence. In other words, it would be pointless for a council to invite the public to communicate with it, if it does not communicate with the public (Craythorne, 1990:85).


In terms of Chapter 4 of Act 32 of 2000, a municipality must adopt or promote community participation and must also provide for the following:

- Receipt, processing and consideration of petitions and complaints lodged by members of the community.
- Notification and public comment procedures
- Public meetings and hearings by the council
- Consultative sessions with community organizations
- Report-back sessions

The White Paper admonishes municipalities to develop structures that would ensure meaningful participation and interaction among community members and Councillors. It further provides guidelines on the system of Ward Committees, their composition, functions and vision, namely the facilitation of local community participation in decisions that affect the local residents, and the articulation of local community interests and the representation of these interests within the municipality (Ababio, 2007 in Putu, 2006:17).
**Municipal Structures Act, 1998**

The Local Government Municipal Structures Act, 1998 (Act 117 of 1998) specifically creates Ward Committees. In terms of Chapter 4 of the Act, a municipality establishing Ward Committees, with the objective of enhancing participatory democracy in local government, has to establish such committees for all the wards. The Act further spells out the role of the Ward Councillor, and a framework for the powers, function, term of office, remuneration and dissolution of Ward Committees.

**Municipal Systems Act, 2000**

The Local Government Municipal Systems Act, 2000 (Act 32 of 2000) provides the core principles, guidelines and mechanisms necessary for municipalities to pursue the ideals of developmental local government. The Act especially makes public participation in municipalities obligatory. For example, the Act makes public participation in the Integrated Development Plan compulsory. In this process, public participation is required both in the content and the drafting of the IDP. As providers of inputs, Section 33 states that municipalities must determine methods to consult communities and resident on their needs and priorities and for the review of the IDP and budgets.

Rapp and Patitucci (1977:284) view public participation in local government under a United States perspective as follows: Private interests and institutions indirectly affect the performance of local government through their ability to influence the decisions of political leaders and municipal managers who directly affect the way in which a local government performs. They play a significant role in determining the capacity of elected political leaders and appointed managers to achieve community objectives with available resources. They can do this in a number of ways:

Private interests may exercise political power. Large private corporations, deriving influence and power from their economic role within the community, may attempt to influence governmental actions by determining who will or will not be elected or appointed to government positions. Community participation as well as private interests
can affect government performance by providing the information required by public officials to make informed decisions. Many government policies and programmes at local level, especially those related to land use (zoning), housing, physical development, and transportation, depend for their success information that accurately reflects the motivations and incentives of private interests (Rapp & Patitucci, 1977:284).

Tshishonga and M bambo (2008) identify crucial imperatives that must be observed when crafting community participation, referring to the experience of the eThekwini Municipality.

Within the legislative context, the eThekwini Municipality decided to establish a Community Participation and Action Support Unit (CPASU) in 2002. CPASU provides support services to citizens in order to enable them to influence decisions taken by the Council, thereby leading to improved co-operation and partnership between citizens and the Council.

- Unit managers were appointed for the following programmes:
  - Poverty alleviation programme
  - Youth programme
  - Gender programme
  - Vulnerable groups programme
  - Stakeholder participation programme
  - Community based programmes
  - Community based structures
  - Masakhane Campaign
  - Special events
  - Regional co-ordination
• Grant co-ordination

• Policy

2.8 CONCLUSION

As was observed at the beginning, this chapter entailed looking at the role played by municipalities in service delivery, which necessitates the involvement of communities of the geographical boundaries of the municipality in the rendering and delivering of services through public or community consultation. No proper high standard of services can be provided by municipalities without the involvement and consultation of local communities.

Based on the discussions outlined in this chapter, municipalities exercise various powers in the local sphere; crucial functions towards the rendering of various basic and essential services. Therefore, it is imperative for all municipalities to develop a properly outlined planning strategy that will serve as the guiding tool towards budgeting and the provision of services to the communities they serve.
CHAPTER 3

LOCAL GOVERNMENT TURNAROUND STRATEGY

3.1 INTRODUCTION

This chapter will provide and outline the reasons for the development of the Local Government Turnaround Strategy, introduced in November 2009. It will also provide a broader analysis of the channels that should be followed in the development of the Strategy by each municipality. The differences between the Turnaround Strategy of the Local Municipality, as well as that of the District Municipality will also be explored. This Chapter will also focus on the analysis and assessment of the Umzimvubu Local Municipality in the Alfred Nzo District, in evaluating as to how the Turnaround Strategy has been implemented.

3.2 MOTIVATION FOR LOCAL GOVERNMENT TURNAROUND STRATEGY

The majority of South African municipalities are considered to have failed in delivering on their local government mandate. Despite the fact that the new Local Government system is now in its second decade, there are still worrying trends and signs that are undermining the progress made and successes achieved thus far. Therefore, the country faces a great development risk if local government fails.

Cabinet approved a comprehensive Local Government Turnaround Strategy on 2 December 2009. The Strategy was presented to Cabinet by the former late Minister for Cooperative Governance and Traditional Affairs, Mr Sicelo Shiceka. The presented strategic document was underpinned by two important considerations. The first was that a “one size fits all” approach to municipalities was not useful or acceptable. Each municipality faces different social and economic conditions and has different performance levels and support needs (Cogta, 2009:1). Therefore, Cabinet recognized that the problems in local government are both a result of internal factors, within the direct control of municipalities, as well as external factors, over which municipalities
generally do not have much control. The internal factors relate to issues such as quality of decision-making by Councillors, quality of appointments, transparency of tender and procurement systems, and levels of financial management and accountability. The external factors relate to revenue base and income generation potential, inappropriate legislation and regulation, demographic patterns and trends, macro and micro-economic conditions, undue interference by political parties and weaknesses in national policy, oversight and Intergovernmental Relations (IGR) (cogta, 2009:1).

The twin over-arching aims of the Turnaround Strategy are to restore the confidence of the majority of our people in our municipalities, as the primary delivery machine of the developmental state at a local level; and to re-build and improve the basic requirements for a functional, responsive, accountable, effective, and efficient developmental local government (cogta, 2009:1).

Hence, this chapter will focus closely on the five strategic objectives of the LGTAS, as well as the key interventions under the strategic objectives. A close analysis of the priorities set as per post-2011 of the LGTAS, which are part of Vision 2014, in the Umzimvubu Local Municipality will also be undertaken.

### 3.3 STRATEGIC OBJECTIVES OF LGTAS

According to cogta (2009:1), the following five strategic objectives of the LGTAS are outlined and broadly articulated:

#### 3.3.1 Meet basic needs

Government will ensure that municipalities meet basic needs of communities. This implies that an environment must be created, support provided and systems built to accelerate quality service delivery within the context of each municipality’s conditions and needs.
3.3.2 Clean, responsive and accountable local government

Government must ensure clean, responsive and accountable local government; that systems, structures and procedures are developed and enforced to deal with corruption and maladministration; and that municipalities communicate and account more to communities.

The introduction of the LGTAS and the functioning thereof have raised the same concerns as when the SPS was introduced (Kroukamp, 2010:39). According to Shiceka (2010b:21), new provisions will empower the Minister to prescribe the qualifications and experience of people appointed to management positions and to regulate their salaries and benefits to ensure stability in the leadership of municipalities. The amendments also prohibit:

- party political office-bearers from becoming councillors or municipal officials;
- the suspension without salary of managers charged with serious offences, including corruption and fraud; or
- inciting residents to protest against the municipality.

Managers facing disciplinary action will not be permitted to resign or seek employment in another municipality. Although the proposed amendments are laudable, it may mean that, as power will be concentrated at the national level of government, too many minor decisions will have to be referred up the hierarchy for approval. This will not necessarily improve the quality of decisions, but it will almost certainly lead to costly and frustrating bureaucratic delays. Individuals and organisations at lower levels will have too little discretion to do their jobs efficiently and will be discouraged from displaying initiative. Centralising tendencies will often be reinforced by organisational structures and accountability systems that are geared more to allocating blame and punishing failure than to rewarding success or establishing incentives to accept responsibility (Kroukamp, 2010:40).
3.3.3 Functionality, performance and professionalism

Government must ensure that the functionality, performance and professionalism in municipalities improve and that core administrative and institutional systems are in place and operational to improve performance.

According to IMIESA, the former Minister for Cooperative Governance and Traditional Affairs, Mr Sicelo Shiceka, met with all the Mayors and MECs for Local Government to discuss and finalise performance and service delivery agreements, which clarify the outputs and deliverables that must be met by local government and the provinces in that term of service delivery. They deliberated at length about the details of the deliverables to be achieved to meet Outcome Number Nine of government’s 12 priority outcomes, which were approved at the Cabinet Lekgotla held in January 2010.

Government Outcome Number Nine commits the Minister to develop a local government system that is efficient, effective, efficient, responsive and accountable. This outcome forms the basis of the CoGTA Minister’s performance agreement (PA), which will be cascaded through local government MECs and mayors. The Ministry for CoGTA has developed seven outputs. These are:

- Implementation of the differentiated approach to municipal financing, planning and support.
- Improving access to basic service.
- Implementation of the Community Works Programme.
- Action supportive to Human Settlement Outcomes.
- Deepening democracy through a refined ward committee model.
- Administrative and financial capability.
- Single window of opportunity.
The meeting also marked the start of the process of finalising the terms of the performance and service delivery agreements across the three spheres of government within the Cooperative Governance Sector. The performance agreements will be between:

- Minister and local government MECs
- Local Government MECs and mayors

This process will be further strengthened and supported by the signing of Pas within CoGTA between the CoGTA Minister and the Directors General of both Cooperative Governance and Traditional Affairs Departments. The process will also be replicated in the provinces between Local Government MECs and the provincial heads of Departments and, in local government, mayors and municipal managers.

“This model is indeed a new and creative way of running government with the objective of improving service delivery and deepening democracy which has never been experienced before in our country” said the late Minister Shiceka. Minister Shiceka further emphasised the importance of effective coordination, accountability and efficiency in the delivery of services across the three spheres of government.

The new approach will also ensure that there is alignment between the three spheres of government to ensure seamless implementation, cooperation and support. The CoGTA Minister, MECs and mayors have also discussed the establishment of the implementation forum to be coordinated by the CoGTA Director General. This will include officials from the various departments and spheres of government. All parties have committed to put in place performance and service delivery agreement monitoring systems to monitor, evaluate and review progress periodically with the State President (IMIESA, 2010:45).
3.3.4 Improvement of National and Provincial policy, support and oversight to local government

Partnerships between local government, communities and civil society must be strengthened. Communities and other development partners must be mobilised to partner with municipalities in service delivery and development.

Therefore, the abovementioned objectives have been identified as the key drivers in rebuilding and improving the basic requirements for a functional, responsive, effective, efficient, and accountable developmental local government. In achieving these objectives we will mobilise government and society must be mobilised to protect and enhance the local government system by addressing the forces undermining the system as well as relevant areas for improvement (LGTAS, 2009:19).

3.4 KEY INTERVENTIONS UNDER FIVE STRATEGIC OBJECTIVES

Cogta (2009:1) further outlines key interventions under the five strategic objectives of the LGTAS, focus on the deliverable outcomes, which are as follows:

(a) National Government (including state enterprises) organises itself better in relation to local government;
(b) Provinces improve their support and oversight responsibilities over local government;
(c) Municipalities reflect on their own performance and identify their own tailor-made turnaround strategies;
(d) All three spheres of government improve Intergovernmental Relations (IGR) in practice;
(e) Political parties promote and enhance the institutional integrity of municipalities, and;
(f) A social compact for local government is put in place through which all citizens, including public officials at all levels, those in the private sector, trade unions,
professional bodies and traditional leaders are guided in their actions and involvement by a common set of governance values.

3.5 IMMEDIATE IMPLEMENTATION PRIORITIES PRE-2011 LOCAL GOVERNMENT ELECTIONS

(a) Address the immediate financial and administrative problems in municipalities;
(b) Promulgate regulations to stem indiscriminate hiring and firing in municipalities;
(c) Tighten and implement a transparent municipal supply chain management system;
(d) Ensure that the programmes of national and provincial government SOEs are reflected in municipal Integrated Development Plans (IDPs); and overcome a “one size fits all” approach by differentiating between responsibilities and simplifying IDPs (Cogta, 2009:2).

3.6 MAIN POST-2011 PRIORITIES OF LGTAS, WHICH ARE PART OF VISION 2014

(a) Infrastructure backlogs should be reduced significantly;
(b) All citizens must have access to affordable universal basic services;
(c) Formalisation of all informal settlements;
(d) Clean cities, through the management of waste in such a way that it creates employment and wealth; and
(e) A single election for National, Provincial and Local Government (key benefits include a single manifesto, one financial year, single public service, common five-year medium-term planning, aligned human resources and budgeting frameworks).

According to Kroukamp (2010:32), the introduction of the Single Public Service Bill in 2008 brought new speculation that government was moving towards recentralisation after a period of 14 years of democracy. Assumptions were that the decentralisation policies adopted after the 1994 elections to enhance the quality and the effectiveness of
public administration had failed. Although both developed and developing countries have shown a tendency towards decentralisation during recent decades, the present indications are that some governments are retracting these efforts and that prudent steps are being taken towards recentralisation.

The LGTAS will be managed and driven through a **National Coordinating Unit** in the Department of Cooperative Governance and Traditional Affairs (CoGTA), which will serve as a “nerve centre” for implementation. A number of working structures to guide, steer and oversee the LGTAS will be established, including a Ministerial Advisory Committee, a Civil Society Reference Group, and an Intergovernmental Working Group.

Cabinet agreed that the Minister of Cooperative Governance and Traditional Affairs should convene the Ministers responsible for the National Planning Commission, Performance Monitoring and Evaluation and Finance to look at the necessary funding and resource mobilisation to ensure the successful implementation of the LGTAS. An immediate task of the LGTAS is that agreements must be reached with each province on the roll-out programme in the context of the different provincial needs and capacities.

This will guide how municipalities will be supported to prepare and implement their own tailor-made turnaround strategies, which must be incorporated into their IDPs and budgets, by March 2010. Key stakeholders and ward committees will be mobilized early in 2010. By July 2010, all municipalities will be in full implementation mode of the national and their own Turnaround Strategies (CoGTA, 2009:2). The implementation of the LGTAS presents the entire country and all communities with an opportunity to work together with their municipalities in improving and accelerating service delivery. The LGTAS will reinforce the good and best practices in municipalities, whilst at the same time ensuring that the root causes of problems impacting on municipal performance are confronted effectively. The Local Government Turnaround Strategy recognizes that “Local Government is Everyone’s Business” (CoGTA, 2009:2).
3.7 PERFORMANCE MONITORING FOR LGTAS

The LGTAS is the basis for the Ten-Point Plan for Local Government (2010-2014). This plan works in synergy with the pre-2011 and Vision 2014 goals for the LGTAS. The ultimate objective of the LGTAS and the Ten-Point Plan is the achievement of a responsive, accountable, effective and efficient local government system. This objective is captured as Outcome 9 of the medium-term strategic framework of government and will be progressively monitored through government’s programme of action, Hughes (CoGTA 2010:3). Hughes further identifies the following Ten-point Plan for Local Government as stipulated for the local system.

The Ten-point Plan for Local Government

1. Improve the quantity and quality of municipal basic services to the people in the areas of access to water, sanitation, electricity, waste management, roads and disaster management.

2. Enhance municipal contribution to job creation and sustainable livelihoods through local economic development.

3. Ensure the development and adoption of reliable and credible integrated development plans (IDPs).

4. Deepen democracy through a refined Ward Committee model.

5. Build and strengthen the administrative, institutional and financial capabilities of municipalities.

6. Create a single window of coordination for support, monitoring and intervention in municipalities.

7. Uproot fraud, corruption, nepotism and all forms of maladministration affecting local government.

8. Develop a coherent and cohesive system of governance and a more equitable intergovernmental fiscal system.
9. Develop and strengthen a politically and administratively stable system of municipalities.

10. Restore the institutional integrity of municipalities.

3.8 CONCLUSION

Throughout the chapter, the vision and drivers of the implementation of LGTAS pre-2011 and beyond have been outlined. Various indicators obliging local government to realign municipalities in order to fit the standard of democratic governance were also outlined, such as the strategic objectives, key interventions under strategic objectives, immediate implementation priorities pre-2011, and main post 2011 priorities, which are part of Vision 2014.

The majority of South African Municipalities have been declared failures in terms of the provision of basic services, and as well as the faced by maladministration which has hindered the core business of the municipalities. Therefore, the “one size fits all approach” has to be overcome, in order to ensure that each municipality develops its own strategic planning tool, which will serve for a period of five years, in line with its Integrated Development Planning tool and Service Delivery Plan. The Umzimvubu Local Municipality has a good planning system, in which the LGTAS is in place. However, gaps have to be filled in terms of proper communication and stakeholder involvement. The Umzimvubu Municipality June 2012 report on the implementation of the Turnaround Strategy for the Municipality indeed reflects some of the challenges that are still impacting on full implementation.
CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 INTRODUCTION

In the previous chapter, the focus was on the Local Government Turnaround Strategy and the new developmental mandate of South African local government. This chapter will deal with the research methods used to achieve the objectives of the study. As indicated in Chapter One, the research methodology for this study encompassed a quantitative approach. This chapter will also deal with the sources of the data collected, the instruments used in the collection of data, as well as sampling and selection procedures, data analysis and the conclusion.

4.2 DATA PRESENTATION

In this section, data collected and analysed from questionnaires distributed to municipal Councillors and officials is presented. The collected data was relevant given the participants who participated in the study. Data was gathered by means of a structured questionnaire, with a SWOT analysis, focusing on the Local Government Turnaround Strategy implementation within the Local Municipality of Umzimvubu. The questionnaire was structured to guide the respondents and encourage them to complete it. The questionnaire was also constructed in order to ensure that it would not be too time consuming to complete. No open-ended questions were included. Questions were constructed using the Likert scale format where the respondents were required to tick off boxes marked in numbers from 1 to 5.

The majority of Councillors and officials responded positively to the request for the questionnaire to be completed. The study also embraced a literature review of relevant sources which included books, applicable legislation, newspapers, and other official publications. According to Zondani (2008:59) in Ngxongo (2003:6), the consultation of
secondary sources in research is referred to as a theory search. Zondani (2008:59) and Hornby (2005:479) further argue that an empirical study is based on experiments or experiences rather than on ideas or theories.

Not all the selected participants responded. Twenty questionnaires were distributed to the Councillors, but only fourteen were returned. Twenty questionnaires were also distributed to the officials, and only eleven were returned. A covering letter accompanied the questionnaires to explain the purpose of the study. This served as evidence that the researcher was indeed a registered student at the Nelson Mandela Metropolitan University doing research in the area of the Local Government Turnaround Strategy. The covering letter also served to explain the purpose of the research and what was expected from the participants.

4.3 SAMPLING AND SELECTION PROCEDURES

Sampling refers to the process of selecting things or objects when it is impossible to have knowledge of a larger collection of these objects (Mouton, 1996:132). Bless and Higson-Smith (1995:85) argue that the best way to collect information about a group of persons or things that will give an accurate picture is to examine every single member or element of such group. However, it is also possible to reach accurate conclusions by examining only a portion of the total group; this is referred to as sampling (Zondani, 2008:60). Mouton (1996:132) further states that, the aim of sampling is to produce representative selections of population elements.

Bless and Higson-Smith (1995:88) have identified two sampling types in social research as probability sampling and non-probability sampling. Probability sampling includes the following sampling procedures: simple random sampling, interval or systematic sampling, stratified sampling, as well as cluster or multi-stage sampling. Non-probability sampling includes the following procedures: accidental or availability sampling, purposive or judgement sampling, as well as quota sampling.
For the purpose of this study, a sample was selected from both the municipal councillors and officials of the selected municipality. Justification for the selected sample groups has been provided in chapter one of this treatise.

The target population for this study was therefore the councillors of the Umzimvubu Local Municipality, as well as selected municipal officials who are directly involved with the LGTAS. The entire municipal Council was selected as the Council is the overseer of policy formulation and evaluation. Certain officials were selected based on their involvement with the municipality’s LGTAS. Municipal managers are also responsible for ensuring the proper implementation of Council’s resolutions and policies.

4.4 DATA COLLECTION AND ANALYSIS

The main motive regarding the compilation and distribution of questionnaires was to undertake an assessment of the existence and implementation of the LGTAS, with reference to the Umzimvubu Local Municipality. As previously stated, a questionnaire was distributed to selected municipal officials as well as the municipal councillors. The outcomes from the participants are detailed below.
Councilors’ Responses

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<td>Ward Councillor</td>
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<td>35.71</td>
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</table>
RESPONSE TO THE QUESTIONNAIRE FROM COUNCILLORS’

4.4.1 Council exercises its mandate through the guidance of the vision of the Local Government Turnaround Strategy, as introduced by Cabinet in December 2009

Based on the number of questionnaires distributed to the municipal Councillors, fourteen questionnaires were distributed and fourteen questionnaires were returned. No formal reasons were stated regarding the motive behind non-participation in the research. The majority of respondents believed that the municipal Council was exercising its mandate regarding the provision of guidance in respect of the vision of the LGTAS.

In an attempt to confirm whether the response from the participants was accurate, various documents in relation to the LGTAS and the Municipal Turnaround Strategy Report for June 2012 were obtained, as well as
Service Delivery and Budget Implementation Plan and the Third Quarter SDBIP Report. All the above mentioned documents were perused, and Council involvement and endorsement was reflected in the documents.

Another question raised by the researcher to participants concerned whether the Turnaround Plan was in place and routine meetings between the council and officials were being held. The responses gathered, suggested that both the Councillors and officials agreed that the Turnaround Plan was in place and routine scheduled meetings were indeed being held. Of the fourteen responded, two were undecided, ten agreed and two strongly agreed with the question posed to them.

**Frequency table: B1**

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4.4.2 Functional and existing Turnaround Plan in place and routine meetings between Council and officials

As already mentioned above, the researcher attempted to confirm the existence of the Turnaround Plan through requesting the actual document. It was established that the Municipality did have a plan
in place, and the majority of respondents who participated in the study, confirmed that routine meetings were being held between the Council and officials. For the purpose of demonstrating the existence of the actual Local Government Turnaround Strategy, key focus areas or key priorities within the Municipality were identified in the municipal Turnaround Plan.

<table>
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4.4.3 Council and understanding of their role and responsibilities towards implementation of LGTAS

Of the fourteen respondents, two were of the option that they lacked a proper understanding of their role and responsibilities towards implementation, two respondents were undecided, whereas ten agreed that they understood their role in implementation.
The approval of the LGTAS for the Municipality has to be endorsed by the Council, while the identified key priorities of the LGTAS have to be included in the IDP. The implementation of the LGTAS priorities must be managed via the Service Delivery and Budget Implementation Plan (SDBIP). Therefore, Council's duty is to ensure that LGTAS priorities are submitted to the National Department of Co-operative Governance and Traditional Affairs (CoGTA) at a full Council meeting. The identified LGTAS priorities should also be incorporated into the municipality's IDP of the relevant financial year. The identified LGTAS priorities must be refined through a public participation process.

**Frequency table: B3**

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<td>35.71</td>
</tr>
<tr>
<td>Strongly agree</td>
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<td>35.71</td>
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4.4.4 **Sufficient municipal staff establishment dealing with the implementation of Strategy**

To the question whether the Municipality had adequate personnel to deal with the implementation of the LGTAS, Councillors responses were as follows:

- Five respondents clearly indicated that there was insufficient staff to deal
directly with the implementation of the Turnaround Plan within the Municipality who have been appointed. Two respondents were undecided whether there was sufficient or insufficient personnel to lead with the implementation of the Turnaround Plan within the Municipality. Seven respondents strongly disagreed that sufficient personnel had been appointed within the Municipality to deal with the implementation of the plan.

The above responses imply that councillors are undecided on whether there is adequate administrative support to implement and sustain the municipality’s turnaround plan.

**Frequency table: B4**

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</tr>
<tr>
<td>Strongly agree</td>
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</tbody>
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4.4.5 Council receive sufficient administrative support from Municipality to enable them to perform their functions

Regarding the question whether Councillors did receive sufficient administrative
support from the Municipality, of the fourteen Councillors who responded, thirteen agreed that sufficient support was being granted by the Municipality to enable them perform their duties, one respondent disagreed that insufficient administrative support was given by the Municipality.

**Frequency table: B5**

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**4.4.6 Well-structured and comprehensive Turnaround Strategy Planning Programme in place**

In order for the researcher to establish whether the Municipality did have a comprehensive Turnaround Planning Programme, of the 14 Councillors who responded, twelve stated that the Municipality indeed did have a well-structured and comprehensive planning programme in place, while two respondents were undecided regarding whether there was a planning programme in place for the Municipality.

The following are the consequences that may be the result of the non-availability of the Turnaround Strategy Planning Programme:
Bad governance may arise between the ruling party and the opposition parties.

Lack of understanding of the oversight role of Councillors may develop.

Council systems and procedures may not function properly.

Improper management of municipal finances.

Qualified audit reports.

Service delivery may be hugely affected, culminating in service delivery protests.

Public participation processes may not be effective.

**Frequency table: B6**

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</tbody>
</table>
4.4.7 No potential challenges hampering effective implementation of LGTAS

From the research findings, it became clear that not much transparency was portrayed towards the direction of the LGTAS and that the achievements and challenges were not known among all stakeholders. However, in an attempt to establish the reality in the matter, three respondents strongly suggested that there were lengthy challenges that hampered the effective implementation of the Plan, while eight respondents remained undecided as to whether there were challenges in implementation.

Of the 14 participating Councillors, nine suggested that there were potential challenges that hampered the effective implementation of the LGTAS; one was undecided; while four respondents strongly suggested that no potential challenges were hampering the effective implementation of the LGTAS.

**Frequency table: B7**

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4.4.8 Strategic objectives of LGTAS are routine assessed by Umzimvubu Municipality during review period

With the implementation of the LGTAS, routine assessment has to be undertaken during the review periods as well as the end of the financial year. The data collected, demonstrate that, out of the fourteen Councillors who responded, nine responded that the LGTAS strategic objectives were routinely assessed; however, five respondents were undecided whether or not these were assessed.

**Frequency table: B8**

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![Pie chart showing frequency of responses]

- Undecided
- Agree
- Strongly agree

- Strongly disagree
- Disagree
- Undecided
- Agree
- Strongly agree
4.4.9 Department of Local Government and Traditional Affairs and Municipality have set performance management standards in order to monitor implementation of LGTAS

The Provincial sphere, which is responsible for Local Governance, has to act as a watchdog towards the implementation of LGTAS in order to monitor if it is implemented effectively and where there are challenges requiring intervention.

The researcher’s findings, based on the performance management standards between the Municipality and the Provincial Department of CoGTA, indicate that out of 14 Councillors who responded, twelve strongly suggested that performance management standards were in place to monitor implementation; one respondent strongly disagreed that performance standards were in place for monitoring implementation, while one respondent was undecided whether or not there were performance standards in place.

**Frequency table: B9**

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<tr>
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<td>35.71</td>
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4.4.10 Planning component, Co-operative Services and Community Services within the Municipality are aligned for the purpose of effective planning and implementation of the LGTAS

The effective implementation of the Local Government Turnaround Strategy requires the alignment of components in order to amalgamate the identification of key priorities, planning and implementation. In an assessment of whether such alignment is in place, the response presented by the respondents is as follows: eleven Councillors agreed that planning component, Co-operative Services and Community Services within the Municipality were aligned for the purpose of the effective planning and implementation of the LGTAS. However, three respondents were undecided whether or not such alignment existed.

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4.4.11 Awareness programmes to all stakeholders of Municipality to ensure that Municipality educates the stakeholders regarding role and operations of local government
The proper implementation of LGTAS requires stakeholder engagement at various levels of engagement that is, public participation. Therefore, in response to the question whether such education about municipal operations was in place, of the 14 Councillors, twelve were of the view that awareness programmes were in place for all stakeholders; while one respondent disagreed and one was undecided.

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4.4.12 Development of policies and strategies for purpose of promoting Local Government Turnaround Strategy

The Turnaround Strategy has to be vibrant through guiding alignment with municipal policies as well as strategies in order to drive municipal objectives.
To the question whether the Umzimvubu Municipality had policies and strategies in place for the purpose of promoting the LGTAS, of the fourteen Councillors who responded, thirteen strongly agreed that policies and strategies were in place for the purpose of promoting the LGTAS. However, one respondent was undecided whether or not such policies and strategies were in place.

**Frequency table: B12**

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4.4.13 Components and sub-components that exist within Municipality to promote LGTAS

In order for the proper implementation, monitoring and evaluation of the Turnaround Strategy, a sub-component, has to be established with its own personnel for the implementation, monitoring and evaluation of performance towards the implementation of the LGTAS.

To the question whether there was a sub-component promoting the LGTAS within the Municipality, eleven respondents from the Council’s perspective suggested that there was a sub-component promoting the LGTAS within the
Municipality; one respondent did not agree that there was a sub-component dealing with the promotion of LGTAS, while two respondents were undecided.

**Frequency table:**

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4.4.14 **Provision of detailed planning process for Municipality in IDP and LGTAS with the reflection of the participation and inputs from municipal stakeholders**

Local governance requires the full participation of all relevant stakeholders in problem identification, planning, implementation and adjudication. Therefore, within the IDP and LGTAS, participation from all relevant stakeholders, with their inputs, has to be reflected, as evidence that all stakeholders are aware of what is to be implemented by the Municipality. During the apartheid era, decisions were taken by government, without any input or involvement of the communities.

To the question whether municipal planning process stage involved all the relevant stakeholders, the responses from thirteen respondents suggested that there was indeed participation by all relevant stakeholders, with the reflection of their inputs in the IDP and LGTAS. However, one respondent
was undecided whether or not there was any such participation.

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4.4.15 Measures undertaken to fast-track the effective implementation of Turnaround Strategy in order to improve the delivery of services

The Local Government Turnaround Strategy was introduced for the purpose of addressing backlogs in service delivery, particularly because some municipalities were declared failures in the provision and delivery of services.

The researcher therefore attempted to assess if there were any measures in place to fast-track the process of the delivery of services. Of the fourteen Councillors who responded, ten respondents agreed that measures were in place to fast-track the effective implementation of the Turnaround Strategy in order to improve the delivery of services. However, four respondents were undecided whether or not such measures were in place.
4.5 SWOT ANALYSIS

The opinion of the participants was also requested regarding their reflection on the SWOT analysis, requiring them to explain in one or two brief sentences their views on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Umzimvubu Local Municipality’s Turnaround Strategy. The responses from the participants were as follows:

Strengths

Of the twenty questionnaires that were distributed to Councillors on the SWOT analysis, only ten Councillors responded on the issue of the strengths of the LGTAS. Their responses may be summarised as follows:

Councillors:

1. Compliance by officials in exercising their duties.
2. Well educated management within the Municipality to take the institution to another level.

3. Satisfaction of communities with service delivery.

4. Strong leadership and teamwork between Councillors and officials.

5. Decisive leadership and law enforcement.

6. Well-run Municipality with strong leadership.

7. Teamwork and proper implementation of Council resolutions.

8. Teamwork, delivery of basic services within limits and implementation of Council resolutions.

4.5.1 Weaknesses

Regarding the weaknesses of the LGTAS as perceived experienced by the Councillors, out of fourteen, eight responded as follows:

Councillors

1. Poor working relations between Ward Councillors and officials, which results in the LGTAS not being effective.

2. Poor revenue collection and poor staff monitoring.

3. High turnover of employees and low salary scales.

4. Lack of adequate office space.

5. Poor town planning and development.


7. Poor infrastructure development and non-participation of communities in municipal events.
4.5.2 Opportunities

Eight out of fourteen respondents responded on the issue of the opportunities that could be attained on the LGTAS.

Councillors:

1. Good infrastructure and working tools for the improvement of service delivery.

   2. The Umzimvubu Local Municipality is a well-groomed organisation and well-developed Municipality compared to other municipalities at the same level.

   3. Availability of adequate land development and opportunities.

   4. Opportunities for training and workshops.

   5. SMME developmental opportunities.

4.5.3 Treats

Regarding the question which attempt treats might be foreseen towards the implementation of the Turnaround Plan, nine respondents responded as follows:

Councillors:

1. Poor communication and understanding of information.

2. Political influence and interference.

3. Low revenue collection.

4. Traditional leadership interference.
Officials Responses

BIOGRAPHICAL DETAILS

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4.6  **RESPONSE TO THE QUESTIONNAIRE FROM OFFICIALS**

#### 4.6.1 Officials on vision of the Local Government Turnaround Strategy as introduced by the Cabinet in December 2009.

A similar question was directed to the officials, to determine if the Council exercised its mandate regarding the LGTAS. The majority of respondents provided a rating of 4, meaning they agreed that the Council did exercise its mandate in addressing the LGTAS. Five respondents at Officer level rated the abovementioned question as strongly agreeing that officials of Umzimvubu Municipality functions according to the vision of the LGTAS.

Of the eleven officials, all eleven respondents strongly agreed that routine meetings and the plan were in place.
4.6.2 Functional and existing Turnaround Plan in place and routine meetings between officials and councillors

The researcher attempted to confirm the existence of the Turnaround Plan through requesting the actual document. It was established that the Municipality did have a plan in place, and a number of Officials who participated in the study, confirmed that routine meetings were being held between the officials and council.

For the purpose of demonstrating the existence of the actual Local Government Turnaround Strategy, key focus areas or key priorities within the Municipality have to be identified in the municipal Turnaround Plan, reflecting on the following:

- Problem statement or current situation
- Solution
- Timeframe for redressing or implementation

In monitoring and reporting, reflection on the following is imperative:
4.6.3 Officials do have understanding of their role and responsibilities towards the implementation of the LGTAS

The approval of the LGTAS for the Municipality has to be endorsed by the Council, while the identified key priorities of the LGTAS have to be included in the IDP. The implementation of the LGTAS priorities must be managed via the Service Delivery and Budget Implementation Plan (SDBIP). Therefore, Council’s duty is to ensure the following:

LGTAS priorities must be submitted to the National Department of Co-operative Governance and Traditional Affairs (CoGTA) at a full Council meeting.
• The identified LGTAS priorities must be incorporated into the IDP of the relevant financial year.

• The identified LGTAS priorities must be refined through a public participation process.

A similar question was directed to the officials, for the purpose of testing the knowledge of officials regarding their responsibilities. The majority of officials suggested that they had a proper understanding and that expectations of their side were known; however, two of the respondents stated that they had no knowledge of the expectations of their side.

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### 4.6.4 Sufficient Municipal staff establishment dealing with the implementation of the strategy

To the question whether the Municipality had adequate personnel to deal with the implementation of the LGTAS, the responses from the officials were as follows:

• Three respondents suggested that the Municipality did have adequate personnel to deal with the implementation of the LGTAS.

• Three respondents at the level of Officers were undecided as to whether the available personnel were adequate to address implementation.

• Five respondents responded that there were not a sufficient number of personnel within the Municipality responsible for the implementation of the plan.
4.6.5 Officials get sufficient administrative support from the Municipality to enable them to perform their functions

Regarding the question whether Officials do receive sufficient administrative support from the Council.

Of the eleven officials who responded, eight stated that they received sufficient administrative support from the Municipality, whereas three respondents stated that insufficient administrative support was given by the Municipality to enable them to perform their duties.

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<tr>
<td>Strongly agree</td>
<td>3</td>
<td>25.00</td>
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</table>
4.6.6 Well-structured and comprehensive Turnaround Strategy planning programme in place

In order for the researcher to establish whether the Municipality did have a comprehensive Turnaround Planning Programme, of the ten officials responded, fully agreeing that a well-structured and comprehensive Turnaround Strategy Planning Programme was in place; however, one respondent was undecided.

The following are the consequences that may be the result of the non-availability of the Turnaround Strategy Planning Programme:

- Bad governance may arise between the ruling party and the opposition parties.
- Lack of understanding of the oversight role of Councillors may develop.
- Council systems and procedures may not function properly.
- Improper management of municipal finances.
- Qualified audit reports.
- Service delivery may be hugely affected, culminating in service delivery protests.
- Public participation processes may not be effective.
4.6.7 No Potential challenges hampering the effective implementation of the LGTAS

From the research findings, it became clear that not much transparency was portrayed towards the direction of the LGTAS and that the achievements and challenges were not known among all stakeholders. However, in an attempt to establish the reality in the matter, three respondents strongly suggested that there were lengthy challenges that hampered the effective implementation of the Plan, while eight persons remained undecided as to whether there were challenges in implementation.

Of the 11 officials who responded, two suggested that there were potential challenges that hampered the effective implementation of the LGTAS; five were undecided; while four respondents strongly suggested that no potential challenges were hampering the effective implementation of the LGTAS.
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#### 4.6.8 The strategic objectives of LGTAS are routine assessed by the Umzimvubu Municipality during the review period

With the implementation of the LGTAS, routine assessment has to be undertaken during the review periods as well as the end of the financial year. The data collected, demonstrate that, regarding the officials’ perspective or point of view, out of eleven respondents, eight respondents were undecided whether LGTAS was being assessed during the review period; however, three respondents strongly agreed that the LGTAS was being assessed during the review period.

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4.6.9 Department of Local Government and Traditional Affairs and the Municipality have set performance management standards in order to monitor the implementation of the LGTAS

The Provincial sphere, which is responsible for Local Governance, has to act as a watchdog towards the implementation of LGTAS in order to monitor if it is implemented effectively and where there are challenges requiring intervention.

The researcher’s findings, based on the performance management standards between the Municipality and the Provincial Department of CoGTA, indicate that out of eleven officials who responded, eight officials suggested that performance management standards were in place to monitor implementation; while three respondents was undecided whether or not there were performance standards in place.

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4.6.10 Planning component, Cooperate Services and Community Services within the municipality are aligned for the purpose of effective planning and implementation of the LGTAS

The effective implementation of the Local Government Turnaround Strategy requires the alignment of components in order to amalgamate the identification of key priorities, planning and implementation. In an assessment of whether such alignment is in place, the response presented by the respondents is as follows: of the eleven officials, ten suggested that the abovementioned components were aligned for the purpose of the effective planning and implementation of the LGTAS. However, one respondent was undecided in their matter.

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4.6.11 Awareness programmes to all stakeholders of the municipality to ensure that municipality educates the stakeholders regarding the role and operations of local government

The proper implementation of LGTAS requires stakeholder engagement at various levels of engagement, i.e. public participation. Therefore, in response to the question whether such education about municipal operations was in place, of the eleven respondents, all strongly agreed that awareness programmes were in place for all stakeholders of the Municipality to ensure that the Municipality educated the stakeholders regarding the role and operations of local government.

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4.6.12 Development of policies and strategies for the purpose of promoting the Local Government Turnaround Strategy

The Turnaround Strategy has to be vibrant through guiding alignment with municipal policies as well as strategies in order to drive municipal objectives.
To the question whether the Umzimvubu Municipality had policies and strategies in place for the purpose of promoting the LGTAS, regarding the officials’ perspective, out of eleven respondents, all participants agreed that policies and strategies were in place for the purpose of promoting the Local Government Turnaround Strategy.

**Frequency table: B12**

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### 4.6.13 Component and sub-component that exist within the municipality to promote the LGTAS

In order for the proper implementation, monitoring and evaluation of the Turnaround Strategy, a sub-component, has to be established with its own personnel for the implementation, monitoring and evaluation of performance towards the implementation of the LGTAS.

To the question whether there was a sub-component promoting the LGTAS within the Municipality, eight officials strongly agreed that there was a sub-component within the Municipality dealing with promoting the LGTAS; two respondents were undecided; while another one did not agree that a sub-component for the promotion of LGTAS existed within the Municipality.
4.6.14 Provision of a detailed planning process for the municipality in the IDP and LGTAS with the reflection of the participation and inputs from the municipal stakeholders

Local governance requires the full participation of all relevant stakeholders in problem identification, planning, implementation and adjudication. Therefore, within the IDP and LGTAS, participation from all relevant stakeholders, with their inputs, has to be reflected, as evidence that all stakeholders are aware of what is to be implemented by the Municipality. During the apartheid era, decisions were taken by government, without any input or involvement of the communities.

To the question whether municipal planning process stage involved all the relevant stakeholders, of the eleven officials who responded, nine agreed that systems were in place during the planning stage that is, all stakeholders were participants in the planning and decision-making processes and this was also reflected in the LGTAS and IDP strategic documents of the Municipality. However, two respondents were undecided regarding the question whether such full participation was in place.
4.6.15 Measures undertaken to fast track the effective implementation of the Turnaround Strategy in order to improve the delivery of services

The Local Government Turnaround Strategy was introduced for the purpose of addressing backlogs in service delivery, particularly because some municipalities were declared failures in the provision and delivery of services.

The researcher therefore attempted to assess if there were any measures in place to fast-track the process of the delivery of services. The officials were tested in order to establish if any measures had been undertaken to fast-track the effective implementation of the Strategy in order to better the lives of the masses of the people. Of the eleven participants who responded, seven respondents agreed that measures had been undertaken by the Municipality to fast-track the effective implementation of the Turnaround Strategy to improve the delivery of services. However, four respondents were undecided whether or not measures were in place for the improvement of the implementation of the Strategy to fast-track the delivery of services.

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4.7 SWOT ANALYSIS

The opinion of the participants was also requested regarding their reflection on the SWOT analysis, requiring them to explain in one or two brief sentences their views on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Umzimvubu Local Municipality’s Turnaround Strategy. The responses from the participants were as follows:

4.7.1 Strengths

Of eleven officials, eight responded, and their responses may be summarised as follows:

1. Well educated leadership and management within the Municipality.
2. Teamwork amongst all spheres of the municipalities.
3. Workshops and training for officials as well as Councillors.
4.7.2 Weaknesses

Regarding the weaknesses of the LGTAS as perceived experienced by the Officials, out of eleven, seven responded as follows:

Officials:

1. Insufficient staff in various Departments.
2. High unemployment rate
3. Weak financial management techniques.
4. Poor staff establishment.

4.7.3 Opportunities

Eight out of Seven respondents responded on the issue of the opportunities that could be attained on the LGTAS.

Officials:

1. The Municipality is located along the N2 road, which provides enough opportunities at various levels.
2. Appointment of highly qualified staff.
3. Capacitation of Councillors.
4. Bursary opportunities.
5. SMME developments.

4.7.4 Treats

Regarding the question which attempt treats might be foreseen towards the implementation of the Turnaround Plan, nine respondents responded as follows:

Officials

1. Slow progress with land claims, which impacts on service delivery.
2. Crime and political instability.
3. Interference of Councillors in administrative functions.
5. Inadequate Provincial support.
6. Low revenue collection mechanisms.
In conclusion, this chapter identified the research methodology and sources of data used during the study. A quantitative research approach was identified and used, and the objectives of the quantitative research methodology were present. Theory search and informal engagements were used as a means of gathering data for the purpose of the study. The chapter also dealt with the sampling and selection procedure followed. In addition, the research instrument used, was indicated as a questionnaire. The questionnaires used, were in the form of two categories, namely a Likert scale rating and a SWOT analysis, distributed to municipal Councillors as well as municipal officials.

The researcher analysed the data through reading as a means of scanning and cleaning the data so as to identify incomplete, inaccurate, inconsistent and irrelevant data. Throughout the chapter, the data obtained from both municipal officials and Councillors were analysed. The next chapter, which is the final chapter of this study will focus on and deal with the findings of the research study and present the recommendations and conclusion to the study.
CHAPTER FIVE

FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

Having presented, analysed and discussed the findings of the quantitative study, this chapter presents the general findings from the research. The findings are based primarily on the literature review and on the results that emanated from the empirical survey that formed part of the study in chapter 4. This chapter will conclude by presenting certain recommendations.

5.2 FINDINGS

During the study, the researcher attempted to establish if the Local Government Turnaround Plan of the Umzimvubu Municipality reflected specific key focus areas. Certain municipal Councillors were aware of the existence of the Turnaround Plan, as well as certain of the officials. However, a number of Councillors and officials were not fully aware of the implications of the LGTAS. However, a number of the respondents stated in the questionnaire that the municipality had arranged training sessions and workshops in order to capacitate all employees and Councillors with a proper understanding of the Local Government Turnaround Strategy.

In order to assess the working relationship between the Councillors and the officials, a question was posed to both parties to establish the working relations between them. Both groups responded positively declaring that good working relations and cooperation existed between them.

Furthermore, the findings revealed the existence of a high number of critical vacant positions within the municipality, which were impeding the fully-fledged implementation of the key strategic objectives of the municipality’s Local Government Turnaround Plan.
Poor town planning and poor revenue collection were identified as major obstacles towards moving forward with “turnaround” planning and implementation strategies. It was noted that the municipality was one of the municipalities found by the Auditor-General to have achieved unqualified Audit reports for the previous few years.

The responses have revealed that there was not adequate participation by local communities in municipal events, planning and operations, which may have compromised the level of good governance by the municipality. It appears that the communication methods and understanding of information by stakeholders were not designed to accommodate the majority of stakeholders. Political interference in administrative duties was also noted, in that officials were not exercising their duties freely, as political interference was dominating certain processes.

5.3 RECOMMENDATIONS

Based on the findings that emanated from this study, the following recommendations have been formulated:

1. The municipality should embark on an awareness programme concerning the LGTAS in all departments of the municipality, as certain Councillors and officials did not appear to be aware of the existence of the LGTAS or the municipality’s “turnaround” programme. Practical community engagement and involvement in municipal planning stages are also required for the purpose of adequate community consultation and participation.

2. Communication mechanisms between the municipality and its stakeholders should be enhanced, preferably through the dominant language used in the geographic area. As many of the community members residing within the area of jurisdiction of the municipality are unable to read or write, it is recommended that communication through pictures and diagrams might also assist in ensuring that messages and information reach all citizens.
3. The Umzimvubu Municipality should fast-track the process of addressing the high level of vacant posts, as it was noted that particularly the Town Planning component and other critical components were lacking staff towards the fulfilment and implementation of the LGTAS.

4. The fulfilment of the Local Government Turnaround Strategy objectives will require teamwork and commitment. Therefore, the municipality should strengthen the administrative support from and between the Councillors and officials, as it was noted during the study that such administrative support was lacking in certain areas.

5. Challenges and achievements should be presented to all stakeholders, as it was noted during the study that the majority of the participants were not aware whether there were challenges or not towards the implementation of the LGTAS.

6. Political interference was identified as a challenge by the majority of participants. Politicians should refrain from interfering in administrative duties. The Municipal Manager was appointed as the Head of the Administration / Accounting Officer of the Municipality. Therefore, the separation of mandates, duties and reporting mechanisms should not be compromised between the two main groups of role-players being the bureaucracy and the politicians.

7. Revenue collection mechanisms should be further enhanced. The majority of respondents noted that the municipality lacked adequate revenue collection systems. Therefore, for the Municipality to eradicate the unqualified audits, retention and recruitment strategies for the Finance Department need to be addressed, and a sub-committee on Public Accounts should possibly be formed (SCOPA).
8. According prescriptions in the Local Government: Municipal Systems Act 32 of 2000, each ward should have an allocation of funds for the purpose of planning for the development of the ward. The municipality should ideally provide adequate financial support for each of its wards.

9. To minimise political interference, the municipality should develop a comprehensive oversight role for Councillors, which is not in conflict with any legislative prescriptions pertaining to the role and duties of local government councillors.

10. For the municipality to establish the direction in which it wishes to head in terms of the LGTAS, the development of a Comments, Suggestions and Complaints Management Centre would assist the Municipality during review processes relating to basic service delivery.

11. Another imperative aspect is the enhancement of relations between the municipal politicians (Councillors) and the traditional leaders. It was noted from the views expressed by respondents in the SWOT analysis that certain Councillors regarded traditional leaders as threat. It is recommended that workshops should be undertaken with participants from these two groups in an effort to find “common ground” and establish supportive roles.
5.4 CONCLUSION

It is noted that further research still needs to be undertaken on the assessment of the implementation of the Local Government Turnaround Strategy, with special reference to the Umzimvubu Local Municipality. This study should accordingly be viewed as the starting point for such further research.

Ideally Councillors, ward committee members and the officials, as well as the community at large, should work more closely together to ensure that the “turnaround” strategy of the municipality is ultimately a success. It is in this light that it is hoped that the above recommendations will be considered by the Umzimvubu Local Municipality.
10. BIBLIOGRAPHY


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LEGISLATION


INTERNET


http://www.cogta.gov.za

Local Government Turnaround Strategy: 2009


ANNEXURE 1

Letter of invitation to officials of Umzimvubu Local Municipality

Dear Sir/Madam

INVITATION FOR PARTICIPATING IN STUDY

I am currently studying towards a Master’s Degree in Public Administration at the Nelson Mandela Metropolitan University, for which purpose I need to undertake research.

I hereby invite you to participate in a research project investigating the implementation of the Local Government Turnaround Strategy, with specific reference to the Umzimvubu Local Municipality.

Participation will be on a voluntary basis, with the option of withdrawing at any stage of the process. Should you kindly consent to participate in this study and then at a later stage decide to withdraw, there will be no negative consequences to yourself.

Your responses will be used for the purpose of the study only. I give my personal guarantee that the information will be used in such a way that your identity will not be revealed. On the conclusion of the study, the final version of the document will be constructed in such a manner that there will be no identifying information.

Should you kindly choose to participate in this study, you will not be obliged to answer all questions and may omit any about which you feel uncomfortable.

The research findings obtained from the study will be presented as recommendations to the Municipality, towards the implementation of LGTAS to better the lives of the residents of the Umzimvubu Local Municipality and the improvement and enhancement of service delivery to them.

Yours sincerely

………………………

K.V. Nyamela (Mr)
QUESTIONNAIRE FOR COUNCILLORS

AN ASSESSMENT OF THE LOCAL GOVERNMENT TURNAROUND STRATEGY:
THE UMZIMVUBU LOCAL MUNICIPALITY

SECTION A: BIOGRAPHICAL DETAILS

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A1. AGE GROUP

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A2. GENDER

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A3. EDUCATIONAL LEVEL

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A4. OCCUPATIONAL STATUS

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A5. LENGTH OF SERVICE IN ABOVE POSITION

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SECTION B

PLEASE MARK THE APPLICABLE BLOCK WITH AN “X”

LEGEND
1 = Strongly disagree
2 = Disagree
3 = Undecided
4 = Agree
5 = Strongly agree

PLEASE NOTE THAT THE FOLLOWING STATEMENTS HAVE NOT BEEN CONSTRUCTED TO FAVOUR PARTICULAR RESPONSES

B1. The Council of the Umzimvubu Local Municipality is exercising its mandate through the guidance of the vision of the Local Government Turnaround Strategy as introduced by the Cabinet in December 2009.

B2. The Umzimvubu Local Municipality has a functional Turnaround plan in place and the Council meets regularly with officials.

B3. The Council members do understand their role and responsibilities towards the implementation of the Local Government Turnaround Strategy.

B4. The Umzimvubu Local Municipality has sufficient staff to deal with the implementation of LGTAS.

B5. Council members do receive sufficient administrative support from the Municipality to enable them to perform their functions.

B6. The Umzimvubu Local Municipality does have a well-structured and comprehensive Turnaround Strategic planning programme in place.

B7. So far there no potential challenges hampering the effective implementation of the LGTAS.

B8. The strategic objectives of LGTAS are routine assessed by the Umzimvubu Municipality during the review period.

B9. Department of Local Government and Traditional Affairs and the Umzimvubu Municipality have set performance management standards in order to monitor the implementation of the LGTAS.

B10. Planning Component, Cooperate Services and Community Services in Umzimvubu Local Municipality are aligned for
the purpose of effective planning and implementation of the LGTAS.

B11. The Umzimvubu Local Municipality has introduced the awareness programmes to all stakeholders of the Municipality to ensure that they are educated regarding the role and operation of local government.

B12. The Umzimvubu Local Municipality has developed policies and strategies for the purpose of promoting the Local Government Turnaround Strategy.

B13. There is a component as well as sub-components that exist in the Umzimvubu Local Municipality to promote the LGTAS.

B14. The IDP and LGTAS of the Umzimvubu Municipality provide a detailed planning process for the Municipality with the reflection of the participation and inputs from the municipal stakeholders.

B15. The Umzimvubu Local Municipality does have measures undertaken to fast track the effectiveness of the implementation of the Turnaround Strategy in order to improve the delivery of services.
SECTION C

SWOT ANALYSIS

Please explain, in one or two brief sentences, your view on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Umzimvubu Local Municipality, particularly in terms of the Local Government Turnaround Strategy.

1. Strengths

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2. Weaknesses

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3. Opportunities

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4. Threats

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Thank you for your participation
Annexure 2.

Letter of invitation to Umzimvubu local Municipality Officials

Dear Sir/Madam

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I am a student of a Master of Public Administration degree at Nelson Mandela Metropolitan University. I am currently undertaking a research project for the purposes of my studies.

Therefore, I hereby invite you to participate in a research project which investigates the implementation of Local Government Turnaround Strategy with reference to Umzimvubu Local Municipality.

Participation is voluntary with the option of withdrawing at any stage of the process and there will be no negative consequences linked to non-participation.

Your responses will be used for the purposes of the study only and I undertake to ensure that the information will be used in such a way that your identity cannot be revealed. At the end of the study the final version of the document will be constructed in a manner in which there will be no identifying information.

You are not obliged to answer all questions. For those that you are not uncomfortable to answer, you may not answer them.

Therefore the findings obtained from the study will be utilized as the recommendations to be submitted the Municipality, towards the implementation of LGTAS to better lives of the citizens of the Umzimvubu local Municipality. And also to enable the Municipality to render and deliver better services.

Yours Sincerely

…………………………

K.V. Nyamela (Mr)
**SECTION A: BIOGRAPHICAL DETAILS**

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**A1. AGE GROUP**

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**A5. LENGTH OF SERVICE IN ABOVE POSITION**

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B8. The strategic objectives of LGTAS are routine assessed by the Umzimvubu Municipality during the review period.

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B11. The Umzimvubu Local Municipality has introduced the awareness programmes to all stakeholders of the Municipality to ensure that they are educated regarding the role and operation of local government.

B12. The Umzimvubu Local Municipality has developed policies and strategies for the purpose of promoting the Local Government Turnaround Strategy.

B13. There is a component as well as sub-components that exist in the Umzimvubu Local Municipality to promote the LGTAS.

B14. The IDP and LGTAS of the Umzimvubu Municipality provides a detailed planning process for the Municipality with the reflection of the participation and inputs from the municipal stakeholders.

B15. The Umzimvubu Local Municipality does have measures undertaken to fast track the effectiveness of the implementation of the Turnaround Strategy in order to improve the delivery of services.
SECTION C

SWOT ANALYSIS

Please explain, in one or two brief sentences, your view on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Umzimvubu Local Municipality, particularly in terms of the Local Government Turnaround Strategy.

1. Strengths

2. Weaknesses

3. Opportunities

4. Threats

Thank you for your participation