AN ASSESSMENT OF THE NELSON MANDELA BAY MUNICIPALITY’S LOCAL GOVERNMENT TURNAROUND STRATEGY: A GOVERNANCE PERSPECTIVE

By

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DECLARATION

I, the undersigned, hereby declare that the research work conducted in this treatise is my own original work. All the sources used or quoted have been indicated and acknowledged by means of complete references.

To my knowledge, this work has not been previously submitted at any university for degree purposes.

SIGNED: ____________________________________________

DATE: ____________________________________________
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LIST OF ACRONYMS

ANC     African National Congress
BUM     Business Unit Manager
COgta   Cooperative Governance and Traditional Affairs
DPLG    Department of Provincial and Local Government
DPSA    Department of Public Service and Administration
FIFA    Fédération Internationale de Football Association
IDP     Integrated Development Planning
IGR     Inter-Governmental Relations
LGTAS   Local Government Turnaround Strategy
MEC     Member of the Executive Council
MFMA    Municipal Finance Management Act
MSA     Municipal Systems Act
MTAS    Municipal Turnaround Strategy
NMB     Nelson Mandela Bay
NMBM    Nelson Mandela Bay Municipality
TAS     Turnaround Strategy
ABSTRACT

This study assessed the Local Government Turnaround Strategy (LGTAS), from a governance perspective, in addressing service delivery challenges in local government, with specific reference to the Nelson Mandela Bay Municipality (NMBM). The research study comprises six chapters. The research is based on the assumption that one of the biggest challenges facing most municipalities in South Africa is lack of universal access to water and electricity, sanitation, refuse removal systems and local economic development. As a result of these challenges, the NMBM has implemented the NMBM Turnaround Strategy so that it can fulfill its constitutional developmental mandate conferred on it by the Constitution of the Republic of South Africa of 1996. The research study provided a brief historical background on the development and transformation of local government in South Africa.

This research adopted both the quantitative and qualitative approaches. The purpose of the research study was to describe and explore the 2009 Local Government Turnaround Strategy (LGTAS) with specific reference to the Nelson Mandela Bay Municipality (NMBM). The evaluation of the LGTAS of the NMBM will therefore be fundamentally descriptive, but highly exploratory in nature. The empirical survey was employed for purposes of the study and the interpretation of the research findings were analysed and described. As a metropolitan municipality, the NMBM has been entrenched with a responsibility to promote developmental progression within its locality (Integrated Development Plan: 2007).

This research also identified the strengths and the weaknesses of the LGTAS as it is regarded as critical in successful service delivery. It is envisaged that this research will assist the NMBM, and other municipalities’ country-wide, to identify challenges that they are faced with and deal with it accordingly in terms of the objectives identified in the LGTAS. Furthermore, this research study envisages promoting sustainable development within the NMBM as well as improving the efficiency and effectiveness of service delivery that will ensure communities of their well-being and dignity.
Various recommendations are presented, based on the findings primarily from the literature review and empirical survey, on how the existing status quo of the NMBM can be changed to enhance service delivery and be aligned to the Batho Pele principles. If these recommendations are adopted, the NMBM will be able to deal more effectively and efficiently with the developmental obstacles it currently faces.
TABLE OF CONTENTS

Declaration i
Acknowledgements ii
Acronyms iii
Abstract iv
Clarification of concepts and terms 1

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1. INTRODUCTION 3

1.1. Aims of the Research 7

1.2. Motivation for the study 9

1.3. Problem Statement 10

1.4. Research objectives 11

1.5. Research questions 12

1.6. Delimitation of the study 12

1.7. Hypothesis 12

1.8. Significance of the study 13

2. PRELIMINARY REVIEW OF RELATED LITERATURE 14


CHAPTER TWO

DEVELOPMENTAL LOCAL GOVERNMENT AND THE LOCAL GOVERNMENT TURNAROUND STRATEGY

2.1. INTRODUCTION 25

2.2. LOCAL GOVERNMENT PERSPECTIVE 25

2.2.1 Historical background 25
2.3. LEGAL FRAMEWORK FOR LOCAL GOVERNMENT 29

2.3.1 Constitution of the Republic of South Africa, 1996: Developmental Mandate 29

2.3.2. Developmental Local Government 32

2.3.3. White Paper on Transforming Public Service Delivery (Batho Pele) 35

2.3.4. Local Government: Municipal Systems Act 32 of 2000 37

2.3.5. Local Government: Municipal Structures Act 117 of 1998 38

2.3.6. Local Government: Municipal Finance Management Act 56 of 2003 39

2.4. SERVICE DELIVERY CHALLENGES IN LOCAL GOVERNMENT 41

2.5. LOCAL GOVERNMENT TURNAROUND STRATEGY (LGTAS) 43

2.5.1. Strengths of the LGTAS 46

2.5.2. Weaknesses of the LGTAS 47

2.6. MUNICIPALITY-SPECIFIC LGTAS GUIDELINES 48

2.7. NELSON MANDELA BAY MUNICIPALITY (NMBM) TURNAROUND STRATEGY 50

2.8. SUMMARY 52

CHAPTER 3

ASSESSMENT OF THE LOCAL GOVERNMENT TURNAROUND STRATEGY (LGTAS): A CASE OF THE NELSON MANDELA BAY MUNICIPALITY (NMBM)

3.1. INTRODUCTION 53

3.2. SITUATIONAL ANALYSIS OF THE NMB 54
3.2.1. Geographic and demographic profile 54
   3.2.1.1. Population 55
   3.2.1.2. Socio-economic trends 56
   3.2.1.3. Number of households 57

3.3. LOCATION OF THE NELSON MANDELA METROPOLITAN MUNICIPALITY 58

3.4. SERVICE DELIVERY IN THE NELSON MANDELA BAY 58
   3.4.1. Water 60
   3.4.2. Sanitation 61
   3.4.3. Waste Management 63
   3.4.4. Public Health 63
   3.4.5. Electricity 64
   3.4.6. Integrated Human Settlement Challenges 64
   3.4.7. Infrastructure challenges 66
   3.4.8. Coega infrastructure requirements 66
   3.4.9. Peri-urban and ward-based information challenges 67
   3.4.10 Safety and Security 67

3.5. INSTITUTIONAL CHALLENGES 68
   3.5.1. INTERNAL FACTORS 68
      3.5.1.1. Political management and oversight 68
      3.5.1.2. Governance 69
      3.5.1.3. Leadership challenges 72
      3.5.1.4. Strategic planning and integration gaps 73
3.5.2. EXTERNAL FACTORS 74
  3.5.2.1. Intergovernmental challenges 74
  3.5.2.2. Intergovernmental relations 74

3.6. NELSON MANDELA BAY MUNICIPAL VISION 76
  3.6.1. Overview of the Municipal Council and the role of Ward committees and Ward councillors 76

3.7. MUNICIPAL CORE VALUES 80

3.8. PROPOSED INTERVENTIONS: NMBM TURNAROUND STRATEGY 81
  3.8.1. The Housing Turnaround Strategy: NMBM 83
  3.8.2. Outcome 12 Delivery Agreement 85
  3.8.3. Outcome 9 Implementation Framework 86
  3.8.4. Objectives of Outcome 9 87

3.9. MAINSTREAMING OF YOUTH, WOMEN AND PEOPLE WITH DISABILITIES 88

3.10. ADDRESSING UNEMPLOYMENT AND POVERTY 89
  3.10.1 The Coega Industrial Development Zone 90

3.11. SUMMARY 92

CHAPTER 4

RESEARCH METHODOLOGY & RESEARCH DESIGN

4.1. INTRODUCTION 93

4.2. RESEARCH DESIGN 94
  4.2.1. Exploratory and Descriptive Research 96
    4.2.1.1. Exploratory Research 96
    4.2.1.2. Descriptive Research 97
4.3. RESEARCH METHODOLOGY

4.3.1. Qualitative Research

4.3.2. Quantitative Research

4.3.3. The differences between qualitative and quantitative research

4.3.4. Evaluation Research: Programme evaluation and Programme monitoring

4.3.4.1. Programme evaluation: Summative evaluation

4.3.4.2. Programme monitoring

4.4. DATA COLLECTION

4.4.1. Document study

4.4.1.1. Advantages of document study

4.4.1.2. Disadvantages of document study

4.4.2. Literature review

4.4.2.1. The advantages of literature review

4.4.2.2. The disadvantages of literature review

4.4.3. The Questionnaire

4.4.3.1. Sample population

4.5. LIMITATIONS OF THE STUDY

4.6. CONCLUSION

CHAPTER FIVE

DATA ANALYSIS AND FINDINGS FROM THE EMPIRICAL STUDY

5.1. INTRODUCTION
5.2. INTERPRETATION OF THE EMPIRICAL SURVEY AND FINDINGS OF THE STUDY

5.2.1. WARD COUNCILLORS’ RESPONSES

5.2.2. The Mean

5.2.3. Standard deviation

5.2.4. SENIOR OFFICIALS RESPONSES

5.3. CONCLUSION

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1. INTRODUCTION

6.2. SUMMARY OF THE STUDY

6.3. SUMMARY OF CHAPTERS

6.4. RECOMMENDATIONS

6.5. CONCLUSION

BIBLIOGRAPHY

1. PUBLISHED SOURCES

1.1. Books

1.2. Journals & Periodicals

1.3. Dictionaries

1.4. Government Publications

1.4.1 Acts of Parliament

1.4.2 White Papers
1.4.3 Policy Documents, Regulations, Circulars, Guidelines and Reports

2. UNPUBLISHED SOURCES

2.1. Dissertation and Theses
2.2. Websites

ANNEXURES

Annexure 1: Letter of invitation to Ward councillors and Senior officials of the NMBM
Annexure 2: Ethics Clearance letter
Annexure 3: Permission letter from NMBM to conduct research
Annexure 4: Questionnaire for Ward Councillors
Annexure 5: Questionnaire for Senior officials
Annexure A: Nelson Mandela Bay Turnaround Strategy: Implementation Plan

LIST OF TABLES, FIGURES, DIAGRAMMES AND CHARTS

TABLES
Table 1: Categories of municipalities in South Africa
Table 2: Gender ratio of the population of Nelson Mandela Bay
Table 3: Population groups of the Nelson Mandela Bay
Table 4: Provincial characteristics: Percentage of households with access to basic services
Table 5: Minimum standards for basic services
FIGURES

Figure 1: Root causes of municipal problems 41
Figure 2: Location map of Coega 91

DIAGRAMMES

Diagramme 1: Strategic objectives of the Local Government Turnaround Strategy 45
Diagramme 2: Organisational structure of the Nelson Mandela Bay Municipality 77

CHARTS

Chart 1: Breakdown of provincial service delivery protests:
January-July 2009 43
Chart 2: Age and gender population of the NMB 56
Chart 3: Conceptual framework for research design 95
CLARIFICATION OF CONCEPTS AND TERMS

**Challenges**: Challenges, within the concept of the African Renaissance are, the revival or revitalisation of any impediments which could constitute an obstacle towards development and innovation (Kuye, 2002:13).

**Constitution**: A Constitution is the document that sets out the rules about how the country must be run. The Constitution has three main functions. It sets out the system of government and prescribes how the country must be run. It protects the rights of citizens, and democratic principles (http://www.parliament.gov.za).

**Developmental Local Government**: The White Paper on Local Government (1998) defines developmental local government as government committed to working with the citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

**Public**: Cameron & Stone (1995:8) define public as something which is the concern of the people (usually referred to as the public) and which is open to scrutiny and criticism by the people.

**Public Administration**: Kuye (2002:13) asserts that public administration is the management of individual and group efforts for the sustenance of the activities of the state.

**Local Government**: The sphere of government that interacts closest with communities, is responsible for the services and infrastructure so essential to the people’s well-being, and is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability (http://www.info.gov.za).

**Municipality**: A municipality is a corporate body and has specific roles and responsible areas, a political structure, political office-bearers and a municipal
manager and has jurisdiction in a defined geographical area as determined by the Local Government: Municipal Demarcation Act, 1998 (Craythorne, 2006:119).

**Integrated Development Plan:** In South Africa, an Integrated Development Plan (IDP) is a municipality’s principal strategic planning document. Important, it ensures close co-ordination and integration between projects, programmes and activities, both internally and externally, with other spheres of government (Section 25(1) of the Local Government: Municipal Systems Act, 32 of 2000).
CHAPTER 1: INTRODUCTION AND BACKGROUND

1. INTRODUCTION

In terms of Section 40(1) of the Constitution of the Republic of South Africa, 1996, government is constituted into national, provincial and local spheres, which are distinctive, interdependent and interrelated. Local government is governed by the rules and principles laid down in the 1996 Constitution, with a mandate to provide services, meet the basic needs of the poor and promote economic and social development. In terms of Section 152 of the Constitution, the objects of local government are:

(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.

Local government is regarded as the government closest to communities and should it fail, South Africa faces risks in meeting its developmental mandate (developmental local government). There are numerous challenges which need to be addressed as a result of the inequalities inherited from the former apartheid era (separatist rule whereby the minority whites ruled South Africa based purely on the colour of one’s skin). In recent months, basic services were crippled throughout the country by increased service delivery protests which were marred by violence. The latter created significant challenges in economically weak local municipalities that are poorly governed and managed. One of the main challenges facing most municipalities in South Africa is the lack of universal access to water and electricity, sanitation, refuse removal systems and local economic development. The Constitution of 1996 has, however, brought about a new expanded role for municipalities. In terms of Section 151 of the Constitution of the Republic of South Africa, 1996, local government should provide services to communities in an efficient and sustainable manner.
According to the Department of Constitutional Development (1998:3), “municipalities must now lead, manage and plan for development, their task together with national and provincial government is to eradicate poverty, boost local economic development, job creation, and carry forward the process of reconstruction and development.” The democratisation of South Africa has proposed a framework for change to permit municipalities to execute service delivery and economic developmental initiatives aimed at improving the welfare of local communities (Local Government: Municipal Systems Act 32 of 2000). A number of stubborn service delivery and governance problems have been identified in municipalities over a number of years. The priority areas are identified below:

(a) Significant service delivery and backlog challenges, for example: housing, water and sanitation;
(b) Poor communication and accountability relationships with communities;
(c) Problems with the political administrative interface;
(d) Corruption and fraud;
(e) Poor financial management, for example: negative audit opinions;
(f) Number of (violent) service delivery protests;
(g) Weak civil society formations;
(h) Intra- and inter-political party issues negatively affecting governance and service delivery; and
(i) Insufficient municipal capacity due to scarce skills (http://www.cogta.gov.za).

Despite national government having injected significant financial resources to promote social and economic development, provide basic infrastructure and services, many municipalities have failed to meet the basic needs of their communities. The recent wave of violent service delivery protests in many municipalities is a source of concern. In response to these service delivery protests, the Department of Co-operative Governance and Traditional Affairs (CoGTA) commissioned a national study on the state of local government. The recent wave of service delivery protests include dissatisfaction with the delivery of basic municipal services, such as running water, electricity and high levels of unemployment high levels of poverty, poor infrastructure, lack of housing, and empty and unrealistic political promises made to the build-up of elections. As a
result, South African municipalities are perceived to have significant backlogs in addressing these challenges. It is against this background that an assessment of the Local Government Turnaround Strategy (hereafter referred to as the LGTAS) with specific reference to Nelson Mandela Bay Municipality, will be undertaken. The quantitative research method will be selected and a questionnaire, compiled under the guidance of the supervisor and the NMMU statistician, will be distributed to selected municipal officials (who deal directly with the LGTAS) and all councillors. The Nelson Mandela Bay Municipality came into being in 2001 and is located on the shores of Algoa Bay in the Eastern Cape Province. The NMBM is, in terms of the Local Government: Municipal Structures Act 117 of 1998, one of six metropolitan (Category A) municipalities. A category A municipality is defined as “large urban complexes with populations over 1 million and accounting for 56% of all municipal expenditure in the country” (http://www.cogta.gov.za).

On 02 December 2009, the South African Cabinet approved a comprehensive Local Government Turnaround Strategy (LGTAS) with emphasis on the following:

- **To restore the confidence** of the majority of people in their municipalities, as the primary delivery machine; and

- **To re-build and improve the basic requirements** for a functional, responsive, accountable, effective, and efficient developmental local government (http://www.polity.org.za).

According to the LGTAS, municipal-specific turnaround strategies and implementation plans need to be developed by each municipality in South Africa. In this regard all municipalities were expected to have developed their individual Municipal Turnaround Strategy Plans by 2010 based on the principle of ‘a one size fits all’ approach not being practical (http://www.mfma.treasury.gov.za). The primary aim of the LGTAS is to ensure that all municipalities and their communities embark upon a concentrated effort to deal with the root causes undermining the country’s municipalities and to restore good performance and effective service delivery (http://www.polity.org.za).
The Local Government Turnaround Strategy provides an opportunity for all municipalities in the country to reflect on their own performance and concentrate on removing constraints. In this regards a LGTAS strives to set the standards by which municipalities will be held to account (to their communities) for their performance and actions and set the standards by which various parties will hold each other to account for: support, monitoring and evaluation, constructive participation in municipal affairs and integrated development planning (http://www.info.gov.za).

The LGTAS approved by the South African Cabinet identifies five strategic objectives:

1. Ensure that municipalities meet the basic needs of communities;
2. Build clean, effective, responsive and accountable local government;
3. Improve functionality, performance and professionalism in municipalities;
4. Improve national policy, oversight and support to local government.;

and


Despite the fact that the new Local Government system is already in its second decade, there are still signs and trends to indicate that the majority of South African municipalities are failing in delivering on their local government mandate. The Cabinet’s LGTAS has been distilled into a local government 10-point plan, which includes:

(a) Improving the quantity and quality of basic services for all people in term of water, sanitation, electricity, waste management, roads and disaster management;
(b) Enhancing local job creation and sustainable livelihoods through LEDs, and utilising cooperatives in every ward;
(c) Deepening democracy through a refined ward committee system that will be based on the will of the people;
(d) Ensuring that municipalities have and implement reliable and credible integrated development plans (IDPs);
(d) Building and strengthening the administrative, institutional and financial capacity of municipalities;
(e) Creating a single window of coordination, support, monitoring and intervention to deal with uncoordinated interaction by other spheres of government with municipalities, including unfunded mandates;
(f) Rooting out corruption, nepotism and maladministration in the system of local government;
(g) Developing a coherent and cohesive system of governance and a more equitable intergovernmental fiscal system;
(h) Developing and strengthening a stable system of municipalities; and
(i) Restoring the institutional integrity of municipalities (http://www.info.gov.za).

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 (http://www.led.gov.za). It is assumed that the 10-point plan will, to a large extent reduce the ongoing challenges faced by many municipalities.

1.1. Aims of the research

According to CoGTA, the LGTAS is a country-wide intervention, with strong emphasis on improving performance, monitoring, governance, and accountability.

Local government, and in particular the Nelson Mandela Bay Municipality, is confronted with a wide range of challenges. Each municipality faces different economic and social challenges and has different support needs. The key challenges facing the municipality are to provide a solid foundation for the municipality’s Turnaround Strategy. The objectives of this strategy include the following:

(a) The restoration of confidence in the Nelson Mandela Bay Municipality as a primary service delivery arm of government that is effectively addressing community concerns;
The universalisation of service delivery to all communities of Nelson Mandela Bay;
c) Addressing the key socio-economic challenges in Nelson Mandela Bay, especially unemployment and poverty;
d) Developing a shared agenda for the growth and development of Nelson Mandela Bay;
e) Understanding and managing institutional risks;
f) Ensuring a fraud- and corruption-free municipality;
g) Ensuring good corporate governance and an accountable and performance driven institution, which is focused on service delivery;
h) Ensuring that all municipal planning, budgeting and decision-making processes are embedded in public participation and community involvement;
i) Restoring the human dignity of the residents of Nelson Mandela Bay, especially in the disadvantaged areas/wards;
j) Ensuring sound financial management and sustainability; and
k) Ensuring a joint intergovernmental approach to implementing the municipality’s Turnaround Strategy (http://www.mfma.treasury.gov.za).

Despite these objectives being identified, the vast majority of communities served by the Nelson Mandela Bay Municipality remain in poverty with limited or no access to basic services. Numerous research studies have been conducted on service delivery within Nelson Mandela Bay Municipality. However, upon scrutiny of reviewed literature, it is noted that limited research has been conducted on the effectiveness and efficiency of the LGTAS within the Nelson Mandela Bay Municipality. There are significant service delivery and backlog challenges, an increasing number of service delivery protests and poor channels of communication between municipalities and communities in South Africa. This has hindered the development of local government.

The primary aim of this research is to assess the implementation of the LGTAS in addressing service delivery challenges in the Nelson Mandela Bay Municipality from a governance perspective. The afore-mentioned municipality has faced numerous challenges in recent months which can be attributable to a number of factors. In 2009, the Municipal Manager was suspended while the Executive Mayor was deployed. These changes in the core positions of the municipality resulted in
leadership challenges within the metro. The major challenges that have confronted the NMBM recently include: Poverty and unemployment; Elimination of the bucket system and digester tanks; High prevalence of TB, HIV and AIDS; Illegal dumping; Universal access to basic services and maintenance of infrastructure; Basic service delivery and infrastructure development; Municipal transformation and development; Municipal financial viability and management; and Intergovernmental co-ordination across spheres of government (Nelson Mandela Bay Municipality Annual Report, 2009/2010 and 2011/2012). This study will, therefore, assess the LGTAS in terms of reaching strategic objectives by the municipality. This will be done from a governance perspective with councillors as the policy-makers and officials as the implementers of such policy.

1.2. Motivation for the study

Since the emergence of the new South Africa, following the first democratic elections in 1994, national government has strived to redress the imbalances that represent the legacy of decades of apartheid policies. Taylor (2001) argues 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. In terms of the White Paper on Local Government (1998), local government is grounded in the vision of the state with society co-operating at all levels to advance economic growth and sustainable development. This constitutional prescription is endorsed in terms of the White Paper on Local Government, 1998 (Republic of South Africa, 1998:37), which defines developmental 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 White Paper on Local Government (2008:23) further argues that millions of South Africans still live in dire poverty, isolated from services and opportunities.

In terms of a variety of legislative prescriptions, municipalities are required to execute their service delivery mandate through the appointment of office bearers and public officials who should be effective, efficient, accountable and responsive. In its Annual Report of 2011/2012, the NMBM identified the institution’s achievements and challenges in working smarter to expand and expedite service delivery to
communities of the Nelson Mandela Bay. Amongst the interventions/actions that have been prioritised for 2013 include, *inter alia*, the following:

- Establishment of Rapid Response Teams to enable quicker and more targeted responses to community needs and complaints;
- Review of the Supply Chain Management Policy, structures, systems and processes;
- Launching an Intergovernmental Relations Forum to strengthen intergovernmental relations;
- Re-establishing and strengthening the ward committee system;
- Addressing the issue of the qualified audit opinion received from the Auditor-General and introducing corrective measures towards obtaining a clean audit;
- Vigorously instilling a culture of performance within the institution;
- Promoting financial discipline and management; and

It is proposed that all critical stakeholders as well as legislative frameworks need to be consulted to provide a comprehensive understanding of the challenges faced by the municipality. The Constitution of 1996 stipulates that local government should give priority to the basic needs of all and promote the social and economic development of the community. However, over the past months South Africa has been faced with increased service delivery protests marred by violence. It is therefore important that developmental local government plays a pivotal role in protecting human rights and meeting basic needs.

### 1.3. Problem statement

This study aims to assess the LGTAS in addressing service delivery challenges in local government with specific reference to the Nelson Mandela Bay Municipality. Lack of transparency, inadequate accountability, poor public participation, insufficient funds and inadequate qualified public officials are some of the shortcomings
experienced in the afore-mentioned municipality that can lead to the collapse of local government (NMBM IDP, 2011/2012). If the NMBM can adequately manage available resources in order to implement transparent and effective service delivery, it could alleviate the notion of non-coherent service delivery within the municipality. The previous apartheid local government system failed to address the greatest needs of the majority of South Africans, while the current system has not yet been able to reverse these long-standing patterns of inequality and unmet human needs (Tsatsire, 2008:139). From recent violent protest actions in the Nelson Mandela Bay Metropolitan area it is clear that there is a dire lack of adequate service delivery in certain areas. Many communities still do not have access to the most basic of services and much of the blame for this situation is ascribed to political in-fighting between councillors as well as interference by certain councillors in the municipality’s administration (Herald Newspaper, August 2012). There also remains a chronic shortage of skilled technocrats in certain key positions and departments, which has a further negative impact on service delivery and implementation of the LGTAS by the municipality.

1.4. Research objectives

The primary objectives of this research are:

(a) To assess the strategic objectives as identified in the Local Government Turnaround Strategy approved by the NMBM.

(b) To investigate the role of ward councillors and selected senior officials in terms of the municipality’s Turnaround Strategy;

(c) To assess whether the municipality’s Turnaround Strategy has had an impact on the rendering of basic services to communities within the jurisdiction of the municipality; and

Despite the priorities that have been identified by the NMBM it appears that a fair amount still needs to be done to effectively deal with the challenges of basic service delivery, unemployment, poverty and social inequality. The LGTAS applies predominantly to those areas undermining local government, including municipalities who have not improved on their governance, legislative compliance and financial management and discipline. This research study further aims to formulate
recommendations in respect of any shortcomings that might be identified based on the responses to the research questions and literature review.

1.5. Research questions

The following research questions are proposed for purposes of the study:

(a) Has implementation of the Nelson Mandela Bay Municipality’s LGTAS had any positive impact on service delivery protest actions in the metropole?
(b) Does the NMBM have the capacity to meet its LGTAS?
(c) Are senior officials in the NMBM able to provide an oversight function in terms of the objectives of the municipality’s LGTAS?
(d) Is the LGTAS of the NMBM adequately informed of the pertinent needs of its communities?
(e) Are NMBM councillors aware of the provisions contained in the Cabinet’s LGTAS including the Turnaround Strategy approved by the NMBM?
(f) What public consultation and participation strategies have been implemented by the Nelson Mandela Bay Municipality?

1.6. Delimitation of the study

This study will be limited to the Nelson Mandela Bay Municipality. The city of Port Elizabeth, the nearby towns of Uitenhage and Despatch and surrounding rural areas constitute Nelson Mandela Bay (http://www.socdev.ecprov.gov.za). Port Elizabeth was the first city in South Africa to establish a fully integrated, democratic local authority and has been a leader in the political transformation of the country (http://www.afesis.org.za).

1.7. Hypothesis

South African municipalities could succeed in rendering a more effective and efficient public service if basic service delivery challenges are adequately addressed. This study is based on the assumption that the Nelson Mandela Bay Municipality, like other municipalities in South Africa, could become more effective and efficient if the Local Government Turnaround Strategy is implemented in accordance with the
identified objectives. For purposes of this study, the following hypotheses are proposed:

1.7.1. Poor municipal administration and ineffective political leadership within the NMBM are the primary causes for the violent protest action by local communities within the metropole; and

1.7.2. The adoption and effective implementation of a Turnaround Strategy within the Nelson Mandela Bay Municipality will address the root causes of violent service delivery protest action.

1.8. Significance of the study

The research was selected as a result of ongoing challenges facing municipalities. Key elements of the local government system in South Africa are still reflecting signs of distress. A local government system is in distress wherein it is seen that:

(a) It is failing the poor;
(b) It is not working properly;
(c) It is unaccountable to the citizens;
(d) It is marred by excessive levels of corruption, fraud and maladministration; and

(e) Municipalities are centres of factional conflicts, political infighting and patronage (http://www.info.gov.za).

According to the State of Local Government in South Africa Overview Report (2009), local government is struggling to fulfil the developmental mandate of meeting the basic needs of the poor and involving citizens in local affairs. Many municipalities are failing due to ineffective municipal governance which has had serious consequences for the country. Millions of poor citizens remain trapped in life-threatening poverty (http://www.info.gov.za). As previously stated, the proposed research will provide an assessment of the implementation of the Turnaround Strategy of the Nelson Mandela Bay Municipality and investigate, *inter alia*, whether the municipality has made any progress in terms of the objectives identified in the LGTAS.
2. REVIEW OF RELATED LITERATURE

A literature review is “based on the assumption that knowledge accumulates and that we learn from and build on what others have done” (Neuman, 2000:445).

A nexus search has revealed that the topic has not been previously researched. An analysis of legislation provides a framework with appropriate guidelines and procedures that will enable the successful implementation of the LGTAS. The research endeavours to undertake an intense literature review of legislation, journal articles, newspaper reports and directives to assess the LGTAS 10 point-plan on the proper functioning of municipalities.

The literature review will also assess the current LGTAS adopted by the NMBM to determine its effectiveness and relevance to the community concerns raised during service delivery protests. The literature review will present, in detail, the literature that was consulted and reviewed in relation to the study. A wide range of sources have been cited that give a background, purpose, significance and importance of the LGTAS in the municipal context. The NMBM’s Turnaround Strategy is underpinned by the following:

(a) Constitutional mandate of South African Local Government;
(b) African National Congress (ANC) Local Government Manifesto (2006);
(c) Local Government Turnaround Strategy adopted by Cabinet on 3 December 2009;
(d) Nelson Mandela Bay Municipality ANC Region’s Operations Guqula;
(e) Nelson Mandela Bay Municipality’s Mayoral Committee Retreat Report (January 2010);
(f) Nelson Mandela Bay Municipality’s Management Retreat Report (March 2010);
(g) Nelson Mandela Bay Municipality’s Mayoral and Oversight Community Outreach Report (February to March 2010);
(h) Standing Committee Retreats;
(i) Service Delivery Protests Report;
(j) Annual and Oversight Reports (2008/09);
(k) 2010/11 IDP/Budget consultations;
Management and audit reports from the Office of the Auditor-General; Biannual input from National Treasury; Reports of Internal Audit Services; and Reports of the Audit Committee (http://www.mfma.treasury.gov.za).


The first fully democratic local government elections in South Africa took place on 5 December 2000. During those elections, apartheid segregation was abolished and new municipal boundaries were determined. The adoption of a new Constitution for the Republic of South Africa, 1996, marked the constitutional demise of apartheid.

Section 2 of the Constitution of the Republic of South Africa, 1996, (hereinafter referred to as the Constitution) states that the Constitution is the supreme law of the Republic, to the extent that any law or conduct inconsistent with it is invalid and the duties imposed by it must be performed. Local government in South Africa, like any other sphere of government, is governed by the principles and rules laid down in the Constitution.


Since the transformation of local government in 1998, numerous changes have taken place within local government. The new South African local government system, the constitutional and legal framework, established municipalities to contribute towards building a developmental state (http://www.info.gov.za).

According to the White Paper on Local Government (1998:23), developmental local government is primarily "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 the quality of their lives."
2.3. **White Paper on Transforming Public Service Delivery (Batho Pele)**

The *Batho Pele White Paper* on Transforming Public Service Delivery published on 18 September 1997, states that “a transformed South African Public Service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South Africans. Improving service delivery is the ultimate goal of the Public Service transformation programme” (http://www.info.gov.za).

2.4. **Local Government: Municipal Systems Act 32 of 2000**

The Local Government: Municipal Systems Act 32 of 2000 defines how a municipality should provide municipal services to its citizens. The Act states that a municipality should ensure that all members of the local community have access to at least the minimum level of basic municipal services (Section 73.1(c)).

2.5. **Local Government: Municipal Structures Act 117 of 1998**

The Municipal Structures Act defines a municipality as the structures, political office bearers and administration of the municipality; a geographic area; and the community of the municipality. In other words, a municipality consists of a municipal institution (political and administrative structures), and the people who live in the local area. The term can also be used to refer to a local area which falls within a municipal boundary (http://www.pmg.org.za).

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The Act further defines a municipality as the structures, political office bearers and administration of the municipality; a geographic area; and the community of the municipality. In other words, a municipality consists of a municipal institution (political and administrative structures), and the people who live in the local area. The term
can also be used to refer to a local area which falls within a municipal boundary (http://www.pmg.org.za).


According to the Constitution and the White Paper on Local Government (1998), it was apparent that since the status of local governments has changed dramatically, it is essential for the finances of a new local government system to be managed effectively and efficiently. To facilitate this transition, new legislation was passed, namely, the Local Government: Municipal Finance Management Act 56 of 2003 (hereinafter referred to as MFMA). The MFMA is a key component of the broader legislative framework governing municipalities, and forms a major part of the reform package to bring about financial management reforms in municipalities.

3. RESEARCH METHODOLOGY AND DESIGN

Research methodology is seen as a system through which a researcher is able to collect, analyse and interpret data in order that the research aims and objectives may be achieved. The collected and analysed data may also be used in subsequent research (Mouton, 2001:29). 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, 2005:37).

According to Bailey (1994:13), research design is the stage where the researcher must decide how to measure the two main variables in his/her hypothesis and on what group of people to test the hypothesis. This involves deciding not only on how many people will be used as subjects (sample) but also what their particular characteristics should be and under what circumstances the data will be gathered. Although sometimes confused with each other, the research design and the research process/methodology are not synonymous. According to Mouton (2001:56), the research design focuses on the logic of the research and the end product, with the point of departure being the research problem or question, whilst research methodology focuses on the research process and procedures, the point of departure being the specific tasks (data collection or sampling) at hand.
3.1. Qualitative and Quantitative Research Methods

Bloomberg and Volpe (2008: 10) define qualitative research as a broad approach to the study of social phenomena and is based essentially on a constructivist and/or critical perspective. Kumar (2005:12) states that the qualitative approach is classified as unstructured, because it allows flexibility in all aspects of the research process. The ability to analyse subject matter in a flexible environment eliminates the limitations formerly placed on the researcher (Bloomberg and Volpe, 2008: 14).

Quantitative or empirical analytical research methods relate to data being expressed as numbers (Neuman, 2007:7). Mouton and Marais (1996:155) describe the quantitative approach as research in the social sciences that is more highly formalised as well as more explicitly controlled, with a range that is more exactly defined, and which, in terms of methods used, is relatively close to the physical sciences. Creswell (1994:1-2) defines quantitative research as an inquiry into the social or human problem, based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of the theory hold true.

According to Leedy and Ormrod (2001: 101) quantitative research is used to answer questions about relationships among measured variables with the purpose of explaining, predicting and controlling phenomena. In contrast, qualitative research is typically used to answer questions about the complex nature of phenomena, often with the purpose of describing and understanding the phenomena from the participants’ point of view. Quantitative research is more focused and aims to test assumptions, whilst qualitative research is more exploratory in nature. Quantitative data is of the kind that may lead to the measurement of other kinds of analysis involving applied mathematics, while qualitative data cannot always be put into a context that can be graphed or displayed as a mathematical term (Babbie & Mouton, 2001:50-56).

The proposed study is exploratory and descriptive in nature, and will be quantitatively and qualitatively analysed. In most instances, quantitative data will be presented in tabular form with the support of figures.
From the above, it can be deduced that for purpose of this research an empirical survey of a quantitative nature will be used to explore the research objectives and aims. However, the SWOT analysis will form part of the questionnaire to allow participants to express their opinions, in one or two brief sentences, their views on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Nelson Mandela Bay Municipality Turnaround Strategy.

3.2. Empirical Survey

The empirical survey and findings from the literature review will ultimately form part of the recommendations that will emanate from the study. Cresswell (2005:125) identifies the following separate processes that comprise empirical research:

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

A self-administered questionnaire will be distributed to selected senior municipal officials and to all ward councillors of the Nelson Mandela Bay Municipality. Irrespective of the kind of study, and independent of the methodology used, all empirical projects conform to the standard logic of deriving from an idea to a research problem, then research design, followed by research proposal and process, and finally the compilation and writing up of the dissertation or thesis (Mouton, 2001:47).

3.3. Evaluation research

The purpose of the research will be evaluative in nature since “evaluative research measures (assesses) the effectiveness of a programme, policy, or way of doing something” (Neuman, 2000:27). Evaluation research is frequently descriptive but can be exploratory or explanatory in nature (Neuman, 2000:27). According to Kreuger and Neuman (2006), monitoring the performance of a programme provides feedback
on how a programme or series of interventions is operating and to what extent intended objectives are being attained. The purpose of the research study is to analyse the Local Government Turnaround Strategy (LGTAS) with specific reference to the Nelson Mandela Bay Municipality. The evaluation of the LGTAS of the NMBM will therefore be fundamentally descriptive, but highly exploratory in nature. Description forms a base for the study prior to evaluating the strategy; it (the strategy) will require a brief description in order for the evaluation to take place. This feedback allows for early identification of problems in service delivery and subsequent improvements and recommendations in response to the challenges facing the NMBM.

3.4. Data collection

3.4.1. Document study

According to Ritchie and Lewis (2003:35), a documentary analysis involves the study of existing documents, either to understand substantive content or to illuminate deeper meanings. Since the researcher will be reviewing, *inter alia*, legislation, journal articles, newspaper reports relevant to the research study and directives to assess the LGTAS and official documents will serve as the primary sources for the document study. Official documents imply those that are compiled and maintained on a continuous basis by large organisations such as government institutions and mass media refer to the category of documents that includes all information that is freely available to the public and thus to any individual (de Vos, Strydom, Fouche & Delport, 2011:379).

3.4.2. The survey method

For purposes of this study, the survey instrument will comprise of a questionnaire that will be administered directly by the researcher to members of the sample group (all ward councillors and selected senior officials). The sample group will also comprise of 60 ward councillors and approximately 40 senior officials. The quantitative research method is justified in terms of the relatively large number of participants, and also on the basis that the participants may not feel free to express
themselves freely (in terms of personal interviews or focus group interviews) as they function within a political environment.

The quantitative survey method gathers information by using a questionnaire that encourages participants to participate in an anonymous capacity. All respondents will receive the same questionnaire and the possible ‘contaminatory’ influence of a researcher will be eliminated (De Vos, 2011:47).

Participants will also be informed of their right to anonymity, the right to withdraw from the study at any time without any adverse consequences and that their participation is voluntary. Data will be presented in such a way that the identity of the respondents will not be divulged.

3.4.3. Questionnaire (Structured data collection)

Data will be gathered by means of a structured questionnaire, with a SWOT analysis, focusing on the Local Government Turnaround Strategy implementation within the Nelson Mandela Bay Municipality. Sixty (60) Ward Councillors of the Nelson Mandela Bay Municipality will be administered with questionnaires as well as forty (40) selected senior officials who are directly involved with the in the administration of the Nelson Mandela Bay Municipality Turnaround Strategy. The 60 Ward Councillors represent the 60 wards in the area of jurisdiction of the Nelson Mandela Bay Municipality.

One of the keys to obtaining quality research information is a well designed questionnaire. Since the primary aim of this research is to assess the LGTAS in addressing service delivery challenges from a governance perspective, those being questioned are more likely to co-operate if they feel that the questionnaire is interesting, important, relevant and easy to complete. A questionnaire will be compiled to ensure that it meets the aims and objectives of the study. The questionnaire, for the purpose of this study, will be designed to have fully structured statements using the Likert Rating Scale where respondents will be required to tick off boxes marked in numbers from 1 to 5. No open-ended questions will be included.
Saunders, Lewis and Thornhill (2000:155) state that questionnaires should be structured in a simple format to satisfy the following criteria:

- Each question should refer to one issue and require one answer;
- Social and cultural issues should be taken into account, such as family issues, community values and political beliefs;
- Respondents should be encouraged to complete the entire questionnaire by adding interesting questions that will engage respondents to answer all the questions; and
- The questionnaire should be designed to serve the research and not to collect information on a related but implicit topic.

The researcher will work closely under the guidance of a qualified statistician and the promoter in the construction and refinement of the questionnaire. Statistical procedures will be utilised to interpret and analyse the quantitative data received from the responses of the questionnaires to determine the results using the Statistica package for data analysis including percentage and frequency of occurrence. The questionnaire will comprise of three sections divided as follows: Section A will require biographical information. Section B will consist of brief statements using the Likert Rating Scale and Section C will comprise of a SWOT analysis.

To further enhance the integrity of the research, a pilot study will be undertaken to refine and improve on the questionnaire. Participants for the pilot study will be a mixture of academics, language practitioners and local government role-players.

4. PRELIMINARY FRAMEWORK OF THE RESEARCH

Chapter 1: Introduction and background

This chapter will provide an overview of the research as well as identify the factors that have culminated into the motivation for the research study. It will provide an indication of the direction the research study will follow.
Chapter 2: Literature review

This chapter will provide an overview of literature pertinent to the Local Government Turnaround Strategy (LGTAS) approved by the South African Cabinet in December 2009. The chapter will further review the new developmental local government mandate assigned to municipalities including the Batho Pele principles. A review of applicable legislative prescriptions will also form part of this chapter.

Chapter 3: An overview of the LGTAS: A study of the NMBM

This chapter will provide a brief overview of the NMBM in terms of its geographic and demographic profile as well as socio-economic trends. The trends will aid in the identification of areas where the problem of service delivery remains a challenge. Furthermore, this chapter will analyse and assesses the LGTAS, approved by the Nelson Mandela Bay Municipality.

Chapter 4: Research methodology & research design

This chapter will provide an indication of the research method, research design and research instrument employed for purposes of the study. The chapter will also describe the limitations of the study.

Chapter 5: Data analysis and findings of the empirical study

This chapter will elaborate on the results of the research findings and ascertain if the research objectives have been achieved. This study will analyse the findings from the research based primarily on the literature review and the results that emanated from the empirical study.

Chapter 6: Conclusions and Recommendations

The purpose of this chapter is to draw conclusions and conclude by proposing recommendations from all the preceding chapters.
5. ETHICS STATEMENT

The researcher will strictly adhere to the Code of Ethics relating to research at the Nelson Mandela Metropolitan University (NMMU) and will present the dissertation in an honest and professional manner. All participants will be informed of the aims of the study and that they are free to withdraw at any time without any adverse consequences. Confidentiality will be ensured as no names will be provided by the participants nor will any names or designations be mentioned in the dissertation. All participants will be requested to sign an informed consent form prior to completing the questionnaire.
CHAPTER 2: DEVELOPMENTAL LOCAL GOVERNMENT AND THE LOCAL GOVERNMENT TURNAROUND STRATEGY

2.1. INTRODUCTION

This chapter will review the “new” developmental mandate assigned to the third sphere of government in terms of a variety of legislative prescriptions. Against this background, the chapter will also provide an overview of literature pertaining to the Local Government Turnaround Strategy (LGTAS) approved by the South African Cabinet in December 2009. Specific theories and the legislative framework associated with the LGTAS, as a newly established strategy within the NMBM, will also be reviewed. The primary purpose of this literature review is therefore to establish a sound theoretical framework for the study. It should be noted that a significant amount of information pertinent to the topic under investigation will be sourced from, *inter alia*, applicable Acts of Parliament, policy documents and the Turnaround Strategy approved by the Nelson Mandela Bay Municipality.

In South Africa, local government has the authority to render services of a local nature within defined geographical areas, to improve the quality of life of the community it serves, in conjunction with promoting the principles of democracy (Davids, Theron, and Maphunye, 2005:59). It can, therefore, play an important developmental role by ensuring that the citizens are at the centre of local development initiatives.

The *Constitution of the Republic of South Africa, 1996*, is unique in the South African context because it acknowledges the local sphere of government as a distinctive, interdependent and interrelated partner in the system of government. In terms of Section 151 (1), the local sphere of government is made up of municipalities, which must be established for the Republic (Thornhill, 2002:41).

2.2. LOCAL GOVERNMENT PERSPECTIVE

2.2.1. Historical background

Racial discrimination was institutionalised in South Africa in 1948, with the enactment of the first of a broad spectrum of apartheid (separation based on the colour of one’s skin) laws. South African’s were classified according to their race.
The Population Registration Act of 1950 required all South Africans to be racially classified into one of three categories, namely: white, black (African), or coloured (of mixed descent). The coloured category included subgroups of Indians and Asians. Classification into these categories was based on appearance, social acceptance, and descent. For example, a white person was defined as "in appearance obviously a white person or generally accepted as a white person." A person could not be considered white if either of the parents were non-white. The determination that a person was "obviously white" would take into account "his habits, education, and speech and deportment and demeanour" (http://www-cs-students.stanford.edu). A black person would be of or accepted as a member of an African tribe or race, and a coloured person is one that is not black or white. The Department of Home Affairs (a government bureau) was responsible for the classification of the citizenry. Non-compliance with the race laws were dealt with harshly. Only blacks were required to carry "pass books" containing fingerprints, photo and information on access to non-black areas (http://www-cs-students.stanford.edu).

During the former apartheid era, only the white citizens of South Africa were allowed to vote and participate in government. Black South Africans were prohibited from voting. Local government became a political arena for violent confrontation and public rejection of the apartheid system as it became the platform through which cultural and racial groups were divided and kept separate.

According to Reddy (1996:53), as a result of apartheid, urban settlements were skewed, with blacks being relegated to so-called ‘township’ residential areas, located long distances from towns and places of employment. On 27 April 1950, the former nationalist government passed the Group Areas Act 41 of 1950. This Act enforced the segregation of the different races to specific areas within the urban locale. It also restricted ownership and the occupation of land to a specific statutory group. This meant that Blacks could not own or occupy land in White areas (Reddy, 1996:66). The Group Areas Act, (1966), restricted the permanent presence of Africans in urban areas through the pass system, and reserved a viable municipal revenue base for white areas by separating townships and industrial and commercial development (Department of Provincial and Local Government, 2007; Ababio and Vyas-Doorgapersad, 2008). Apartheid aims to limit the extent to which affluent
municipalities would bear the financial burden of servicing disadvantaged black communities through creating spatial separation and influx control. Separate residential areas were created for the different population groups. The former government developed cities along unequal social, spatial and economic lines, with the White minority reaping the benefits and privileged over all the other race groups. In fact, the primary role of local government under apartheid was to create and perpetuate local separation and inequality (http://www.ddp.org.za/information). The crisis in local government was a major force leading to the national reform process which began in 1990 (Ijeoma, 2013:396). The Local Government Transition Act, (1993) was essentially a locally-negotiated transition and resulted in a wide diversity of forms of local government (Department of Provincial and Local Government, 2008).

In response to South Africa’s legacy of apartheid, the newly elected democratic government launched its Reconstruction and Development Programme (RDP) following the first ever democratic general elections in 1994. The RDP was drawn up by the African National Congress (ANC) led alliance in consultation with other key mass organisations and a wide range of non-governmental organisations (NGOs) and research organisations assisted in the process (http://www.polity.org.za). The ANC government stated that, “The RDP is an integrated, coherent socio-economic policy framework which seeks to mobilise all our people and our country’s resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future” (ANC, 1994:1).

In an attempt to redress apartheid legacies, the new government reformed previous legislation and policies to address issues pertaining to segregation, inequity, inequality, discrimination, poverty and to establish new transitional local authorities (http://www.ddp.org.za). The first fully democratic local elections in South Africa were held on 5 December 2000 and the old apartheid system was demolished and new municipal boundaries were drawn to include every part of the country. According to the Municipal Structure Act (Act 117 of 1998), three categories of municipalities were established, namely: Category A (metropolitan municipalities), Category B (local municipalities) and Category C (district municipalities). These categories are described in the table below.
### Municipal categories

<table>
<thead>
<tr>
<th>Category</th>
<th>Description of categories</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category A: Metropolitan municipalities</td>
<td>A municipality that has exclusive municipal executive and legislative authority in its area.</td>
</tr>
<tr>
<td>Category B: Local municipalities</td>
<td>A municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls</td>
</tr>
<tr>
<td>Category C: District municipalities</td>
<td>A municipality that has municipal executive and legislative authority in an area that includes more than one municipality</td>
</tr>
</tbody>
</table>

**Table 1: Categories of Municipalities in South Africa.** Source: (Craythorne, 2006:51)

According to the White Paper on Local Government, 1998, the new democratic government had a vision to "work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives." This referred in particular to those members and groups within communities that are most often marginalised or excluded, such as women, the disabled and the very poor. This policy document introduced a new vision of developmental local government whereby communities, together with local government would find sustainable ways to meet their needs and improve the quality of their lives.

The November 1995 local government elections were aimed at facilitating the transition from apartheid “structures” to a democratic system of local government. According to Reddy (1996:13), the first chapter in the democratisation of South Africa was brought to a satisfactory conclusion with the 1995 local government elections. The December 2000 local government elections completed the local government transitional process, putting new local government democratic structures and councils in place. This process was undertaken in terms of what is known as the “pre-interim”, “interim” and “final” phases of the restructuring of local government in South Africa. The Local Government Transition Act, 209 of 1993 explicitly mapped out three phases of transition for local government in South Africa:

- The pre-interim phase, 1993-95;
- The interim phase, 1995-99;
• And the final phase, 1999 to the election of 5 December 2000.

In addition, the Constitution of 1996 obligates local government to take on a developmental role. The principles of local government define the status underlying developmental local government as, inter alia:

(a) Local government is no longer a site for the delivery of services only, but a crucial site for social and economic development. This requires local government to have a strong developmental focus;
(b) Local government is a key arena for the democratic participation of ordinary citizens;
(c) Municipalities constituting the new local government system have to be financially viable and sustainable; and
(d) The Constitution grants local government original powers. It has now become a sphere of government in its own right (http://www.sacp.org.za).

According to Section 151 (3), Chapter 7 of the Constitution 1996, ‘a municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided in the Constitution’.

The scars left by the former apartheid system among the majority of disadvantaged communities are still visible, despite the progress made by the present government in correcting the inequalities of the past. Many communities are still geographically divided and live in poverty. Tsatsire (2008:139) states that the previous local government system failed to address the greatest needs of the majority of the South Africans and the current system has not yet been able to reverse these long-standing patterns of inequality and unmet human needs.

2.3. LEGAL FRAMEWORK FOR LOCAL GOVERNMENT


The Oxford Dictionary of Law (1994) states that a Constitution can be written or unwritten, and if written, it may only be amended through a special procedure, as is
the case with the South African Constitution, which can only be amended by a two-thirds majority. According to Fox & Wissink (1990:32), one of the most important objectives of a constitution is to defend the rights of the state’s citizens, by ensuring that government authority is not exercised arbitrarily. The relationship between government and the governed is normally determined by the constitution. Furthermore, Fox & Wissink (1990:32) state that, a Constitution prescribes:

(a) The method by which the various organs of government are to be organised;
(b) The range or powers allocated to each organ of government; and
(c) The way in which these powers are to be exercised.

Section 2 of the Constitution of the Republic of South Africa, of 1996, also states that the South African Constitution is the supreme law of the Republic, to the extent that any law or conduct inconsistent with it is invalid and the duties imposed by it must be performed. Local government in South Africa, like any other sphere of government, is governed by the principles and rules laid down in the Constitution. South Africa’s Constitution is widely recognised as one of the most progressive in the world.

Chapter 2 of the Constitution, which incorporates the Bill of Rights, has had the greatest influence on South Africans. The Bill of Rights is a cornerstone of democracy in South Africa. It enshrines the rights of all people in the country and affirms the democratic values of human dignity, equality and freedom. All citizens should be treated as equal as possible so as to promote the rights enshrined in the Bill of Rights (Chapter 2) in the Constitution, which reflects the nation’s values (Ijeoma, 2013:419).

The South African Constitution obliges local government to take on a development role. The Constitution states in Section 151(1) that, the local sphere of government As a result, municipalities are obliged to ensure the following:

(a) Provide a democratic and accountable government for local communities and be responsive to the needs of the local community;
(b) Encourage the involvement of communities and community organisations in the matters of local government;
(c) Ensure the provision of services to communities in a sustainable manner;
(d) Assign clear responsibilities for the management and co-ordination of these administrative tasks;
(e) Facilitate a culture of public service and accountability amongst its staff.
Promote social and economic development; and
(f) Promote a safe and healthy environment (http://www.afesis.org.za).

Sections 152 and 153 of the Constitution states that the objects of local government are, among others, “to provide democratic and accountable government for local communities and to encourage the involvement of communities and community organizations in the matters of local government”. The broad principles underlying the new system of local government are as follows:

(a) Become a sphere of government in its own right. It is part of a system of co-operative government and governance;
(b) No longer a site for the delivery of services only;
(c) Appropriately contribute to both economic growth and social redistribution; to both economic growth and social redistribution;
(d) A key arena for the democratic participation of ordinary citizens;
(e) Be financially viable and sustainable; and
(f) Over time, through appropriate negotiations, more powers and functions can be devolved to local government (http://www.sacp.org.za).

The impact of apartheid was felt most harshly at the local sphere since local government is regarded as the sphere of government closest to the people. Municipalities face great challenges in promoting human rights and meeting human needs, addressing backlogs and problems caused by apartheid planning, and planning for a sustainable future. Municipalities can only meet these challenges by working together with local citizens, communities and businesses, and adopt a developmental approach. According to Craythorne (2006:8), a municipality is not, as in the past, a “creation of statute”, but an integral part of the government of South Africa by virtue of it being entrenched in the Constitution. Box (1998:41) regards local government as the context of the everyday lives and the only level of government that has constant impact on the physical and human social environment within which humans live.
A discussion on developmental local government will now follow. The review will commence with a synopsis on the most pertinent prescriptions pertaining to the topic under investigation as the current local government derives in part from the past and retains some of the characteristics of the past.

2.3.2. Developmental Local Government

With the publication of the White Paper on Local Government (March 1998), the focus on local government shifted from transition to transformation. Bekink (2006:27) states that in order to facilitate the transformation of local government, the Constitution of 1996 mandated national government to enact laws in order to facilitate the new municipal dispensation.

The legacy of apartheid impacted on the transition from a racial to a non-racial dispensation, heralding the start of a transformation era within local government. Tsatsire (2008:89) states that transformation requires an understanding of the impact of apartheid on society, so that appropriate responsive systems and structures may be established to deal with its legacy. The transformation of local government into a developmental sphere also advocates community involvement. From 1998 onwards, the focus shifted from transition to transformation (Tsatsire, 2008:90).

Since the transformation of local government in 1998, numerous changes have taken place within local government. The new South African Local Government system, the constitutional and legal framework, established municipalities to contribute towards building a developmental state.

According to the White Paper on Local Government (1998:23), developmental local government is primarily “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 the quality of their lives.”

Developmental local government has four inter-related characteristics as identified in the White Paper on Local Government (1998:38-42):

(a) Maximising social development and economic growth
(b) Municipalities should provide services that meet basic needs of the poor communities in the most affordable manner so as to ensure the maximum social development of an area.

(c) Integrating; and

(d) Co-ordinating.

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 the development effort. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet development targets.

(a) Democratising development

Municipalities should promote the participation of citizens and community groups in planning and service delivery processes. Ideally municipalities should support individual and community initiatives, and to direct community energies into projects and programmes which benefit the area as a whole. A central principle of the Reconstruction and Development Programme (RDP) is the empowerment of poor and marginalised communities. According to the White Paper on Local Government (1998) developmental local government is uniquely placed to combine empowerment and redistribution in a number of concrete programmes. (Ijeoma, 2013:404). For example:

- Service subsidies are a focused mechanism for providing services to the poor at below cost, and thereby provide an opportunity for low-income households to improve their circumstances;
- Support to community organisations in the form of finances, technical skills or training can enhance the ability of the poor to make their needs known and to take control of their own development process and
- Socio-economic development and community empowerment is mainly directed at poverty eradication. (Ijeoma, 2013:404-405).

Socio-economic development and community empowerment are mainly directed at poverty eradication. The majority of the poor are women and empowerment
strategies, which focus on women, are the most effective and inclusive. According to the White Paper on Local Government (1998), municipalities need to develop their capacity to understand the diverse needs of women in the community, and address these needs in planning and delivery processes to enhance their impact on poverty eradication.

Developmental local government, therefore, requires municipalities to be strategic, visionary and ultimately influential in the way they function.

(b) Leading and learning

Due to rapid changes at global, regional, national and local levels, local communities need to constantly ensure that economies are sustained, communities are uplifted and poverty is eradicated. It is stated in the White Paper on Local Government, that in practical terms, municipalities can build social conditions favourable for development through:

i. Building a political leadership that is able to bring together coalitions and networks of local interests that cooperate to realise a shared vision;

ii. Responsive problem-solving and a commitment to working in open partnerships with business, trade unions and community-based organisations;

iii. Ensuring that knowledge and information are acquired and managed in a way that promotes continuous learning which can be accessed easily;

iv. Enhancing local democracy through raising awareness of human rights issues and promoting constitutional values and principles;

v. Building an awareness of environmental issues and how the behaviour of residents impacts on the local environment. Encourage citizens to utilise scarce natural resources in a prudent and careful manner;

vi. Investing in youth development as a key resource for the future, and building on their creativity and motivation through involvement in civic and development programmes;

vii. Actively seeking to empower the most marginalised groups in the community and encourage their participation; and
Empowering ward councillors as community leaders who should play a pivotal role in building a shared vision and mobilise community resources for development (White Paper on Local Government, 1998:38-42).

As discussed in Chapter 1, of the many challenges faced by municipalities, one of the major concerns is the serious leadership and governance deficiency in municipalities, including weak accountability to communities and responsiveness. According to the White Paper on Local Government (1998), national government, provincial governments, and the nation as a whole have an interest in ensuring that administrative transformation equips municipalities to better meet development challenges. Municipalities need to strategically assess and plan the most appropriate forms of service delivery for their areas that will promote human rights and provide social and economic development.

Local government, in its new role, is arguably at the “coal-face” of South African society – a society, in which substantial levels of impoverishment and poor standards of service delivery have persisted, perpetuating racial polarities and inequality.

2.3.3. White Paper on Transforming Public Service Delivery, 1997 (Batho Pele Principles)

The concept Batho Pele (People First in Sesotho) was devised by a former Minister for Public Service and Administration in South Africa. It is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple and transparent mechanism, which allows citizens to hold public servants accountable for the level of services they deliver (Batho Pele Handbook – A Service Delivery Improvement Guide). The Batho Pele White Paper on Transforming Public Service Delivery published on 18 September 1997, states that a transformed South African Public Service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South Africans.
The eight service delivery Batho Pele Principles that should be implemented are:

(a) **Consultation.** Citizens should be consulted about the quality of the services they receive.

(b) **Service standards.** Communities should be informed what level and quality of service they will receive so that they know what to expect.

(c) **Access.** All citizens should have equal access to the services they are entitled to.

(d) **Courtesy.** All members of the community should be treated with courtesy and consideration.

(e) **Information.** Communities should be given full and accurate information about the public services they are entitled to.

(f) **Openness and transparency.** Citizens should be informed on how local authorities function and the information they are entitled to.

(g) **Redress and handling of complaints.** If community members do not receive promised services they should be entitled to a full explanation and also to a speedy remedy.

(h) **Value for money.** Services should be provided economically and efficiently in order to provide citizens with the principle of best value for money (Batho Pele Handbook – A Service Delivery Improvement Guide).

The eight Batho Pele principles were developed to serve as acceptable policy and legislative framework regarding service delivery in the public service. These principles are aligned with the Constitutional ideals of:

(a) Promoting and maintaining high standards of professional ethics;
(b) Providing service impartially, fairly, equitably and without bias;
(c) Utilising resources efficiently and effectively;
(d) Responding to people's needs; the citizens are encouraged to participate in policy-making; and
(e) Rendering an accountable, transparent, and development-oriented public administration (Batho Pele Handbook – A Service Delivery Improvement Guide).
The Batho Pele Principles have been summarised by the slogan: “We belong, we care, we serve.” Batho Pele aims to ensure that all public officials put people first, and adhere to the following overarching framework:

(a) We belong: we are part of the Public Service and should work together and respect fellow colleagues
(b) We care: caring for the public we serve – our customers
(c) We serve: all citizens will get good service from public servants (Batho Pele Handbook – A Service Delivery Improvement Guide).

If communities are aware of their rights, the actual implementation of the Batho Pele Principles will ensure that all citizens receive the services they are entitled to. The Batho Pele Principles should instil a culture of accountability by public officials, which will ultimately result in service excellence and continuous service delivery improvement.

2.3.4. Local Government: Municipal Systems Act 32 of 2000

According to Ijeoma (2013:417), the Local Government: Municipal Systems Act 32 of 2000 is the most important of all local government legislation, as it establishes the framework for planning, performance management systems, effective resources utilisation and organisational change. It provides for the core principles, mechanism and processes that are necessary to work in partnership with the community. The Local Government: Municipal Systems Act 32 of 2000 defines how a municipality should provide municipal services to citizens. In terms of Section 73.1(c) of the Systems Act a municipality should ensure that all members of the local community have access to at least the minimum level of basic municipal services. The preamble to the above-mentioned Act confirms the importance of local government in ensuring universal access to essential services by citizens, specifically the poor and disadvantaged who were neglected under the former apartheid regime. The organisational structuring of local government is explicitly prescribed in the Municipal Systems Act 32 of 2000 and specifically in Section 51 which provides that “A municipality must, within its administrative and financial capacity, establish and organise its administration in a manner that would enable the municipality to:
(a) Be responsive to the needs of the local community;
(b) Facilitate a culture of public service and accountability amongst its staff;
(c) Be performance orientated and focussed on the objectives of local government set out in Section 152 of the Constitution and its developmental duties as required by Section 153 of the Constitution;
(d) Ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality’s integrated development plan;
(e) Establish clear relationships, and facilitate co-operation, co-ordination and communication, between –
   i. its political structures, political office bearers and its administration
   ii. its political structures, political office bearers and administration and the local community
(f) Organise its political structures, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances;
(g) Perform its functions:
   i. through operationally effective and appropriate administrative units and mechanisms, including departments and other functional or business units; and
   ii. when necessary, on a decentralised basis;
(h) Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms; and
(i) Hold the municipal manager accountable for the overall performance of the administration” (http://www.info.gov.za).

2.3.5. Local Government: Municipal Structures Act 117 of 1998

The Local Government: Municipal Structures Act 117 of 1998 is part of a series of legislation which aims to empower local government to fulfil its Constitutional objectives as well as define the structures of local government. The Municipal Structures Act defines a municipality as the structures, political office bearers and
administration of the municipality; a geographic area; and the community of the municipality. In other words, a municipality consists of a municipal institution (political and administrative structures), and the people who live in the local area. The term can also be used to refer to a local area which falls within a municipal boundary (http://www.pmg.org.za). The Local Government: Municipal Structures Act 117 of 1998 is designed to regulate the internal systems, structures and office bearers of municipalities (Ijeoma, 2013:417).

In terms of Section 56 of the Municipal Structures Act 117 of 1998, certain duties and powers are placed on the leadership of local municipalities to ensure that effective and efficient services are delivered to communities and municipal programmes are arranged to accommodate local circumstances.

2.3.6. Local Government: Municipal Finance Management Act 56 of 2003

In terms of the 1996 Constitution and the White Paper on Local Government, 1998, the status of local governments has changed significantly and it is essential for the finances of local government to be managed effectively and efficiently. To facilitate this transition, new legislation was passed, namely, the Local Government: Municipal Finance Management Act 56 of 2003 (hereinafter referred to as MFMA). The MFMA was adopted by Parliament on 26 November 2003, and assented to by the State President on 9 February 2004, as published in Government Gazette 26019. The MFMA applies to all municipalities and municipal entities (http://www.mfma.treasury.gov.za).

The MFMA is a key component of the broader legislative framework governing municipalities, and forms a major part of the reform package to bring about financial management reforms in municipalities. The afore-mentioned Act aims to strengthen financial management to support municipalities in moving towards an even more sustainable future as well as clarifying and separating the roles and responsibilities of political office bearers (http://mfma.treasury.gov.za).

The main purpose of this local government piece of legislation is to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government (Ijeoma, 2013:418). The overall
purpose of this Act is to enable proper and transparent financial management. Good financial management is the key to local delivery. Corruption, financial mismanagement and non-compliance with financial legislation are common in most municipalities. While there are many examples of exceptional efforts and remarkable successes by individual municipalities, the local government system does not, at present, appear to be responding to these challenges effectively. However, many municipalities are unable to leverage the funds they need for even moderate municipal functionality. Consequently, this has resulted in the delivery of social services being severely compromised.

There are 4 underlying principles in the MFMA, which form the basis of the key reforms envisaged:

(a) Promoting sound financial governance by clarifying roles;
(b) Strategic approach to budgeting & financial management;
(c) Modernisation of financial management; and
(d) Promoting co-operative governance (http://www.continuitysa.co.za).

The MFMA, therefore, guides municipalities with how to keep, raise and spend public finances by enforcing sound public financial management at local government level.

The State of Local Government in South Africa Report, 2009, states that “the national government may have created expectations that local government cannot fulfill, or placed a burden on municipalities that perhaps only the strongest amongst them can carry”.

The State of Local Government in South Africa Report 2009, further notes that the “distribution of the equitable share always favours metros over local municipalities and that the national government has failed to devise a sustainable strategy for supporting municipalities that are inherently different and confronting unique problems that are linked to their location in a distorted spatial economy”.

Hence, despite the powers devolved to local government through various policies and pieces of legislation, the municipalities have been unable to meet their performance standards. In terms of the State of Local Government in South Africa
Report 2009, the failure of performance standards in municipalities has had adverse implications on local service delivery.

2.4. SERVICE DELIVERY CHALLENGES IN LOCAL GOVERNMENT

Local government is defined as the sphere of government closest to the people and is at the realm of public service delivery. Thornhill (2008:492) reiterates this viewpoint by stating that local government is often the first point of contact between an individual and a government institution.

According to Kuye et.al (2002:13), the term “challenges” are defined within the concept of the African Renaissance as, the revival or revitalisation of any impediments which could constitute an obstacle towards development and innovation. Before a problem can be properly addressed, it is imperative that the root causes are identified. According to the Local Government Turnaround Strategy: Municipal Guidelines, January 2010, numerous root causes of municipal problems were identified, which included:

![Root Causes of Municipal Problems](image)

**Figure 1: Root causes of municipal problems.** (Source: Local Government Turnaround Strategy: Municipal Guidelines, January 2010)
The above figure (Figure 1) indicating the root causes, appear to correlate with the findings of the Eastern Cape’s leading paper, The *Herald* of Tuesday, March 8, 2012, which reported that Nelson Mandela Bay Municipality has been shown to be a potential hotspot for violent service delivery protests after emerging as a city with one of the highest levels of dissatisfaction among residents, according to a national poll. The afore-mentioned Municipality was severely hit by a wave of service delivery protests early in 2013, which included the burning of tyres and the closing off of roads by protesters, as well as police firing rubber bullets to disperse the rioting crowds.

The 1996 Constitution prescribes that every person has a right to better life, shelter (house), food, water and sanitation and any aspect that will enhance the quality of life of communities. Despite South Africa taking a significant and positive stride towards the promise of developmental local government, most municipalities are still plagued by significant challenges which have sparked a wave of national service delivery protests.

Chart 1 below provides an illustration of the spate of service delivery protests that emanated from underperforming municipalities crippling community development.
While the causes of the protests differ from one province and municipality to another, in all instances people want to be heard and to be taken seriously. The protesters are aware that they are citizens with rights and that they should be treated accordingly. Water service delivery in parts of the Eastern Cape is a serious challenge. There are areas without sewerage systems because there is no water to enable the system to function, and inevitably, available water quality suffers leading to risk of disease and even death (http://www.polity.org.za).

2.5. LOCAL GOVERNMENT TURNAROUND STRATEGY (LGTAS)

The critical question facing local government is: "What must be done to restore the confidence of people in this sphere of government by 2011 and beyond?"

In an attempt to address this question, nine province-wide assessments of each of the 283 municipalities were carried out in 2009 by the Minister of Cooperative Governance and Traditional Affairs (CoGTA), together with the respective Members
of the Executive Council (MECs) responsible for local government. The purpose of the provincial assessments was to determine the key problem statement in different thematic areas and to establish the root causes for poor performance, distress or dysfunctional municipalities. From these assessments, the consolidated State of Local Government Report, 2009, was compiled and widely consulted with stakeholders (http://www.info.gov.za).

Following the analysis of the results of these assessments and from the issues covered, the framework known as the Local Government Turnaround Strategy (LGTAS) was established and published in November 2009.

One of the main aims of the Turnaround Strategy is to renew the vision of developmental local government. To do this the LGTAS seeks to improve the organisational and political performance of municipalities and in turn improve delivery of services. The goal is to improve the lives of citizens, and progressively meet their social, economic and material needs, thereby restoring community confidence and trust in government. The LGTAS applies largely to those forces undermining Local Government including those municipalities who have evidence of performance failures, or difficult social and economic circumstances to manage (http://www.info.gov.za).

The LGTAS is premised on key assumptions:

**Local Government is everyone’s business.** The Strategy extends beyond government and must be owned across society. Municipalities can be made to work better for everyone by everyone.

**The structure of local government system remains.** Notwithstanding certain changes that may have to be effected, the overall architecture of the system of local government is still sound. Certain policy and legislative reforms have been proposed by the Policy Review on Provincial and Local Government (COGTA 2009), and these are connected to the longer-term proposals in the LGTAS. Other proposals are still under consideration.

**The local government system is still new and is evolving.** The new system of local government was always intended to be phased in over time and the current
problems must be seen as part of an effort to learn and correct as we continue with implementation (http://www.info.gov.za).

The Turnaround Strategy identifies 5 strategic objectives as illustrated in the diagramme below, namely:

(a) Ensure that municipalities meet basic needs of communities.
(b) Build clean, effective, responsive and accountable local government
(c) Improve functionality, performance and professionalism in municipalities
(d) Improve national policy, oversight and support
(e) Strengthen partnerships between local government, communities and civil society (http://www.info.gov.za).

Diagramme 1: Strategic objectives of the LGTAS. (Source: Local Government Turnaround Strategy, December 2009).

According to CoGTA (2010a:3-4), the LGTAS is underpinned by two important considerations:

The first is that a “one size fits all” approach to municipalities is not useful or acceptable. 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.

The (second) and twin over-arching aim of the Turnaround Strategy is to: (i) Restore the confidence of the majority of people in their municipalities, as the primary delivery machine and (ii) re-build and improve the basic requirements for a functional, responsive, accountable, effective, and efficient developmental local government (http://www.foundation-development-africa.org).

According to CoGTA (2010a:3-4), the LGTAS has different focus areas: Firstly, the focus was on the immediate priorities prior to the 2011 elections. Secondly, the focus from March 2011 until 2014 will be on medium-term or post-election priorities. The immediate priorities prior to the 2011 elections consisted of four phases that commenced at the end of January 2010 and concluded in March 2011. The first phase can be seen as a pilot project in which selected municipalities per province developed their respective Municipal Turnaround Strategies (MTAS), followed by the second phase in which all municipalities followed the same process before incorporating their MTAS in their Integrated Development Plans (IDP). The third phase includes the budgeting and approval of each municipality's IDP, while the fourth phase involves implementation, monitoring and evaluation CoGTA (2010a:3-4).

Some of the immediate implementation priorities of the LGTAS prior to the 2011 municipal elections were the following:

(a) Addressing the immediate financial and administrative problems in municipalities;
(b) Promulgating regulations to stem indiscriminate selection and dismissal within municipalities;
(c) Promoting a transparent municipal supply chain management system;
(d) Ensuring that the programmes of national and provincial government sectoral departments are reflected in municipal IDP; and
(e) Overcoming the “one size fits all” approach by simplifying IDP (CoGTA, 2010a:3-4).
In order to provide concrete and viable recommendations for the municipal Turnaround Strategy, it is imperative that the strengths and the weaknesses of the Local Government Turnaround Strategy (LGTAS) are identified and considered.

2.5.1. Strengths of the LGTAS

As highlighted in the Report on The Local Government Turnaround Strategy (2009: 5 & 11) the strategy has certain salient recommendations to commend, such as:

- Understanding differences between various categories of municipalities which in turn should assist municipalities to reflect on their respective strengths and weaknesses and to take responsibility for identifying and managing appropriate interventions;
- Recognising that a “one fits all” approach is neither realistic nor desirable;
- To implement a comprehensive but differentiated programmes of action that will reach the objective of ensuring that all municipalities meet the basic service needs of communities;
- Proposes enhanced support interventions from the national and provincial spheres of government with further assistance from other well- performing municipalities;
- Aims for clean and effective governmental structures;
- Requires that partnerships between local government, communities and civil society be strengthened;
- Aims for prompt service delivery, financial viability, local economic development and good governance, especially at the local sphere of government;
- Aims at eradicating backlogs relating to service delivery and to facilitate improved local economic growth; and
- Encourages innovative ways and more lateral thinking on how to do things. This implies a strategy of “thinking out of the box” at times.

The Nelson Mandela Bay Municipality (NMBM) is regarded as a Category A municipality in terms of Section 155(1) (a) of the Constitution of the Republic of South Africa, 1996, namely: a municipality that has exclusive municipal executive
and legislative authority in its area. The LGTAS has abandoned the approach of “one size fits all,” in understanding municipal differences and this is intended to assist municipalities to reflect on their respective strengths and weaknesses and to take responsibility for identifying and managing appropriate interventions. Boraine (2010) states that the adoption of a different approach means that the governance of metropolitan areas which are the engine rooms of the South African economy as well as areas of growing poverty and unemployment can finally be taken seriously.

2.5.2. Weaknesses of the LGTAS

In identifying the weaknesses of the LGTAS, the research study has provided perspective, and at best revealed connections and areas for action. Blake (2010) proposes that the following could be potential weaknesses of the LGTAS:

- The implementation of the strategy will require resources, flexibility and innovative thinking, which many municipalities are lacking;
- Poor generic work ethics amongst certain government officials;
- Structures such as ward committees and community development workers, to enhance community participation, could pose a problem to the strategy because they are often not encouraged or enforced;
- Intolerance of opposition by certain local municipalities could impact negatively on the proposed strategy;
- Leadership and bureaucratic insecurity and the inexperience of many public functionaries could pose a serious threat to its effective implementation;
- Poor capacity enhancement programmes at the sphere of local government; and
- Lack of a dedicated resource base and adequate capacity building programmes.

By identifying the strengths (positives) and the weaknesses (negatives) of the LGTAS, all stakeholders are in more powerful positions for action as future issues can be identified and action plans can be created.
2.6. MUNICIPALITY-SPECIFIC LGTAS GUIDELINES

Numerous programmes were intended to enable municipalities to fulfill the ‘ideal’ for local government as envisaged in the 1996 Constitution and the White Paper on Local Government, 1998. According to the LGTAS, an ideal municipality will strive to contribute to building the Developmental State in South Africa and draw from the constitutional and legal framework established. An ideal municipality would:

(a) Provide democratic and accountable government for local communities;
(b) Be responsive to the needs of the local community;
(c) Ensure the provision of services to communities in a sustainable manner;
(d) Promote social and economic development;
(e) Promote a safe and healthy environment;
(f) Encourage the involvement of communities and community organisations in the matters of local government;
(g) Facilitate a culture of public service and accountability amongst its staff; and
(h) Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms (http://www.info.gov.za).

The guidelines for a municipality-specific LGTAS include:

(a) The Turnaround Strategy provides an opportunity for all municipalities in the country to reflect on their own performance and concentrate on removing constraints.
(b) Each municipality will define its improvement areas in consultation with the province. The critical thing is for there to be ownership by municipalities of the process. It should not be compliance driven. The use of consultants in this process is not necessary.
(c) Municipalities are expected to develop their own turnaround strategies working together with communities. All municipalities were required to develop their individual Turnaround Strategies by the end of March 2010. This was based on each municipality’s priorities, local circumstances, financial and administrative capacities, but taking into consideration the relevant plans of national and provincial departments.
(d) The local strategies are, however, to be guided by the strategic objectives of the national strategy. To this effect, it would be expected of municipalities to review weaknesses in their policies, systems, structures approaches and operations and seek ways to improve and advance national aims and objectives.

(e) Institutional Maps were distributed to national and provincial sector departments, state-owned enterprises, statutory bodies, stakeholder groupings and ward committees. These groupings were required to provide input on their responsibilities and commitments into these maps, which were to inform the respective Turnaround Strategies (http://www.info.gov.za).

According to the LGTAS, one of the main aims of the Turnaround Strategy is to renew the vision of developmental local government. To achieve this, the LGTAS seeks to improve the organizational and political performance of municipalities and in turn the improved delivery of services (http://www.info.gov.za).

Recent service delivery protests in the Nelson Mandela Bay metro have increased in violence with the burning of three houses during protests by dissatisfied residents in April 2012 (http://www.sabc.co.za). According to The Herald of Friday, April 13, 2012, two Nelson Mandela Bay municipal ward councillors came under fire as residents protested against poor service delivery in Port Elizabeth where approximately 500 residents demanded basic services including water, electricity and roads.

In light of the above guidelines for municipality-specific LGTAS’s the metro’s turnaround strategy is aimed at, “restoration of confidence in the Nelson Mandela Bay Municipality as a primary service delivery arm of government that is effectively addressing community concerns” (http://www.thenewage.co.za).

2.7. NELSON MANDELA BAY MUNICIPALITY TURNAROUND STRATEGY

According to the Nelson Mandela Bay Municipality Annual Report 2008/2009, the municipality is committed to deliver services within the framework of the Batho Pele principles, as previously discussed in this chapter.
The Nelson Mandela Bay Municipality Annual Report 2008/2009 also stipulates that challenges confronting the institution include the following:

(a) High prevalence of TB, HIV and AIDS;
(b) Elimination of the bucket system and digester tanks;
(c) Illegal dumping;
(d) Universal access to basic services and maintenance of infrastructure;
(e) Intergovernmental co-ordination across spheres of government;
(f) Service delivery protests;
(g) Scarce skills; and.
(h) Global economic meltdown and its impact on the Municipality’s revenue base; and increased unemployment levels (http://nelsonmandelabay.gov.za).

The Municipality’s Turnaround Strategy is underpinned by the following:

(a) Constitutional mandate of South African Local Government;
(b) ANC Local Government Manifesto (2006);
(c) Local Government Turnaround Strategy adopted by Cabinet on 3 December 2009;
(d) NMBM ANC Region’s Operations Guqula;
(e) NMBM Mayoral Committee Retreat Report (January 2010);
(f) NMBM Management Retreat Report (March 2010);
(g) NMBM Mayoral and Oversight Community Outreach Report (February to March 2010);
(h) Standing Committee Retreats;
(i) Service Delivery Protests Report;
(j) Annual and Oversight Reports (2008/09);
(k) IDP/Budget consultations;
(l) Management and audit reports from the Office of the Auditor-General;
(m) Biannual input from National Treasury;
(n) Reports of Internal Audit Services; and
(o) Reports of the Audit Committee.

The key documents and processes as indicated above, will assist political and administration leadership to identify and understand the challenges currently facing the NMBM. These documents and processes will, therefore, provide a solid foundation for the successful development of a MTAS.

The following chapter will provide a brief overview of the Nelson Mandela Bay Municipality in terms of the geographic and demographic profile as well as socio-economic trends. The trends will aid in the identification of areas where the problem of service delivery remains rife. Furthermore, the chapter will analyse and assesses the LGTAS, specifically in the areas as identified by the researcher.

2.8. SUMMARY

It is apparent from the literature consulted that citizens need to become involved in the future of their municipalities and develop and implement successful MTAS’s. Transformation requires an understanding of the impact of the previous policy of apartheid on society, so that appropriate responsive systems and structures may be established to deal with its legacy. As an ongoing call to urgently address needs, municipalities should find sustainable ways to meet the needs of their communities and improve the quality of their lives. It is, therefore, imperative that municipalities involve citizens in service delivery and development to compensate for municipal failure. Through their turnaround strategies, municipalities will have the opportunity to indicate what their needs are and to endeavour to take the necessary action to address these needs. However, what forms a crucial component of this equation is the role to be played by both councillors and officials in meeting prescriptions contained in the national LGTAS as well as the Turnaround Strategies of individual municipalities. It is in this context that the Nelson Mandela Bay Municipality was selected for purposes of this research.

3.1. INTRODUCTION

In December 2009, the Cabinet approved a Local Government Turnaround Strategy (LGTAS) that reinforces the need to improve service delivery and development. This Turnaround Strategy is a major policy adoption by the Nelson Mandela Bay Metropolitan Municipality and sets a new inclusive development path for the Nelson Mandela Bay. This chapter provides a brief overview of the municipality in terms of the geographic and demographic profile as well as socio-economic trends. The trends will aid in the identification of areas where the problem of service delivery remains rife.

Furthermore, this chapter will assess the LGTAS within the Nelson Mandela Bay, specifically in the areas identified by the researcher. Local government, and in particular the Nelson Mandela Bay Municipality, is confronted with a wide range of challenges. A central feature of the Strategy is that it is home grown and customised to address local challenges. In addition, this chapter will assess the identified areas where the implementation of the LGTAS has improved service delivery. The strategy recommends a number of adjustments and reforms in the leadership, policy, regulatory and oversight environments of municipalities (Local Government Turnaround Strategy Report, 2009). It is, however, important to note that these challenges require the three spheres of government to join forces in finding sustainable solutions. Intergovernmental relations is therefore intended to promote and facilitate co-operative decision-making and make sure that policies and procedures across all spheres encourage service delivery and meet the needs of citizens in an efficient way.

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).
3.2. SITUATIONAL ANALYSIS OF NELSON MANDELA BAY

Nelson Mandela Bay— the only city named after Nelson Mandela is one of seven metropolitan areas in South Africa uniting the city of Port Elizabeth and the towns of Uitenhage and Despatch into the Nelson Mandela Metropolitan Municipality in 2001.

The statistics and factual information regarding the situational analysis of Nelson Mandela Bay below were extracted from the Annual Report of the Nelson Mandela Bay Municipality (2009/2010) and the Turnaround Strategy of the Nelson Mandela Bay Municipality (May 2010). These key documents present an opportunity to both the political and administrative leadership to identify and understand the key challenges facing the Municipality, thereby providing a solid foundation for the Municipality’s Turnaround Strategy.

3.2.1. Geographic and demographic profile

Nelson Mandela Bay is a major seaport and automotive manufacturing centre located on the south eastern coast of Africa in the Eastern Cape Province of South Africa. Nelson Mandela Bay is the location of the largest single infrastructure development project in South Africa since 1994: the development of the Coega Industrial Development Zone (IDZ), and the construction of the deepwater port of Ngqura, which have given a major boost to the economic viability of the region (http://www.mfma.treasury.gov.za).

The Coega IDZ is located close to the bustling Nelson Mandela Bay Metropolitan Municipality and already has direct road and rail links. This IDZ is developing automotive production clusters linked to the strong and expanding industry already established in the Eastern Cape. The Coega Development Corporation (CDC) is a state owned entity formed in 1999 mandated to develop and operate the Coega Industrial Development Zone (IDZ) and has directed efforts to provide jobs for the Eastern Cape population (http://www.coega.co.za). This research study will provide a brief overview of the Coega IDZ in terms of complying with the objectives of the NMBM Turnaround Strategy of increasing local socio-economic growth, skills development and job creation.
3.2.1.1 Population

Nelson Mandela Bay (NMB) has a population of 1,152 115 million and covers an area of 1,950 km. Young people (0–14 years) constitute 25, 5% of the population, youth (15–35 years) 37, 1%, adults (36–64 years) 31, 4% and the elderly (65+ years) 6% (Profile of Nelson Mandela Bay 2012). According to the document entitled, Profile of Nelson Mandela Bay 2012, the city therefore has a relatively youthful population, with 37% of residents between the ages of 15 and 34 years. In total 25, 5% of the population is below the age of 15 years, while 6% is 65 years and above. According to the statistics below (Table 2 & Chart 2), the male: female ratio of the population is 48:52.

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<td>45-49</td>
<td>2.8%</td>
<td>2.8%</td>
</tr>
<tr>
<td>50-54</td>
<td>2.4%</td>
<td>3%</td>
</tr>
<tr>
<td>55-59</td>
<td>2%</td>
<td>2.4%</td>
</tr>
<tr>
<td>60-64</td>
<td>1.5%</td>
<td>1.8%</td>
</tr>
<tr>
<td>65-69</td>
<td>0.9%</td>
<td>1.3%</td>
</tr>
<tr>
<td>70-74</td>
<td>0.6%</td>
<td>1%</td>
</tr>
<tr>
<td>75-79</td>
<td>0.4%</td>
<td>0.7%</td>
</tr>
<tr>
<td>80+</td>
<td>0.3%</td>
<td>0.7%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>48%</td>
<td>52%</td>
</tr>
</tbody>
</table>

Table 2: Gender ratio of the population of the Nelson Mandela Bay (Source: Census 2011)
One of the key strategies of the LGTAS is mainstreaming gender equality. Mainstreaming gender into the core business of NMBM, would tackle the cause of women's inequality and injustice to the advantage of women as well as men. This principle would, therefore, encourage the NMBM to adopt a gender perspective in transforming itself. Corrective measures through programmes targeting women should be undertaken to redress gender imbalances within the NMB. The effective implementation of the municipal Turnaround Strategy will ensure that gender needs, priorities and differences are considered and institutionalised into the policies and objectives of the NMBM.

3.2.1.2. Socio-economic trends

According to Census 2011, 60,1% of respondents described themselves as black African, 23,6% Coloured, 14,4% White and 1,1% Indian/Asian. Table 3 below depicts these statistics as provided in Census 2011.
<table>
<thead>
<tr>
<th>Group</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Black African</td>
<td>60.1%</td>
</tr>
<tr>
<td>Coloured</td>
<td>23.6%</td>
</tr>
<tr>
<td>Indian/Asian</td>
<td>1.1%</td>
</tr>
<tr>
<td>White</td>
<td>14.4%</td>
</tr>
<tr>
<td>Other</td>
<td>0.8%</td>
</tr>
</tbody>
</table>

**Table 3: Population groups of NMB** (Source: Census 2011)

According to the Integrated Development Plan 2008-2012 of the Nelson Mandela Bay Metropolitan Municipality, decades of distorted development in the city has manifested in highly skewed distribution of income and wealth. The unemployment rate among the economically active sector of the community is approximately 38% (IDP Nelson Mandela Metropolitan Municipality, 2008-2012).

The scars left by the apartheid system in the previously disadvantaged communities are still visible, despite the progress made by the present government in correcting the past imbalances. One of the key objectives of the NMB Turnaround Strategy is to address the key socio-economic challenges in Nelson Mandela Bay and although the unemployment rate in Nelson Mandela Bay has shown a steady decline since 1994, it remains higher than the national average for South Africa. According to a local community news website, on the back of an increase in South Africa’s unemployment rate to 25.2% in the first quarter of 2012 compared to 23.9% in the fourth quarter of 2011, the East Cape unemployment rate is the second highest in the country at 28.3% (http://www.mype.co.za).

3.2.1.3. Number of households

In terms of Section 26 of the Constitution of the Republic of South Africa, 1996, everyone has a right to adequate housing, and the nation must take reasonable legislative and other measures to provide for this right. Housing is a basic need in human life. The current housing context in South Africa is a rapidly increasing and urbanising society, but population growth has resulted in a numerically stable rural population. Coupled to this is a large existing and increasing housing backlog due to

In order to improve housing rights and the quality of life for the poor in Nelson Mandela Bay (NMB), it is necessary and important to identify and face the challenges in the provision of housing within the NMB. Many challenges exist in the delivery of housing in South Africa, for example, the housing backlog. The statistics of the number of households within the NMB are:

- 276 850 (formal)
- 22 411 (informal)

This indicates that there is a backlog of 71 411 houses (informal and backyard shacks) within the NMB (Nelson Mandela Bay Metropolitan Municipality, Integrated Development Plan, 2011-2016 Draft 12th Edition Final).

3.3. LOCATION OF THE NELSON MANDELA METROPOLITAN MUNICIPALITY

The Nelson Mandela Metropolitan Municipality (NMMM) was established on 5 December 2000, following the dis-establishment of the erstwhile Port Elizabeth, Uitenhage and Despatch Transitional Local Councils, and portions of the Western District Council, and Seaview and Blue Horizon Bay (Tsatsire, 2008:204). The organisational structure that was established at the time was based on the perceived needs of the Municipality and was influenced by the need to accommodate the erstwhile administrations and the perceived need to control the transformation process politically (http://www.mfma.treasury.gov.za). The aim of this research study is to assess the NMB Turnaround Strategy in developing an efficient and effective administration that is able to meet the mandate of Council and the community of Nelson Mandela Bay as a whole.

3.4. SERVICE DELIVERY IN THE NELSON MANDELA BAY

Despite the fact that local government in South Africa has improved its service delivery substantively over the past years, most of the municipal councils face a
widening gap between the demand and supply of services. This results in citizens losing their confidence in local government as an institution that is able to respond effectively to the challenges citizens face (http://www.polity.org.za).

According to Craythorne (2006: 158-159), the Local Government: Municipal Systems Act as amended provides two relevant definitions of municipal services which may be summarised as follows:

The first refers to basic municipal service which means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety or the environment. The second one which is wider in its scope means a service that a municipality in terms of its powers and functions provides or may provide to or for the benefit of the local community irrespective of whether:

- Such a service is provided, or to be provided by the municipality through an internal mechanism or by engaging an external mechanism, and
- Fees, charges or tariffs are levied in respect of such a service or not.

In terms of the White Paper on Local Government (1998:3, Section F), municipalities should be guided by the following principles in choosing delivery options for their areas:

- Accessibility of services – municipalities must make sure that all citizens, regardless of race, gender or sexual orientation have access to at least a minimum level of service;
- Affordability of services – There is a close relationship between accessibility and affordability. Affordability always translates into accessibility and therefore services will remain beyond the reach of many unless they are financially affordable to the municipality;
- Quality of products and services – Quality refers to attributes such as suitability for purpose, timeliness, convenience, safety, continuity and responsiveness to services users;
Accountability for services – Regardless of the delivery mechanism used, municipal councils remain accountable for ensuring the provision of quality services which are affordable and accessible;

Integrated development and services – Municipalities should utilise an integrated approach to planning and ensuring the provision of municipal services;

Sustainability of services – Continuous service provision depends on financial and organisation systems which support sustainability. This covers both financial viability and the environmentally sound and socially just use of resources;

Value for money – This principle requires that the best possible use is made of public resources to ensure universal access to affordable and sustainable services;

Ensuring and promoting competitiveness of local commerce and industry – The job generating and competitive nature of commerce and industry must not be negatively affected by higher rates and services charges for industry and commerce in order to subsidise domestic users. Investors must be made aware of full costs of doing business in a specific local area; and

Promoting democracy – Local government administration must also promote the democratic values and principles enshrined in the Constitution and including those provided for by Section 195 (1).

The following service delivery statistics convey the current status with regard to aspects of service delivery to the 276 850 households in Nelson Mandela Bay:

3.4.1. Water

The Water Services Act was promulgated in 1997 and essentially, began the process of decentralising the provision of water services to District and Local Municipalities. The primary aim of the Act is to legislate the municipal function of water services provision and thereby assist municipalities to undertake their developmental role (The Water Services Act 108 of 1997). The Act states that every water services authority has a duty to all consumers or potential consumers in its
area of jurisdiction to progressively ensure efficient, affordable, economical and sustainable access to water services (Water Services Act 108 of 1997).

According to the Department of Water Affairs & Forestry (DWAF), “Free Basic Water (FBW)” in South Africa is defined as 6 000 litres of safe water per household per month (http://www.dwaf.gov.za). The DWAF is the national and provincial department responsible for both water resources management and water services provision. As such, it is considered to be the custodian of the water resource and overall leader of the water sector. While most people would agree that the provision of free basic services is a necessary strategy to ensure that the poor and marginalised in South Africa are able to maintain some kind of a modicum of a reasonable living standard, there is no doubt that the introduction of FBW creates difficulties in the rolling out of water services, particularly to the rural areas of the country (http://www.dwaf.gov.za).

The Municipal Turnaround Strategy emphasises that municipalities should ensure that they take on their developmental role in providing communities with access to basic level of water. 93% of households have access to a basic level of water. The remaining households have access to potable water through standpipes (http://www.polity.org.za). According to Section 156(1) of the Constitution, “a municipality has executive authority in respect of, and has the right to administer” numerous local government matters, including amongst others:

- Water and sanitation services limited to potable water supply systems and domestic waste-water and sewage disposal systems
- Municipal health services

The provision of water services is thus clearly the constitutional responsibility of local government.

### 3.4.2. Sanitation

There is a Free Basic Sanitation (FBSan) policy in South Africa, and municipalities are mandated to implement this policy and ensure every household has access to basic sanitation, as per the Constitution, Water Services Act and Municipal Systems Act.
The bucket system is a dry on-site sanitation system consisting of a top-structure with a seat positioned above a bucket or other container located in a small compartment beneath. During apartheid, millions of black households were forced to use the bucket system, rudimentary pit toilets or the veld (open fields) (http://www.nwu.ac.za). The bucket system has been eliminated in all formal areas of Nelson Mandela Bay constructed pre 1994.

In some areas these buckets are collected during the week by the municipality or a service provider, and in other areas households must dispose of the buckets at a specific location themselves. According to the 2003 Strategic Framework for Water Services, “sanitation services” refers to the “collection, removal, disposal or treatment of human excreta and domestic wastewater, and the collection, treatment and disposal of industrial wastewater.”

As of 2010, the total national access to basic sanitation is 70 percent of households in South Africa. Nationally, as of 2010, 2.5 million households were using an unventilated pit latrine, 110 000 households were using the bucket system and 727 000 households had no toilet at all (Statistics South Africa “General Household Survey 2010” Statistical Release, 2011:48). Within the Nelson Mandela Bay, buckets are being provided to informal settlements only. This is an interim service until the establishment of formal human settlements to where the bucket users will be relocated (Nelson Mandela Bay Metropolitan Municipality, Integrated Development Plan, 2011-2016 Draft 12th Edition Final).

In the Nelson Mandela Bay, 91% of households have access to a basic level of sanitation. According to the General Household Survey 2010 released by Statistics South Africa (Stats SA) in May 2011, a “functioning basic sanitation facility” is defined as a “flush toilet connected to a public sewerage system or septic tank or a pit latrine with ventilation pipe (Statistics South Africa “General Household Survey 2010” Statistical Release, 2011:48).
3.4.3. Waste Management System

The objective of Waste Management Services is to provide quality sustainable waste management services to the residents of Nelson Mandela Bay, so as to ensure a clean and healthy environment by:

(a) Rendering refuse collection services to all residents in terms of the National Environmental Waste Management Act 59 of 2008;
(b) Providing a sufficient number of waste disposal facilities of sufficient capacity;

3.4.4. Public Health

The Constitution of the Republic of South Africa (No 108 of 96) in Sections 27 and 28 gives everyone the right to access to health:

(1) Everyone has the right to have access to -

(a) health care services, including reproductive health care;
(b) sufficient food and water; and
(c) social security, including, if they are unable to support themselves and their dependants, appropriate social assistance.

(2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights.

(3) No one may be refused emergency medical treatment (http://www.doh.gov.za).

Public health in the Nelson Mandela Bay consists of the following:

(a) Nelson Mandela Bay has 50 permanent and satellite municipal clinics and 13 mobile clinics.
(b) Eight hospitals (four provincial and four private).
(c) Three day hospitals and 11 Eastern Cape Department Clinics.
(d) Since 2000, a total of six primary health care clinics have been built and three upgraded (http://www.doh.gov.za).

However, there are numerous challenges that still face the Nelson Mandela Bay with regard to public health services which, *inter alia*, include:

- Persistent challenge of illegal dumping in the Metro due to lack of properly funded waste minimisation strategies.
- Absence of institutional arrangements to coordinate climate change issues in the institution.
- Shortage of clinics.
- Overcrowded and understaffed clinics.

**3.4.5. Electricity**

According to the Integrated Development Plan (IDP) of NMBM 2011-2016, 11th edition, 98 percent of households in formally demarcated municipal residential areas have access to a basic level of electricity and 12 percent of households including undemarcated informal areas do not have access to electricity. Therefore, the NMBMM, together with private enterprise, is facilitating the establishment of renewable energy sources within the Metro, such as the conversion of landfill/methane gas to electricity, wind energy generation, solar water heating and photovoltaic initiatives (NMBM, IDP, 2011-2016).

To ensure economic growth, job creation and sustainable development, the Municipality is committed to maintaining a safe, reliable and affordable electricity supply.

**3.4.6. Integrated Human Settlement Challenges**

The Municipality has moved its focus from simply providing shelter to establishing integrated sustainable human settlements and providing good quality housing. In order to establish integrated human settlements, the following issues are key:

(a) Provision of integrated service delivery and human settlements.
(b) Elimination of the housing delivery backlog of 84 266 units through the provision of quality housing and upgrading human settlements.
(c) Addressing the fragmented spatial patterns of the past.
(d) Relocation of communities living in stressed areas (flood-plain areas, tip sites, power line areas, etc.).
(e) Repairing storm damaged and 'wet-and-defective' houses.
(f) Addressing land invasion.
(g) Unblocking and finishing blocked projects.
(h) Addressing the challenges of ad hoc housing funding allocations by the Province through a multi-year budgeting system.
(i) Obtaining accreditation as a housing developer and simultaneously addressing administrative and capacity issues within the Housing and Land Directorate.
(j) Responding to the constantly escalating cost of housing and building material.
(k) The creation of opportunities for the provision of social and affordable housing in appropriate locations (Integrated Development Plan of NMBM, 2008).

The strategic objective of the Integrated Human Settlements Plan is to develop and implement a sustainable integrated planning system for Nelson Mandela Bay. However there are numerous challenges affecting the effective implementation of the Integrated Human Settlements Plan.

These challenges include the following:

(a) Housing challenges

- Total backlog – 71 411
- Informal areas – 22 411
- Backyard shacks – 49 000

(b) Households living in stressed areas (servitude, floodplain and overcrowded areas).

(c) Lack of integrated approach to relocations, resulting in inadequate servicing of relocated communities.

(d) Challenge around the delays in the issuing of title deeds for and the ownership of RDP homes.
(e) Lack of confidence in the management of the housing delivery process, including the waiting list, the allocation process and the alleged illegal occupancy of houses.

(f) Challenge of blocked housing projects and 'wet and defective' houses.

(g) Land and spatial planning challenges:

(h) Access to municipal/public land by HDIs.

(i) Absence of approved Spatial Development Framework.

(j) Lack of visible spatial restructuring.


3.4.7. Infrastructure challenges

(a) The tarring backlog in the Metro (approximately 485 km).

(b) Cost to eliminate tarring backlog (approximately R1, 8 billion).

(c) Aging and poor infrastructure (especially electricity, water and sanitation infrastructure in disadvantaged communities), causing leakages, bursts, unhygienic conditions that culminate in service delivery disruptions.

(d) Stormwater drainage problems in disadvantaged wards.

(e) Absence of a long-term capital investment plan to enable economic growth and socio-economic development (Integrated Development Plan of NMBM, 2008).

3.4.8. Coega infrastructure requirements

(a) Approximately R4, 3 billion is required to provide Coega with bulk water and sewer infrastructure.

(b) Approximately R150 million is needed over the next three years for electricity infrastructure to meet the high voltage requirements of the current investor profile (Integrated Development Plan of NMBM, 2008).
3.4.9. Peri-urban and ward-based information challenges

(a) Absence of baseline information on Ward-based social infrastructure and profile.
(b) Absence of an integrated plan to provide services to peri-urban areas.
(c) Absence of data with regard to the extent of access to and adequacy of basic service delivery in peri-urban areas (Integrated Development Plan of NMBM, 2008).

3.4.10. Safety and Security

The function of providing safety and security for the people of South Africa is the responsibility of the South African Police Service (SAPS). The Constitution gives the South African Police the responsibility to:

- Prevent, combat and investigate crime
- Maintain public order
- Protect and secure the inhabitants of the Republic and their property; and
- Uphold and enforce law (http://www.etu.org.za).

Some safety and security issues that are relevant to the Nelson Mandela Bay include:

(a) Incidence of crime, especially violent crimes such as armed robberies and murder.
(b) Unmanned CCTV cameras which is eroding the potential effectiveness thereof.
(c) Low level of productivity and collection rate of traffic officers (Integrated Development Plan of NMBM, 2008).

Despite local government in South Africa having improved its service delivery substantively over the past ten years, most of the municipal councils face a widening gap between the demand and supply of services. This results in citizens losing their confidence in local government as an institution that is able to respond effectively to the challenges citizens face.
The above statistics, with regard to the situational analysis and access to basic services, provide an indication of the key developmental challenges facing the Nelson Mandela Bay Municipality. The Nelson Mandela Bay Turnaround Strategy has identified that, in addition to service delivery challenges, the Municipality is also experiencing institutional challenges which are outlined below. These challenges are both external and internal in origin.

3.5. INSTITUTIONAL CHALLENGES

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 (http://www.cogta.gov.za).

3.5.1. Internal Factors

In this section that follows, the internal factors that are often beyond the control of municipalities will be discussed briefly.

3.5.1.1. Political management and oversight

(a) No clarity on accountability and the respective roles and responsibilities, especially of the Chief Whip, the Executive Mayor, the Speaker, and the Municipal Manager. This was also identified by the Local Government Turnaround Strategy (National) as one of the key causes of conflict in municipalities, culminating in lack of service delivery, ineffective governance and, ultimately, service delivery protests and political infighting. This state of affairs is also mirrored administratively: lines of accountability are blurred, causing confusion and lack of accountability and institutional direction, and the general collapse of performance, governance and delivery. This situation regrettably also applies to the Nelson Mandela Bay Metropolitan Municipality.
(b) Claims by officials of having received political mandates on various issues outside the established hierarchy.

(c) Negative effect of political conflicts on professionalism and performance in the administration.

(d) Lack of a body with greater oversight powers (SCOPA-like Oversight Committee) to complement Council in enforcing accountability and oversight.


3.5.1.2. Governance

The preamble to the Local Government: Municipal Systems Act 32 of 2000 confirms the importance of local government in ensuring universal access to essential services by citizens, specifically the poor and disadvantaged who were neglected or largely ignored under the apartheid regime. Whereas national government’s foremost role is one of policy-making, provincial and local governments perform a key role in the provision of social and basic services.

If local government is to fulfil and achieve such a developmental system, it has to be properly supported by the two other spheres of government (Bekink, 2006:497).

As stated previously, “governance” is regarded as an internal institutional challenge as it relates 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 (http://www.cogta.gov.za). The Nelson Mandela Bay Municipality Turnaround Strategy has identified the following factors relating to "governance":

(a) Lack of By-law enforcement.

(b) Absence of an organisational culture that promotes good governance, operational efficiency and performance excellence.

(c) Human resources constraints:
i. Absence of an integrated Human Resources Plan to include competency-based HRD, manpower forecasting and career planning.

ii. Low staff morale.

iii. Poor labour relations and general mistrust.

- Lack of proper planning on all labour related challenges.
- Reactive (not proactive) approach to labour unrests and strikes.
- Implementation of collective agreement that excludes external lawyers from the disciplinary process, as agreed upon between SALGA and SAMWU on 21 April 2010.
- Absence of minimum service agreements that guide the provision of essential services during strikes and labour unrests.
- Hostile relations between unions and the employer.
- No picketing rules agreed upon between employer and employee before a strike.
- Poor internal communication, the effect whereof is felt particularly during strikes.

iv. Long recruitment processes.

v. Poor management of overtime and instances where overtime exceeds the maximum overtime permissible in terms of the Basic Conditions of Employment Act, 75 of 1997, namely ten hours overtime per week/three hours overtime per day.

vi. Non-filling of key vacancies over extended periods, which includes the positions of Executive Director: Electricity and Energy, the Director: Labour Relations and the Director: Supply Chain Management.

vii. Retention of staff.

viii. Shortage of scarce and technical skills.

ix. Indiscriminate firing and suspension of officials, especially on a senior level, as identified on a national level and reflected in the Local Government Turnaround Strategy.

x. Lack of enforcement in respect of staff disciplined by the administration, emanating from:

- Lack of ownership of the disciplinary process by senior officials, even in instances where the Code of Conduct was transgressed.
• Political driven deals on administrative matters affecting the enforcement of disciplinary measures against officials who have transgressed.

(d) Inadequate institutional risk management and old anti-fraud and anticorruption strategies.

(e) Allegations of corruption in directorates and offices as well as in Supply Chain processes.

(f) Supply Chain Management regulations and policy do not assist in achieving the Supply Chain targets set by Council for the previously disadvantaged, youth, gender and people with disabilities.

(g) Information and Communication Technology (ICT) shortcomings:
   I. More operational and lack of strategic focus.
   II. Lack of ICT innovation to enhance service delivery.
   III. Inadequate ICT security.

(h) Institutional arrangements.
   i. Operational non-alignment of functions.
   ii. Grey areas in service delivery in respect of which no-one is assuming overall accountability.

(i) Political instability, which has characterised the first six months of the current financial year and has impacted negatively on service delivery and performance, e.g. the stalemate reached, which affected the sittings of Standing, Mayoral Committee and Council meetings.

(j) Recurring findings by the Office of the Auditor-General.

(k) Public participation and communication gaps:
   i. Inadequate community involvement during the planning and implementation of projects.
   ii. Lack of an integrated and coherent communications strategy and public participation policy.
   iii. Ineffective and now non-existent Ward Committee System.
   iv. Poor planning around public participation processes.
   v. Lack of a project-based public participation policy to guide the implementation of ward-based projects.

(l) Customer relations and Batho Pele.
   i. Poor response time to queries, both written and verbal.
   ii. Frontline staff competency gaps.
iii. Poor customer interfaces, such as switchboard and service enquiry counters.
iv. A fragmented and non-cohesive approach to customer care.
v. Non-availability of information in the three main local languages spoken in Nelson Mandela Bay (IsiXhosa, English and Afrikaans).
vi. Lack of ICT innovation to enhance service delivery.
vii. No single number for community complaints.

(m) Performance management:
i. Lack of culture of performance in the institution.
ii. Lack of service level agreement between directorates
iii. Lack of effective contract management to enable legal compliance, performance management, monitoring and evaluation.
iv. Lack of control over and monitoring of the implementation of Council decisions.
v. Lack of monitoring and evaluation, both administratively and politically.

The most important value underlying local government is democracy. This value is best served at local government sphere, because it is regarded as the government closest to the people.

3.5.1.3. Leadership challenges

The Municipal Manager is the head of the administration and Accounting Officer, supported by the Chief Operating Officer, Chief Financial Officer, Chief of Staff and Executive Directors. The political leadership and the administration complement each other in order to achieve the objectives of the Turnaround Strategy (http://www.mfma.treasury.gov.za).

However, the absence of a full-time Municipal Manager, results in lack of forward planning and the long-term stability provided by a full-time incumbent.
3.5.1.4. Strategic planning and integration gaps

(a) Absence of a long-term shared vision and long-term strategic plan. The Municipality is planning on a short term basis (three-year budget cycle and five-year IDP). This planning is done in the absence of a shared and common desired vision for the future. Furthermore, this short-term planning process does not enhance continuity beyond the five-year term of the political leadership, meaning that plans are constantly changed when a new leadership comes into office in the absence of a long-term shared vision to guide decision-making and planning towards a desired future. The current vision of the Municipality is largely unknown, is not a product of broader consultation and cannot be used to guide developmental decision-making, budgeting, marketing and investment.

(b) Fragmented directorate-based missions and visions.

(c) Lack of timeous and adequate forward planning.

(d) IDP is not integrated with the plans of other spheres of government and not fully entrenched in local communities.

(e) Lack of proper adherence to institutional processes with regard to the development and processing of the IDP to allow for political direction and input before it is tabled in Council.

(f) No regular meetings held by IDP structures, e.g. the IDP Representative Forum.

(g) Lack of reliable Metro-based statistical information to support development and decision making.

(h) Lack of consistency and a common understanding with regard to implementation and influence of diverse policies, plans, strategies and their interchangeability.

(i) Lack of integration and co-ordination in the planning and implementation of programmes and projects.

(j) Non-functional IDP structures, e.g. the IDP Representative Forum.

In summary, the depth of poverty and the degree of inequality within the Eastern Cape Province are the major constraints on development. In order to eliminate poverty through an integrated approach, strategies such as the Municipal
Turnaround Strategy will facilitate the provision of social and economic infrastructure to eradicate poverty and spatial imbalances.

### 3.5.2. External Factors

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).

#### 3.5.2.1. Intergovernmental challenges

Challenges, within the concept of the African Renaissance are, the revival or revitalisation of any impediments which could constitute and obstacle towards development and innovation (Kuye, 2002:13).

#### 3.5.2.2. Intergovernmental relations

According to Fox and Meyer (1995:66), intergovernmental relations encompass all the complex and interdependent relations among the various spheres of government, as well as the co-ordination of public policies among national, provincial and local government, through programme reporting requirements, grants-in-aid, the planning and budgetary process, and communication between officials.

The White Paper on Local Government (1998) sees intergovernmental relations as a set of formal and informal processes as well as institutional arrangements and structures for bilateral and multilateral co-operation within and between the three spheres of government.

In terms of the White Paper on Local Government (1998), intergovernmental relations are a set of multiple formal and informal processes, channels, structures and institutional arrangements for bilateral and multilateral interaction within and between spheres of government.
According to the Nelson Mandela Bay Municipality Intergovernmental Policy, 2007, intergovernmental relations have the following objectives:

(a) To co-ordinate strategic planning processes.
(b) To promote the joint implementation of programmes and projects.
(c) To facilitate co-operation, co-ordination and communication between different spheres of government
(d) To minimise intergovernmental disputes.
(e) To enhance accountability between spheres of government as well as with the community and other stakeholders with regard to performance and other activities
(f) To promote integrated delivery of goods and services.
(g) To improve increased access to services.
(h) To ensure effective consultation on policy and legislative matters.
(i) To promote sustainable development.
(j) To marshal the distinctive effort, capacity learnership and resources of each sphere and directing these as effectively as possible towards the objectives of government as a whole
(k) To align plans and combine efforts in tackling social problems (Integrated Development Plan of the Nelson Mandela Metropolitan Municipality (8th Edition)).

In terms of the Integrated Development Plan of the Nelson Mandela Metropolitan Municipality (8th Edition), the following five key municipal priorities have been identified:

(a) Municipal transformation and development
(b) Basic service delivery and infrastructure development
(c) Local economic development
(d) Financial viability and management
(e) Good governance and public participation

South Africa’s local government system is still in its final stages of transition and yet at the same time it has to deal with a backlog in basic service delivery from the past. The interventions proposed and/or being undertaken to address the aforementioned
challenges are discussed below and constitute the Turnaround Strategy for the Nelson Mandela Bay Municipality.

3.6. NELSON MANDELA BAY MUNICIPAL VISION

A vision is a statement of what a municipality seeks to achieve. It is directed towards the future, briefly stating the municipality’s purpose and reason for existence. The vision provides the direction for the municipality’s strategies, objectives and implementation plans (Tsatsire, 2008: 206).

The staff of a municipality must, therefore, understand and identify with its vision. The vision statement communicates to a community (or customers) what they can expect from their municipality. It also enables a community to measure the performance of their municipality (Government Digest, December 2011).

3.6.1. Overview of the Municipal council and the role of the Ward committees and Ward councillors

Against the bigger picture of a new South African state that is constructed on principles of democracy and participation by all, local government was transformed to reflect these principles and encourage the involvement of communities and community organizations in the matters of local government.

The 1998 White Paper on Local Government holds public participation as a central theme. The policy on ward committees put forward in the White Paper corresponds closely with the provisions relating to ward committees which can be found in the Local Government: Municipal Structures Act, 1998.

The Municipality has 120 Councillors (60 Proportional Representation (PR) Councillors, and 60 Ward Councillors). This research study focuses on the understanding of the municipal Turnaround Strategy as interpreted by the Ward Councillors and the senior officials. The Municipal Manager is the head of the administration and Accounting Officer, supported by the Chief Operating Officer, the Chief Financial Officer, the Chief of Staff and the Executive Directors. As previously stated, the political leadership and the administration complement each other to achieve the objectives of the Turnaround Strategy (http://www.mfma.treasury.gov.za).
Diagramme 2 below reflects the organisational structure of the institution.

**Diagramme 2: Organisational structure of the Nelson Mandela Bay Municipality**

Craythorne (2006:116) argues that only metropolitan and local municipalities established as a type with ward committees, may establish such committees. Council determine rules by which ward committees are established and their main object is to improve participatory democracy in local government.

In each municipality there are number of officials, structures and mechanisms that can play a role in public participation. Below is the summary of the main ones:

- **The Mayor**
  The mayor is the public face of the municipality and should be used in big public meetings, municipal stakeholders’ forums and media.

- **Ward councillors**
  Ward councillors are the representatives of specific communities and are ideally placed to be the link between the people and the municipality. They should bring...
peoples’ needs and problems to the municipality and consult and inform the community around municipal services and programmes (http://www.cogta.gov.za).

- **Ward committees**

  Ward committees are from different sectors in communities. They advise the ward councillor and increase community participation. They can be very useful for spreading information, assessing needs, building partnerships, consulting the community and picking up local problems with services. Ward committees serve as structures that make it possible to narrow the gap between local municipality and the communities as they have knowledge and understanding of the citizens and communities they represent (Craythorne, 2006:116).

In terms of Section 74 (a) of the Municipal Structures Act 1998 a ward committee may make recommendations on any matter affecting the ward to the councillor or through the councillor to the municipal council. According to the *Ward Committee Resource Book (2005)* the central role of the ward committee system is the facilitation of local community participation in decisions which affect the local community, the articulation of local community’s interests and the representation of these interests within the municipal system. The Local Government: Municipal Structures Act, 1998, establishes the rules for ward committees. Section 72(3) provides us with some guidance of what the role of ward committees is: "The object of a ward committee is to enhance participatory democracy in local government" (http://www.cogta.gov.za).

- **Community development workers**

  Community development workers are deployed by government to work in communities to make sure that people can access government services. They have to give advice, help people with problems, assess needs and work with local organizations to build partnerships with government. They usually know the community well, have good contacts with organizations and can help with consultation, research, spread information and monitor implementation.
- Stakeholder forum
Many different forums already exist - for example community police forums and IDP forums. Forums are very useful for quick and ongoing consultation as well as for building partnerships between the community and government (Craythorne, 2006:116).

- Community liaison officials
Most municipalities employ staff to liaise with community who should be used as part of any outreach and public participation programme.

- Media
The municipality usually has access to its own media, for example notice boards, rates and water bills, etc. This can be used for spreading information about prices, new plans, budget priorities, etc. the commercial media as well as radio should also be used to inform people, and in some cases like phone –in programmes, to consult people (DPLG 2005).

Benit-Gbaffou (2008: 26) observes that increasingly public discourse accentuate the role of ward councillors in urban policy-making and service delivery coupled with a role as mediators between civil society and government at the local level.

COGTA (2009: 10) shares this point by arguing that the effective functioning of a municipality begins with its political leadership and that ward councillors are the most direct form of access people have to government.

Therefore, ward councillors are the representatives of specific communities and are ideally placed to be the link between the people and the municipality. They should bring peoples’ needs and problems to the municipality and consult and inform the community around municipal services and programmes.

What is clear from the above is that the roles of ward committees need to be understood as being an instrument of public participation within a broader context of municipal governance. Ward committees should participate, communicate and mobilise (http://www.cogta.gov.za). Ward councillors and ward committee members
play a crucial role in convening community meetings and communicating with the community about various municipal governance issues. In general, the public participation process in all wards within the municipality depended largely on the involvement of ward councillors.

3.7. MUNICIPAL CORE VALUES

Section 77 (a) of the Local Government Municipal Systems Act 32 of 2000 stipulates that a municipality must review a municipal service provided through an internal mechanism when an existing municipal service is to be significantly upgraded, extended or improved, or when a performance evaluation in terms of Chapter 6 requires a review of the mechanism, or when the municipality is restructured or re-organised in terms of the Local Government: Municipal Structures Act.

The NMBM is committed to deliver services within the framework of the Batho Pele Principles, namely:

- ** Courtesy and People First**
  Residents should be treated with courtesy and consideration at all times.

- **Consultation**
  Residents should be consulted about service levels and quality, whenever possible.

- **Service Excellence**
  Residents must be made aware of what to expect in terms of level and quality of service.

- **Access**
  Residents should have equal access to the services to which they are entitled.

- **Information**
  Residents must receive full and accurate information about their services.

- **Openness and Transparency**
Residents should be informed about government departments, operations, budgets and management structures.

- Redress
Residents are entitled to an apology, explanation and remedial action if the promised standard of service is not delivered.

- Value for money
Public services should be provided economically and efficiently

The NMBM Integrated Development Plan (10th Edition) sets out the Vision and the Core Values of the Municipality. The Municipality’s long-term vision is

“To be a globally competitive and preferred Metropole that works together with the people.”

Above all, the Municipality’s Vision reflects the need for it to govern together with its citizens in a dynamic and safe environment attractive to investors and tourists.

It is clear that the role played by Ward Councillors is of crucial importance in ensuring that constructive and harmonious interaction between the municipal council and the community prevails.

3.8. PROPOSED INTERVENTIONS: NMBM TURNAROUND STRATEGY

The objectives, coupled with the core values of the municipality provide a solid foundation for the Municipality’s Turnaround Strategy in addressing the aforementioned challenges. The objectives of this Strategy include the following:

(a) The restoration of confidence in the Nelson Mandela Bay Municipality as a primary service delivery arm of government that is effectively addressing community concerns.

(b) The universalisation of service delivery to all communities of Nelson Mandela Bay.
(c) Addressing the key socio-economic challenges in Nelson Mandela Bay, especially unemployment and poverty.

(d) Developing a shared agenda for the growth and development of Nelson Mandela Bay.

(e) Understanding and managing institutional risks.

(f) Ensuring a fraud- and corruption-free Municipality.

(g) Ensuring good corporate governance and an accountable and performance driven institution, which is focused on service delivery.

(h) Ensuring that all municipal planning, budgeting and decision-making processes are embedded in public participation and community involvement.

(i) Restoring the human dignity of the residents of Nelson Mandela Bay, especially in the disadvantaged areas/wards.

(j) Ensuring sound financial management and sustainability.

(k) Ensuring a joint intergovernmental approach to implementing this Turnaround Strategy.

The LGTAS (2009) requires that all municipalities are expected to provide household infrastructure and services; to create a liveable, integrated and inclusive cities, towns and rural areas; to improve functionality, performance and professionalism in municipality administration, to promote local economic development, to foster community participation and consultation as well as community empowerment and distribution and to create a healthy environment in which vulnerable groups are supported and protected. Municipalities are also required to mitigate the growing social distance between government and communities, if any, and to plan and manage their built in environment in ways that promote social cohesion, inclusive growth and sustainable development (LGTAS, 2009).

Since the challenges are influenced by both internal and external factors, it is crucial that the three spheres of government (National, Provincial and Local) join forces to develop sustainable solutions. Kahn, Madue and Kalema (2011:115) state that according to prescriptions in the 1996 Constitution, the key objective of Inter-governmental Relations in South Africa is to ensure a system in which all three spheres of government operate together to provide a coherent approach to service delivery, development and the entrenchment of democracy. In order to determine the
level and kind of support needed from the National and Provincial spheres of government and other stakeholders to achieve the ideal municipality, the different capacities and circumstances of municipalities need to be taken into account (Local Government Turnaround Strategy, 2009:6). Local government, and in particular the Nelson Mandela Bay Municipality, is confronted with a wide range of challenges. Despite these challenges, the Municipality is expected to fulfil its mandate in terms of the Constitution of the Republic of South Africa of 1996, namely:

(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.
(e) To encourage and facilitate the involvement of communities and community organisations in matters of local government (http://www.mfma.treasury.gov.za).

The Turnaround Plan for the provision of basic services, namely water and sanitation and electricity, is linked to the 7-year Housing Turnaround Strategy.

3.8.1. The Housing Turnaround Strategy: Nelson Mandela Bay Municipality

The Municipality developed a Housing Turnaround Plan, which was implemented with effect from February 2009. The objective of the Housing Turnaround Plan is to accelerate housing delivery and to facilitate the achievement of integrated sustainable human settlements (Nelson Mandela Bay Municipality Turnaround Strategy, May 2010).

The Housing Turnaround Plan has the following sub-programmes:

(a) 7-Year Integrated Human Settlements Plan

For the Metro to be able to realise its 7-Year Integrated Human Settlements Plan, it requires approximately R500 million per annum over the next five years, which translates into 7 500 units per annum. The Municipality is currently receiving an average annual allocation of R200 million, which is not sufficient. A request to
address the shortfall has been submitted to Province. The 7-Year Integrated Human Settlements Plan incorporates housing, civil and bulk infrastructure and electricity. Social and economic amenities have not yet been integrated into the Plan.

(b) Upgrading and management of Informal Settlements
The Informal Settlements Upgrading Programme is part of the 7-Year Housing Plan. The Metro has approximately 115 informal settlement areas, with a total number of approximately 18,862 shacks that must be relocated and approximately 16,910 shacks that must be upgraded in situ. The aim is to relocate all communities living in environmentally stressed areas by 2014. In terms of a short term plan, 5000 families who are in immediate danger will be relocated by June 2011.

(c) Rectification Programme
The Rectification Programme is part of the Housing Turnaround Plan. In terms of the Plan, approximately 20,000 ‘wet and defective’ houses have already been assessed for rectification. A total of 28 project applications were submitted to Province.

(d) Accreditation/Capacity Development Programme
One of the objectives of the Housing Turnaround Strategy is to strengthen institutional, technical, administrative and financial capacity. To fulfil this responsibility, the Municipality was accredited at Level One in 2008 to implement National Housing Programmes. This level allows the Municipality only to develop, administer and implement housing projects.

The Municipality has now applied for Level Two Accreditation, in line with the National Accreditation Framework. Level Two accreditation will give the Metro more delegated authority with regard to housing subsidy administration.

In this regard, the Metro will be able to capture, screen and approve the beneficiaries of the Housing Subsidy System. This delegated authority will streamline the approval process and thereby contribute towards accelerated and effective housing delivery. The ultimate goal is to be accredited at Level Three so that full housing delivery delegations could be devolved to the Municipality.

(e) Beneficiary management
Another key element of the Housing Turnaround Strategy is to ensure the efficient, transparent and accountable allocation of houses to beneficiaries.

At the end of the 2008/2009 financial year, it was reported that within the Nelson Mandela Bay “there was a housing crisis in the province of monumental proportion” with a housing backlog of 93 561 (http://www.dabisho.org.za). Since the introduction of the Housing Turnaround Strategy the housing backlog has decreased to 71 411 (see figures in 3.4.5).

3.8.2. The Outcome 12 Delivery Agreement

In addition to the Housing Turnaround Strategy, one of the key outcomes of the Local Government Turnaround Strategy was the conclusion of the Outcome 9 Delivery Agreement between the President, the Minister of Cooperative Governance and Traditional Affairs (COGTA) and the mayors of the municipalities. The fourth democratic government of South Africa under the leadership of President Jacob Zuma agreed on 12 outcomes as a key focus of work between 2010 and 2014. This Delivery Agreement is a sum total of commitments made by key government departments in all spheres to ensure that government is working together to improve on service delivery and thus the lives of the people (http://www.info.gov.za). The Cabinet adopted the following 12 Outcomes:

(1) Improved quality of basic education.
(2) A long and healthy life for all South Africans.
(3) All people in South Africa are and feel safe.
(4) Decent employment through inclusive economic growth.
(5) A skilled and capable workforce to support an inclusive growth path.
(6) An efficient, competitive and responsive economic infrastructure network.
(7) Vibrant, equitable and sustainable rural communities with food security for all.
(8) Sustainable human settlements and improved quality of household life.
(9) A responsive, accountable, effective and efficient local government system.
(10) Environmental assets and natural resources that are well protected and continually enhanced.

(11) Create a better South Africa and contribute to a better and safer Africa and World.


The Delivery Agreement comes as a result of a series of engagements that have taken place across the spheres of government as well as between government departments (http://www.info.gov.za). The Delivery Agreement will refine and provide more detail to the outputs, targets, indicators and key activities for each outcome, and identify required inputs and clarify roles and responsibilities. It will spell out who will do what, by when and with what resources, as it was stipulated that performance agreements were signed and Ministers were requested to establish an Implementation Forum for each of the twelve outcomes (http://www.thepresidency.gov.za).

The Outcome 9 Implementation Framework, with reference to the Nelson Mandela Bay Municipality, will be discussed briefly in the section below.

3.8.3. Outcome 9 Implementation Framework

A total of 12 outcomes linked to the government’s foremost priorities towards 2014 have been identified by government, with key performance indicators and targets. Each outcome is implemented through a delivery agreement cutting across the three spheres of government. The achievement of outcomes depends on concerted efforts from all key stakeholders and spheres of government. Outcome 9 focuses on local government and is implemented, monitored and reviewed annually. Outcome 9 emanated as a result of poor government-wide performance in the following areas, among others:

- Shortcomings in government delivery.
- Collapse of institutional governance.

3.8.4. Objectives of Outcome 9

During 2010, the Department of Cooperative Governance and Traditional Affairs (COGTA), together with the Provincial Department of Local Government and Traditional Affairs spearheaded the expression of the LGTAS in Municipal Turnaround Strategies.

The key objectives of the Outcome 9 Delivery Agreement include the following:

• To undertake an institutional diagnostic study of the institutional challenges underpinned by the Turnaround Strategy.
• To ensure improved access to essential services.
• To undertake Ward-based socio-economic analysis to inform Ward based planning.
• To contribute to the achievement of sustainable human settlements and quality neighbourhoods.
• To strengthen participatory governance.
• To strengthen the administrative and financial capability of municipalities.

Outcome 9 stipulates to undertake an institutional diagnostic study of the institutional challenges underpinned by the Turnaround Strategy by addressing the following issues, as identified in the NMBM Turnaround Strategy:

• Revisioning of Nelson Mandela Bay that will culminate in a long-term vision mission and development strategy.
• Implementation of integrated (institution-wide, political and administrative) outcomes-based performance management, informed by a critical diagnostic institutional performance analysis.
• Appointment of the Municipal Manager.
According to a local community news website, the Eastern Cape Provincial Government has committed to filling key vacant posts at municipalities across the province, in the wake of poor audit results in July (http://www.mype.co.za). The Local Government and Traditional Affairs MEC of the Eastern Cape, Mlibo Qoboshiyane, stated that recent Auditor General’s Consolidated General Report on the Audit Outcomes of Local Government 2010-11 highlighted the poor state of finances at 45 of the province’s local municipalities.

“We are ensuring the appointment of competent managers to fill 42 of the 45 vacant municipal manager posts. We will also be appointing chief financial officers to fill 40 of the 45 vacant posts around the province. This will bring the requisite stability necessary for the administration of municipalities,” according to Mlibo Qoboshiyane.

In the section below, the mainstreaming of youth, women and people with disabilities will be discussed.

3.9. MAINSTREAMING OF YOUTH, WOMEN AND PEOPLE WITH DISABILITIES

The NMBM Turnaround Strategy identifies that there is a lack of mainstreaming of youth, women and people with disabilities. A disability is defined as the disadvantage or restriction of activity caused by a society that takes little or no account of people who have impairments and thus excludes them from mainstream activity (http://www.westerncapegov.za).

According to the NMBM Turnaround Strategy, this focus area was given the timeframe September-December 2010 to establish new and strengthen and revitalise existing youth, gender and disability structures in the Metro in consultation with the relevant groups. In conjunction with this the Municipality was required to develop and review policies and strategies targeting youth, gender and disability development in consultation with relevant groups.

In an article in News24, dated 30th May 2012, it was stated that total of 2 383 emerging builders, youth, women and people with disabilities in the Eastern Cape have been trained by the National Home Builders registration Council (NHBRC) over the past three years. According to the Human Settlements Minister, in the 2008/9
financial year 390 emerging builders and 108 women had been trained. He said in the following year, 919 emerging builders, 281 women and 150 people with disabilities had been trained, while in 2010/11 401 emerging builders and 134 women had received training (http://www.news24.com).

As a result of the objectives outlined in the NMBM Turnaround Strategy and the time-frames stipulated within this strategy, statistics indicate that there has been an effort to increase the number of youth, women and people with disabilities within the workforce. The following section will address the issues of unemployment and poverty in terms of the objectives that have been identified in the Nelson Mandel Bay Municipality Turnaround Strategy.

3.10. ADDRESSING UNEMPLOYMENT AND POVERTY

According to the objectives of the NMB Turnaround Strategy, one of its primary objectives is to address the key socio-economic challenges in Nelson Mandela Bay, especially unemployment and poverty. South Africa has millions of people who live in poverty and who experience inequality as far as access to basic services is concerned. As indicated in Table 4 below, a significant proportion of the South African population does not have access to basic services such as water, sanitation and electricity. These people live mainly in the Eastern Cape and Northern provinces. In an article in The Herald dated 8th September 2012, a multimillion-rand upgrade of the impoverished suburb of Helenvale in Port Elizabeth, the Helenvale Urban Renewal Programme (HURP), is expected to transform the look of the area and restore a sense of pride in the community by creating jobs for a community which battles with high levels of unemployment and crime.
Table 4: Provincial characteristics: percentage of households with access to basic services (2001)

<table>
<thead>
<tr>
<th></th>
<th>Eastern Cape</th>
<th>Free State</th>
<th>Gauteng</th>
<th>Kwazulu Natal</th>
<th>Limpopo</th>
<th>Mpumalanga</th>
<th>North West</th>
<th>Northern Cape</th>
<th>Western Cape</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct water supply to house</td>
<td>45</td>
<td>71</td>
<td>84</td>
<td>57</td>
<td>46</td>
<td>63</td>
<td>82</td>
<td>59</td>
<td>85</td>
</tr>
<tr>
<td>Sanitation (flush/septic tank)</td>
<td>33</td>
<td>46</td>
<td>82</td>
<td>42</td>
<td>16</td>
<td>38</td>
<td>66</td>
<td>35</td>
<td>86</td>
</tr>
<tr>
<td>Weekly refuse removal</td>
<td>36</td>
<td>59</td>
<td>84</td>
<td>49</td>
<td>14</td>
<td>39</td>
<td>69</td>
<td>37</td>
<td>88</td>
</tr>
<tr>
<td>Electricity for lighting</td>
<td>50</td>
<td>74</td>
<td>81</td>
<td>61</td>
<td>64</td>
<td>68</td>
<td>76</td>
<td>70</td>
<td>88</td>
</tr>
<tr>
<td>Electricity for cooking</td>
<td>28</td>
<td>47</td>
<td>73</td>
<td>48</td>
<td>25</td>
<td>40</td>
<td>59</td>
<td>45</td>
<td>79</td>
</tr>
<tr>
<td>Electricity for heating</td>
<td>23</td>
<td>40</td>
<td>70</td>
<td>47</td>
<td>27</td>
<td>39</td>
<td>54</td>
<td>45</td>
<td>73</td>
</tr>
</tbody>
</table>

(Source: http://www.statssa.gov.za)

The South African Constitution (1996) states that it is the primary duty of the state to create an environment in which people can gain access to social and economic rights and to alleviate any barriers or challenges these environments face. The NMBM Turnaround Strategy identifies the importance of restoring the human dignity of the residents of the NMB, especially in the disadvantaged areas.

3.10.1. The Coega Industrial Development Zone

Industrial Development Zones (IDZs) are purpose-built industrial estates geared for duty-free production for exports, and they play a hugely important part in South Africa’s macro-economic policy (http://www.ecdc.co.za). As previously stated, the Coega IDZ is located close to the bustling Nelson Mandela Bay Metropolitan Municipality and is South Africa’s largest IDZ (Figure 2).
Coega Development Corporation strives to improve the delivery of infrastructure in the Eastern Cape by addressing skill shortages, unemployment, constrained planning and project management capacity, under-expenditure, sub-standard infrastructure, and inefficiencies that characterise delivery of infrastructure by government in South Africa generally and the Eastern Cape Province in particular. Since one of the five objectives of the LGTAS is to improve functionality, performance and professionalism in municipalities and ensure that the core administrative and institutional systems are in place and are operational to improve performance, the establishment of the Coega IDZ will enhance socio-economic development and create job opportunities.

The Coega Project initially aimed at providing between 36 500 and 57 500 jobs in total during the construction phase. However, by February 2005, the number of jobs calculated during the construction period totalled 11 300. This has made a significant contribution to economic growth in the NMBM by generating a wage bill of approximately R 90 million (Coega: 2005). The success of the initial phase of the Coega project has generated confidence in prospective projects for the region. Although the degree of job creation has not been equal to the anticipated goal of
employment opportunities in the Coega IDZ project, the Coega project has nonetheless been successful in improving employment rates in the NMBM.

3.11. SUMMARY

Local governments are centrally responsible for the implementation of nationally constructed strategies, but fundamentally municipalities play a vitally important role in ensuring that strategic challenges are implemented in association with the vision of the LGTAS. However, the recent service delivery protests in the Eastern Cape are reflection of the results of the Local Government audits for 2010-2011. While improving the quality and quantity of basic services should remain at the top of the local government agenda, in reality over the next ten years most municipal councils will not be able to fully eradicate the backlog in basic services, which will continue to frustrate and disillusion citizens and negatively affect the legitimacy of the municipality.

The local government system was there to serve citizens. If that service is failing, even though there are good systems in place, then performance is poor and the actions of the all stakeholders are not in relation to the core function of municipalities, which is to deliver everyday services.

The chapter summarises a multitude of facets that contribute to the effective implementation of the NMBM Turnaround Strategy. While emphasis is placed on the core values of uplifting the municipality, attention has also been directed toward the challenges facing efficiency of the municipality, and a depiction of the current municipal status in association with developmental progression.

The following chapter will elaborate on the research methodology and research design undertaken during this study.
CHAPTER 4: RESEARCH METHODOLOGY & RESEARCH DESIGN

4.1 INTRODUCTION

This chapter provides an overview of the research methodology and research design utilised for purposes of the study. The primary aim of the research was to assess the 2009 Local Government Turnaround Strategy (LGTAS) with specific reference to the Nelson Mandela Bay Municipality (NMBM). A combination of a descriptive and exploratory study was, therefore, crucial to the research study since the LGTAS is a new strategy that has been implemented within municipalities. An objective of the LGTAS is to “turnaround” those municipalities who are struggling with failure to become more effective in the execution of their service delivery mandates. The assessment of the LGTAS of the NMBM will therefore be fundamentally descriptive, but highly exploratory in nature since exploratory research involves research into an area that has not been studied and in which the researcher wishes to develop initial ideas and a more focused research questions (Neuman, 2000:510). In Chapter 1 the following key questions were asked:

(a) Will the adoption and implementation of the LGTAS within the NMBM address service delivery protest actions by local communities?
(b) Does the NMBM have the capacity to meet its developmental mandate in the provision of free basic services?
(c) Are senior municipal officials in the NMBM able to provide an oversight function in terms of the objectives of the LGTAS?
(d) Is the LGTAS of the NMBM adequately informed of the pertinent needs of its communities?

The abovementioned questions formed an integral part of the research methodology to assess the LGTAS within the NMBM. According to de Vos et al. (2011:61), irrespective of what you want to learn, or what you want to discover, or what facts you want to acquire, there is a process involved – a systematic process of scientific inquiry, or a standard sequence of steps to increase our understanding of the world around us.
According to the Constitution of the Republic of South Africa, 1996, local government is required to ensure the provision of services in a sustainable manner as well as to promote social and economic development in a safe, democratic and healthy environment. Section 2 of the 1996 Constitution states that the South African Constitution is the supreme law of the Republic, to the extent that any law or conduct inconsistent with it is invalid and the duties imposed by it must be performed.

Fox and Wissink (1990:32) state that a Constitution prescribes:

(a) The method by which the various organs of government are to be organised;
(b) The range or powers allocated to each organ of government; and
(c) The way in which these powers are to be exercised.

It can, therefore, be concluded that if local government structures in this country fail to provide quality services to their residents, it is in conflict with provisions contained in the Constitution. Through an analysis as reflected in Chapter 3 of this dissertation, the researcher was afforded an opportunity to identify the intentions, foci and service delivery trends and challenges of the NMBM.

4.2. RESEARCH DESIGN

According to Babbie (2007:112) “a research design involves a set of decisions regarding what topic is to be studied, among what population, with what research methods and for what purpose. Monette, Sullivan & DeJong (2008:9) explain research design as a plan outlining how observations will be made and how the researcher will carry out the project. Leedy and Ormrod (2005:91) state that research design includes the planning, visualisation of the data and the problems associated with the employment of the data in the entire research project.

The views of these authors have been consolidated into a conceptual model of decision steps applicable to this research study. This model, as illustrated in Chart 3 below, forms the foundation on which the research design was based.
A research design, therefore, poses four fundamental questions with relating to data collection:

- What data is needed?
- Where is the data located?
- How will the data be interpreted?
- How will the data be saved?


One can infer from the above chart that a research design focuses on the end result and the steps in the process that contributed to achieve the objectives anticipated. The main aim of this research study was to assess the Local Government
Turnaround Strategy of the Nelson Mandela Bay Municipality (NMBM), from a governance perspective, as a tool to enhance service delivery. In terms of the research design, the Implementation Plan of the NMBM (See Annexure A) serves as a tool for monitoring the performance of the municipality in achieving the objectives as identified in the Implementation Plan.

**4.2.1. Exploratory and descriptive research**

4.2.1.1 Exploratory research

The purpose of exploratory research is to gain a broad understanding of a situation, phenomenon, community or person (Bless, Higson-Smith, Kagee, 2009:47). Exploratory research provides a greater understanding of a concept or problem, rather than providing quantification (http://www.ujdigispace.uj.ac.za). Description forms a basis for the study prior to evaluating the strategy; it (the policy strategy) will require a brief description in order for the evaluation to take place. The description of this policy provides the researcher with a background of a specific phenomenon, such as the current profile of the NMBM in terms of development and the challenges facing the NMBM.

A characteristic of exploratory research is that it is ideally undertaken when few or no earlier studies have been conducted on a research problem that may serve to verify findings (Collis & Hussey, 2003:10). Exploratory research is the most useful (and appropriate) research design for those projects that address a subject about which there are high levels of uncertainty and ignorance, and when the problem is not clearly understood (that is, very little existing research on the subject matter) (http://www.uwc.ac.za). Since the LGTAS acknowledges that the local government system is still new and evolving; the new system of local government is intended to be phased in over time and the current problems are perceived as an effort to learn and correct as the LGTAS is implemented. The topic of this research “An assessment of the LGTAS” is relatively new and lacks previous research therefore it conforms to the characteristics of an exploratory study. In this study, the researcher selected the exploratory method to gain new insights and/or increase knowledge of current service delivery challenges facing the NMBM as part of the empirical survey.
4.2.1.2. Descriptive research

A descriptive approach in data collection in qualitative research gives the ability to collect accurate data on and provide a clear picture of the phenomenon under study (Mouton & Marais, 1996:43-44). Descriptive research is research that describes phenomena as they exist. It is used to identify and obtain information on the characteristics of a particular problem or issue (Collis & Hussey, 2003:11). Descriptive research presents a picture of the specific details of a situation and focuses on the ‘how’ and ‘why’ questions (De Vos, Strydom, Fouché & Delport, 2011:109).

In this study the researcher has described the current challenges facing the Nelson Mandela Bay Municipality (NMBM) including a review of the LGTAS within the NMBM. The study, therefore, also complied with the characteristics of the descriptive research approach.

Since this study adopted the exploratory and descriptive dimensions of research, the goals of both dimensions are provided below, in order to reinforce the similarities.

<table>
<thead>
<tr>
<th>EXPLORATORY</th>
<th>DESCRIPTIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Create a general mental picture of conditions</td>
<td>Provide a detailed, highly accurate picture.</td>
</tr>
<tr>
<td>Generate new ideas, conjectures or hypotheses.</td>
<td>Clarify a sequence of steps or stages.</td>
</tr>
<tr>
<td>Develop techniques for measuring and locating future data.</td>
<td>Locate new data that contradict past data.</td>
</tr>
<tr>
<td>Formulate and focus questions for future research.</td>
<td>Create a set of categories or classify type.</td>
</tr>
</tbody>
</table>

**Goals of research: Exploratory and descriptive dimensions** (Source: Neuman, 2000:22).
4.3. RESEARCH METHODOLOGY

There are two major and recognised approaches to research in the social sciences and humanities, namely, the qualitative and the quantitative paradigms and each approach has its own purposes, methods of conducting inquiry, strategies for collecting and analysing the data and criteria for judging quality (de Vos et al., 2011:63). According to Ivankova, Creswell and Clark (2007:255), the goal of quantitative research is to describe the trends or explain the relationship between variables where the sample size is large and is ideally randomly selected from the larger population to be able to generalise the results to this population. Creswell (1994:1-2) defines quantitative research as an inquiry into the social or human problem, based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of the theory hold true.

The qualitative research paradigm refers to research that elicits participants’ accounts of meaning, experience or perceptions and also produces descriptive data in the participant’s own written or spoken words (de Vos et al., 2011:65). According to Babbie & Mouton (2001:53), the qualitative researcher is concerned with naturalistic observation rather than controlled measurement; and the subjective exploration of reality from the perspective of an insider, as opposed to the outsider perspective that is predominant in the quantitative paradigm.

In this research study, the dominant method used was an empirical survey using a structured questionnaire, with a SWOT analysis and certain open-ended questions, as the instrument for the gathering of data. The Nelson Mandela Bay Municipality’s policy documents such as the Budget Report and the Integrated Development Plan as well as national legislation such as the 1996 Constitution, the Local Government Turnaround Strategy, 2009, and relevant legislation pertaining to local government were also consulted.

It is concluded that both the quantitative and qualitative research methods briefly discussed above, were appropriate as the tool of study for the assessment of the
LGTAS. However, it should be noted that reference to the qualitative aspect refers to the open-ended questions, which formed part of the empirical survey.

4.3.1. Qualitative Research

According to Babbie & Mouton (2001:53), the qualitative researcher is concerned with describing and understanding (verstehen) rather than explaining or predicting human behaviour; naturalistic observation rather than controlled measurement; and the subjective exploration of reality from the perspective of an insider, as opposed to the outsider perspective that is predominant in quantitative research. Creswell (2007:37-39) further states that qualitative research is a form of inquiry in which researchers make an interpretation of what they see, hear and understand. The researchers’ interpretation cannot be separated from their own background, history, context and prior understandings.

Kumar (2005:12) states that a research study is qualitative if the purpose of the study is primarily to describe a situation, phenomenon, problem or event; and if analysis is done to establish the variation in the situation, phenomenon or problem without quantifying it.

According to Creswell (in de Vos, 2011:65), the following can be added with regard to the qualitative approach:

- Qualitative researchers tend to collect data in the field at the site where participants experience the issue or problem under study.
- Qualitative researchers as a key instrument collect data themselves through examining documents, observing behaviour and interviewing participants.
- Qualitative researchers gather multiple forms of data rather than rely on a single data source.
- In the entire qualitative research process, the researchers keep a focus on learning the meaning that the participants hold about the problem or issue, not the meaning that the researchers bring to the research or writers from the literature.
- Qualitative researchers try to develop a complex and holistic view of social phenomena.
The qualitative approach has the following characteristics (Leedy & Ormrod, 2005:94-97):

- The qualitative approach is used to answer questions about the complex nature of phenomena, with the purpose of describing and understanding the phenomena from the participants’ point of view. The qualitative researcher seeks thus a better understanding of complex situations. Their work is often exploratory in nature.
- The research process is more holistic and “emergent”, with the specific focus, design, data collection methods and interpretations developing and possibly changing along the way.
- A qualitative study is more likely to end with tentative answers or hypotheses about what was observed. These tentative hypotheses may form the basis of future studies designed to test the proposed hypotheses.
- Qualitative researchers make considerable use of inductive reasoning (moving from the particular to the general): They make many specific observations and then draw inferences about larger and more general phenomena.

### 4.3.2. Quantitative Research

Ivankova et al. (2007:255) state that the goal of quantitative research is to describe the trends or explain the relationship between variables where the sample size is large and is ideally randomly selected from the larger population to be able to generalise the results to this population. Creswell (1994:1-2) defines quantitative research as an inquiry into the social or human problem, based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of the theory hold true. Quantitative studies seek numerical data; and always involve measuring in some way (Walsh, 2001:7). Mouton and Marais (1992:159) reinforce this opinion and define quantitative research as more highly formalised as well as more explicitly controlled, with a range that is more exactly defined, and which, in terms of the methods used, is relatively close to the physical sciences. Creswell (2003:18) further defines quantitative research as research which is characterised by the following:

- Cause and effect thinking;
Reduction to specific variables, hypotheses and questions;
The use of measurement and observation;
The testing of theories; and
The use of experiments and surveys in order to collect statistical data through the implementation of a pre-determined research plan.

**4.3.3. The differences between qualitative and quantitative research**

<table>
<thead>
<tr>
<th>QUANTITATIVE</th>
<th>QUALITATIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Data is in the form of numbers from precise measurements.</td>
<td>Data in the form of words from documents, observations and transcripts</td>
</tr>
<tr>
<td>Test hypothesis that researcher begins with. Hypotheses are stated explicitly and are formulated beforehand.</td>
<td>Capture and discover meaning once the researcher becomes immersed in data. Hypotheses are frequently undeclared or stated in the form of a research goal.</td>
</tr>
<tr>
<td>Analysis proceeds by using statistics, tables or charts and discussing how what they show relates to hypotheses.</td>
<td>Analysis proceeds by extracting themes or generalisations from evidence and organising data to present a coherent, consistent picture.</td>
</tr>
<tr>
<td>Measures are systematically created before data collection is standardised. The researcher remains largely aloof.</td>
<td>Measures are created in an ad hoc manner and are often specific to the individual or researcher. The researcher is involved with the events/phenomena.</td>
</tr>
</tbody>
</table>

*Differences between qualitative and quantitative research* (Source: Mouton and Marais, 1992:159).

Given the above characteristics of qualitative research and quantitative research, it is proposed that common ground is shared with both the qualitative and quantitative research paradigms.
4.3.4. Evaluation Research: Programme evaluation & programme monitoring

According to Bless et al. (2009:57-59), evaluation research refers to the methods of social science that can be used to assess the design, implementation and usefulness of social interventions. Social interventions are defined as “any attempt to change the conditions under which people live no matter how simple, or who is responsible for them (Bless et al., 2009:58). Weinbach (2005:2) explains evaluation research as “… the systematic use of research methods to make judgements about the effectiveness and the overall merit, worth, or value of some form of practice.”

During recent months South Africa experienced increased service delivery protest actions which were marred by violence and disruption in the delivery of services. Section 152 of the 1996 Constitution requires municipalities to give attention to monitoring and evaluating service delivery performance. As previously mentioned, the primary purpose of this research study was to assess the effectiveness of implementing a “social intervention” such as the LGTAS in monitoring and evaluating service delivery within the NMBM. The aim of evaluation is to determine the value of the fulfilment of objectives, efficiency, effectiveness, impact and sustainability of service delivery and development (Tsatsire, 2008:308).

Dunn (1981:278) states that monitoring is the policy-analytic procedure used to produce information about causes and consequences of public policies. Monitoring as a management tool is the observation or verification of project activities to check if they are proceeding according to plan and whether the resources are being used efficiently and effectively. Therefore, monitoring produces the results that can be used for evaluation. Monitoring and evaluation are different in nature and happen at different stages during the implementation of a programme or project. Evaluation is a careful and systematic retrospective assessment of the design, implementation and results of activities (Dunn, 1981:278). The aim of evaluation is to determine the value of the fulfilment of objectives, efficiency, effectiveness, impact and sustainability of service delivery and development. Evaluation should be useful and enable the incorporation of the lessons learned into the decision making process. Evaluation compares the situation ex-ante and ex-post and analyses the impact (http://www.oecd.org/doc/evaluation).
Monitoring and evaluation are therefore interdependent (Bekink, 2006:490). According to Kreuger and Neuman (2006:291), monitoring the performance of a programme provides feedback on how a programme or series of interventions is operating and to what extent intended objectives are being attained.

4.3.4.1. Programme evaluation: Summative evaluation

According to de Vos et al. (2011:453), programme evaluation was originally focused on measuring attainment of goals and objectives; that is, finding out if a programme “works” or in other words, if it is effective. Since the main aim of this research study was to assess the LGTAS within the NMBM, evaluation research was able to provide the researcher with evidence of the usefulness of the programme (strategy) under discussion. Bless et al. (2009:58) state that evaluation research can furnish evidence of a programme/strategy and in this way a programme/strategy may gain credibility with funding organisations, as well as the community within which it is operating. This is known as summative evaluation. Summative evaluations set out to determine the extent to which programmes and strategies meet their specified aims and objectives (Bless et al., 2009:60). The process of summative evaluation research generally occurs according to the following five steps (Bless et al., 2009:60):

1. Identification of the programme’s aims and objectives
The LGTAS identifies the following outcomes (objectives) that municipalities should aspire to deliver in order to create a healthy local environment in which vulnerable groups are supported and protected:

(a) The provision of household infrastructure and services.
(b) The creation of liveable, integrated and inclusive cities, towns and rural areas.
(c) Local economic development.
(d) Community empowerment and distribution (http://www.cogta.gov.za).

The above mentioned objectives set the benchmark for the Turnaround strategy. The primary purpose of this research study was to assess the effectiveness of the LGTAS of the NMBM in meeting these objectives.
2. Formulation of the aims and objectives in measurable terms

It is pertinent at this stage, that the researcher translates the aims and objectives into observable changes which can be measured in the target community, namely, the Nelson Mandela Bay Municipality.

In order for local municipalities to fulfill their developmental mandate, the government’s priority since 1994 has been to meet the basic needs of the millions of South Africans living in poverty. Government’s target is to ensure that by 2014 all households have access to the minimum standard for each basic service (http://www.info.gov.za). It is possible that current standards and expectations may have to be reviewed and effectiveness and efficiency be monitored based on the objectives identified by government.

Table 5 below depicts the current targets set by the South African government in order to accelerate service delivery to meet basic needs and to promote growth.

<table>
<thead>
<tr>
<th>SECTOR</th>
<th>MINIMUM STANDARD 2014 TARGET</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water.</td>
<td>All households to have access to at least clean piped water 200m from household.</td>
</tr>
<tr>
<td>Sanitation.</td>
<td>All households to have access to at least ventilated pit latrine on site.</td>
</tr>
<tr>
<td>Electricity.</td>
<td>All households to be connected to national grid.</td>
</tr>
<tr>
<td>Refuse Removal.</td>
<td>All households to have access to at least once-a-week refuse removal services.</td>
</tr>
<tr>
<td>Housing.</td>
<td>All existing informal settlements to be formalised with land-use plans for economic and social facilities and with provision of permanent basic services.</td>
</tr>
<tr>
<td>Other (education, health, roads, transport, sports and recreation, street trading, parks, community halls etc.).</td>
<td>Standards for access for all other social, government and economic services must be clearly defined, planned, and where possible implemented by each sector working together with municipalities in the development and implantation of IDP’s.</td>
</tr>
</tbody>
</table>

Table 5: Minimum standards for basic services. (Source: Local Government Turnaround Strategy: Municipal Guidelines, January 2010).
The Eastern Cape Local Government Member of the Executive Council (MEC) has detailed a host of problems and breakthroughs arising from his department’s assistance of the Nelson Mandela Bay Municipality’s “plethora of financial and administrative challenges” (The Herald, 20 April 2013). In the same newspaper article, the MEC further stated that these hosts of problems included:

- There were no technical strategic planning sessions;
- Bad planning leading to the setting of unachievable targets;
- The five-year integrated development plan was not well structured and only represented "a one-year plan";
- There was evidence of under-performance in the mid-year performance report;
- There was proof of the intentional splitting of tenders to avoid competitive bidding process;
- Three quotes were not always obtained in the request for quotation processes in accordance with supply chain management;
- Municipal staff often failed to disclose their business interests; and
- There were "weaknesses around safeguarding of assets".

3. Construction of the instrument of measurement

For the purpose of this research study, the primary research aim was to assess service delivery challenges and trends facing the Nelson Mandela Bay Municipality (NMBM) and whether implementation of a Turnaround Strategy has improved the challenges facing the NMBM. In an article in The New Age newspaper of Tuesday, 1 May 2012, the MEC for Local Government and Traditional Affairs stated that the NMBM Turnaround Strategy is aimed at restoration of confidence in the Nelson Mandela Bay Municipality as a primary service delivery arm of government that is effectively addressing community concerns” (http://www.thenewage.co.za).

4. Designing the evaluation study and data collection

The methods of data collection for this study included a document study and instrumental case study. Legislation, journal articles, newspaper reports and directives to assess the LGTAS, official documents and mass media served as sources of the document study also formed part of the data review and collection.
However, as previously mentioned, a comprehensive questionnaire was the main instrument for purposes of the collection of data.

5. Reporting back
Once the evaluation has been completed, the researcher presents the findings to those responsible for the intervention and interested groups. This must be done in such a way that the methods, results and conclusions of the evaluation is easily understood, even by those with little experience of social research (Bless et al., 2009:62).

4.3.4.2. Programme monitoring

According to Kreuger and Neuman (2006:293), monitoring the performance of a programme or strategy provides feedback on how a programme/strategy or series of interventions is operating and to what extent intended objectives are being attained. All programme/strategy monitoring activities share one goal—programme improvement (Weinbach, 2005:135). As stated above in step 5 of the summative evaluation process, report back is a fundamental step for early identification of problems in service delivery and subsequent improvements thereof. Therefore, programme monitoring is considered an ongoing activity. Responses to this assessment allow problems to be addressed as they are identified ensuring that a successful programme is maintained, timely modifications made, or unworkable or unsuccessful programmes scrapped (de Vos et al., 2011:457-458). Despite monitoring and evaluation being interdependent, they are actually entirely different terms, rely on different methods and have different objectives.

The table below reflects the distinct differences between monitoring and evaluation as identified in the Guide to Principles, Procedures and Working Methods (2003:11).
<table>
<thead>
<tr>
<th>MONITORING</th>
<th>EVALUATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Continuous or periodic.</td>
<td>Episodic <em>ad hoc</em>.</td>
</tr>
<tr>
<td>Programme objectives taken as given.</td>
<td>Programme objectives assessed in relation to higher level goals or to the development problem being solved.</td>
</tr>
<tr>
<td>Pre-defined indicators of progress assumed to be appropriate.</td>
<td>Validity and relevance of pre-defined indicators open to question.</td>
</tr>
<tr>
<td>Tracks of progress against small numbers of pre-defined indicators.</td>
<td>Deals with wide range of issues.</td>
</tr>
<tr>
<td>Focus of intended results.</td>
<td>Identifies both unintended and intended results.</td>
</tr>
<tr>
<td>Data routinely collected.</td>
<td>Multiple sources of data.</td>
</tr>
</tbody>
</table>

**Differences between monitoring and evaluation**

Over the past few years (2005-2010), there have been huge numbers of service delivery protests as a result of community frustrations over the inability of the local sphere of government to provide expected services, or where those services are provided, the quality has not been of a high enough standard (http://www.info.gov.za).

According to Ile, Eresia-Eke & Allen-Ile (2012:13), monitoring and evaluation should contribute to improved governance and this can be achieved through:

(a) Transparency. All findings in monitoring and evaluation processes should be publicly available; however, there may be exceptions when the circumstances are deemed compelling.

(b) Accountability. The use of resources by public officials is open to public scrutiny.

(c) Participation. The voice of the historically advantaged should be heard.

(d) Inclusion. Interest groups traditionally excluded are represented throughout the monitoring and evaluation processes.
The preoccupation of monitoring is to produce information that allows tracking of the performance and in this research study that would refer to the LGTAS. Ile et al. (2012:127) state that there are essentially two types of monitoring, namely:

- **Implementation monitoring**: primarily focuses on ensuring that resources are utilised and activities of a project/programme are undertaken according to a work plan. This kind of monitoring therefore tracks the means, strategies and interventions that are expected to bring about some measure of developmental change in a community. Information for tracking performance in these areas is generally programme-level information obtained internally.

- **Results monitoring**: is concerned with tracking consequent changes in the community that crystallise because project/programme outputs have been realised. To keep track of the changes occurring at the outcomes levels, information must be sourced from the community. Population-level information, as opposed to programme-level information, is required to track performance (Ile et al., 2012:127).

The Turnaround Implementation Plan of the NMBM (See Annexure A) can be regarded as a “work plan” for the purpose of monitoring. According to Ile et al. (2012:127) work plans specifically provide a structure and guide for carrying out planned work and they present a schedule and the details of activities that would be undertaken in order to realise predetermined results or objectives.

Since the main aim of this research study was to assess the LGTAS, with specific reference to the NMBM, both types of monitoring were addressed. In order to conduct and complete this study, the researcher studied and analysed relevant documents as well as administered questionnaires to municipal ward councillors and senior officials in an attempt to gather data to achieve the objectives of the study.

**4.4. DATA COLLECTION**

The rationale for the compilation and distribution of questionnaires was to undertake an assessment of the implementation and existence of the LGTAS, with specific reference to the Nelson Mandela Bay Municipality. According to Willemse (1990:7),
the basic resource necessary for any statistical experiment is data. The quality of the final product depends on the quality of the raw material collected and used. Data can be obtained by making use of a questionnaire; personal interviewing; observation of events as they happen, abstraction, where the sources of information are documents; and postal questionnaires; if the targeted geographical area or number of respondents is large Willemse (1990:8-11). As previously stated, data was collected through self-administered questionnaires administered to fifty one participants from the Nelson Mandela Bay Municipality who comprised of ward councillors and selected senior officials.

According to Hanekom and Brynard (1997:28), four frequently used techniques of data collection are scrutiny of relevant literature, interviews, questionnaires and observation. The data for this study was gathered by means of a document study, literature review and questionnaires.

4.4.1. Document study

Documents are important sources of qualitative research as they provide a historical review of concepts. Ritchie and Lewis (2003:35) explain that documents illuminate deeper meanings which may be revealed by their style and coverage. The following documents were analysed in this study:

- The Local Government Turnaround Strategy, November 2009;
- The Local Government: Municipal Systems Act 32 of 2000;
- The Local Government: Municipal Structures Act 117 of 1998;
- The Nelson Mandela Bay Municipality’s Turnaround Strategy, May 2010;
- The Nelson Mandela Bay Metropolitan Municipality’s, Integrated Development Plan for 2009;
- The Nelson Mandela Bay Metropolitan Municipality’s Profile of Nelson Mandela Bay, 2007;
- The Nelson Mandela Bay Metropolitan Municipality’s State of Nelson Mandela Bay Report, 2009; and
- Relevant newspaper articles relating to the research study.
Since the above mentioned documents were studied and analysed for the purpose of scientific research, they are regarded as official documents. According to de Vos et al. (2011:379), official documents are those that are compiled and maintained on a continuous basis by large organisations such as government institutions and mass media refers to all information that is freely available to the public and to any individual. Documents should be regarded as a form of communication between role-players in organisations intended to achieve organisational goals. Newspaper articles are primarily written with a view to informing the public on issues and challenges facing their municipality. Monitoring of these issues where the history of events or experiences has relevance and where events cannot be studied by direct observation, is a critical aspect of this research study.

As with all data collection techniques, document study has certain advantages and disadvantages. These advantages and disadvantages are briefly explained below as proposed by Bailey (1994:295-298) and Monette et al. (2008:204-206).

4.4.1.1. The advantages of document study

The advantages of document study are:

- **Relatively low cost.** The type of document(s) that is being studied and the distance that needs to be covered in order to obtain the documents is relatively more affordable than, for instance, a comprehensive survey.
- **Non-reactivity.** Unlike surveys or experiments where respondents are aware of the fact that they are being studied, the contents of the documents are thus not affected by the researcher.
- **Inaccessible subjects.** One of the basic advantages of document study is the fact that it is the only method in which the researcher does not need to make personal contact with the respondent/s.

4.4.1.2. The disadvantages of document study

Document study has the following disadvantages:
• *Incompleteness.* Reports, statistical records and historical documents are often incomplete, which means there are gaps in the database that cannot be filled in any other way.

• *Origins of documents.* It is often impossible to ascertain critical factors such as the origin or the date of documents.

• *Lack of availability.* In some fields of study, documents are simply not available because records were never kept. In other cases records were kept, but are classified or inaccessible for security reasons.

### 4.4.2. Literature review

According to Hart (2001:2), a thorough critical evaluation of existing research often leads to new insights by synthesising previously unconnected ideas can provide methods for the collection of data. Hart (2001:2) also states that there are five reasons why a literature search is important when beginning a research study, namely:

- It will help you to identify work that has already been done or in progress that is relevant to your research study;
- It prevents you from duplicating work that has already been done;
- It helps you to avoid some of the pitfalls and errors of previous research;
- It will help you to design the methodology for your project by identifying the key issues and data collection techniques best suited to your topic; and
- It will enable you to find gaps in existing research, thereby giving you a unique topic.

#### 4.4.2.1. The advantages of a literature review

Hart (2001:43) further identifies the following advantages associated with literature reviews:

(a) Literature reviews are versatile. They can be conducted for almost any topic and can provide information either at the overview level or in depth.
(b) Literature reviews are relatively inexpensive and efficient. A large amount of data can be collected quickly at minimal cost.
(c) No scheduling or co ordination is involved. The cooperation of others is not required.
(d) The only resources needed are a good library or online database and a competent reviewer.
(e) Literature reviews can be an excellent first step in a project or study because they can provide a conceptual framework for further planning and study.

4.4.2.2. The disadvantages of a literature review

However, literature reviews also have the following disadvantages:
(a) An effective literature review requires a high level of skill in identifying resources, analysing the sources to identify relevant information and writing a meaningful summary.
(b) Literature reviews are limited to collecting information about what has happened in the past, and usually within the organisations other than the researcher's own workplace. They cannot provide data about current actual behaviour (Hart, 2001:43).

The literature review was integral for the purpose of this research study as it assisted in obtaining a perspective on research findings relevant to the research topic and addressing the research questions as discussed in Chapter 1.

4.4.3. The Questionnaire

Babbie (2007:246) defines a questionnaire as “a document containing questions and or other types of items designed to solicit information appropriate for analysis”. According to Hanekom and Brynard (1997:30), questionnaires allow respondents time to think about the answers to the questions. It is therefore important that the questions in a questionnaire be assembled in a chronological order and should be simple to answer. Leedy (1997: 191) also states that the questionnaire is a tool which is needed to probe the minds or the attitudes, feelings or reactions of men and women.
Saunders et al. (2000:155), state that the layout of a self administered questionnaire must be designed in an attractive manner to encourage the respondents to complete and return the questionnaire.

The empirical study was conducted using a questionnaire developed from the information gathered during the literature review and document study. The results of the questionnaire were then statistically analysed by a statistician from the Nelson Mandela Metropolitan University using the programme Statistica.

The questionnaire, for the purpose of this study was a self-administered questionnaire consisting of closed-ended questions and a SWOT analysis of the Nelson Mandela Bay Municipality Turnaround Strategy. The closed-ended questions ensured that responses would be valid and comparable. Questions were constructed using the Likert Rating Scale format where the respondents were required to tick off boxes marked in numbers from 1 to 5.

**Likert Rating Scale**

Allison, O’ Sullivan, Owen, Rice, Rothwell and Saunders (1996:83) state that the Likert Scale is the most used form of scaled items where the respondent chooses a point on a scale that best represent his/her view. According to Neuman (2003:207), the Likert Rating Scale is used in research in which people express attitudes or other responses in terms of ordinal-level categories (for example, Agree, Disagree) that are ranked along a continuum. Likert Rating Scales usually ask respondents to indicate if they agree or disagree with a statement. The scoring for the scale used in the questionnaire is as follows

1 = STRONGLY DISAGREE  
2 = DISAGREE  
3 = UNDECIDED  
4 = AGREE  
5 = STRONGLY AGREE
Ross and Schnetler, et al (Taylor, 2001:256) state that a questionnaire should also comply with at least the following three objectives:

(a) It should be executed within the ambit of available time and resources;
(b) It should reflect accurate information regarding the research study; and
(c) It should meet the aims of the research.

A covering letter accompanied the questionnaire to explain the purpose of the research, what was expected from the respondents as well as ensuring anonymity and the respondents’ right to privacy. Therefore, all the above mentioned requirements were taken into account when the questionnaire was compiled.

4.4.3.1. Sample population

Hanekom and Brynard (1997:43) state that the population refers to objects, subjects, phenomena, cases, events and activities which the researcher would like to study to identify data. The population is regarded as the entire set from which the individuals or units of the study are chosen. In this research study, the population referred to selected senior level management employees of the Nelson Mandela Bay Municipality including ward councillors.

According to Neuman (2003:224) a target population is the concretely specific large group of many cases from which the researcher draws a sample and to which results from a sample are generalised. A sample comprises elements or a subset of the population considered for actual inclusion in the study, or it can be viewed as a subset of measurements drawn from a population in which we are interested (Unrau, Gabor & Grinnell, 2007:279).

It was decided that a target population comprising of 60 Ward Councillors and 40 senior officials was identified. This group was selected because it is instrumental in decision-making within the municipal government as well as functioning at an administrative and governance level.
The questionnaire utilized in this study (see Annexure 4 & 5), was divided into three main sections, as follows:

**Section A** which required biographical details such as gender, age, educational qualifications and occupational information.

**Section B** which related to attitudes to current development challenges, the ability of local government to render services and promote development and performance monitoring and evaluation of the Local Government Turnaround Strategy in general and the NMBM Turnaround Strategy.

**Section C** which related to opinions on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Local Government Turnaround Strategy.

**4.5. LIMITATIONS OF THE STUDY**

Since the implementation of the LGTAS is relatively new within municipalities, the researcher encountered a shortage of literature relating to this strategy. Despite numerous studies being undertaken on developmental local government, there is currently a void on studies being conducted on the implementation of LGTAS within the NMBM. The researcher relied on an extensive media review as well as legislation documents relevant to the study.

The second limitation of the research study was transferability. It is often argued that a study’s transferability or generalisability to other settings may be problematic (de Vos, 2011:420). Since the researcher focused on the Nelson Mandela Bay Municipality only, the findings of this research study may not easily be transferred to another as there are 283 municipalities in the country and each have different capacities and are faced with different social and economic challenges.

Thirdly, the recent service delivery protests and political instability within the Nelson Mandela Bay, has had an adverse effect on the functionality of the Nelson Mandela Bay Municipality. Not all the selected respondents participated.
Despite the limitations that have been identified, the research study can be utilised amongst municipalities within the same parameters and those municipalities experiencing similar challenges. The data collected in this research can be used to corroborate, elaborate or illuminate future similar research studies.

4.6. CONCLUSION

This chapter provided an outline of the research design, research methodology and research instruments that were implemented in the study. The chapter identified the limitations of the study and acknowledged the importance of the research for future studies.

The following chapter will elaborate on the results of the empirical research findings and provide an analysis of data.
CHAPTER 5: DATA ANALYSIS AND FINDINGS FROM THE EMPIRICAL STUDY

5.1. INTRODUCTION

Chapter 4 discussed the research methodology and the research design of the study. This chapter seeks to present, interpret and analyse the findings from the research based primarily on the literature review and the results that emanated from the empirical study.

This research sought to establish whether the implementation of the Local Government Turnaround Strategy (LGTAS) with specific reference to the Nelson Mandela Bay Municipality (NMBM) would impact on the local sphere of government in the delivery of services and in achieving its developmental mandate given to it in terms of the Constitution of the Republic of South Africa, 1996. The developmental mandate given to local government by the Constitution conferred additional responsibilities on local government. This meant additional expectations by communities, hence the recent (2011-2012) service delivery protests.

An overview of the Nelson Mandela Bay Municipality including the geographical area as well as the origin of the name Nelson Mandela were also explored with the intention of gaining a broader view of the nature of the Nelson Mandela Bay Municipality. The vision and the core values of the Nelson Mandela Bay revealed that they were in line with the legislative prescriptions of a developmental local government.

The significance of the study as well as the key research questions were outlined in Chapter One. Key questions pertaining to the study included the following:

(a) Will the adoption and implementation of the LGTAS within NMBM address the service delivery protests of its communities?
(b) Does the NMBM have the capacity to meet its developmental mandate in the provision of free basic services?
(c) Are senior municipal officials in the NMBM able to provide an oversight function in terms of the objectives of the LGTAS?
(d) Is the LGTAS of the NMBM adequately informed of the pertinent needs of its communities?
This chapter, as previously stated, presents the interpretation of the data collected during the empirical study. Results of the empirical study are analysed in this section in order to achieve the set objectives. The section below provides the result of each statement as presented by respondents in terms of figures and percentage and inferences are also drawn of the responses.

### 5.2. INTERPRETATION OF THE EMPIRICAL SURVEY AND FINDINGS OF THE STUDY

As previously stated, a questionnaire was distributed to senior municipal officials as well as ward councillors. The main objective regarding the compilation and distribution of the questionnaire was to undertake an assessment of the implementation of the LGTAS, with specific reference to the Nelson Mandela Bay Municipality. The interpretation of the research findings is divided into three sections, namely Section A, B and C and are illustrated using the bar and pie chart followed by a brief interpretation of each response. Since both senior officials and ward councillors participated in this empirical study, their responses will be analysed separately. The sample group for ward councillors comprised of 60 participants and 24 questionnaires were completed representing a participation rate of 40%. The senior officials comprised of 40 senior officials and 27 questionnaires were completed, thereby representing a participation rate of 68%.

#### 5.2.1. WARD COUNCILLORS’ RESPONSES

**SECTION A: BIOGRAPHICAL DATA**

The biographical data of the respondents are shown in the frequency tables below. This information is also displayed in pie charts.

The frequency table below indicate the ages of the respondents. This information is further plated on a pie chart.
According to the figures above, 24% of the respondents were above the age of 56 years and 38% were between the ages of 35 and 55 years. This distribution is therefore indicative of a balanced age group where no one particular group dominated.

Respondents according to gender are reflected by the table and pie chart below.
Frequency table: A2: Gender profile

TABLE II

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>20</td>
<td>83%</td>
</tr>
<tr>
<td>Female</td>
<td>4</td>
<td>17%</td>
</tr>
</tbody>
</table>

CHART II

The gender percentage distribution of the responses of the ward councillors is 83% male and 17% female. It is therefore inferred from the above statistics that a male dominated arena is prevalent.
Frequency table: A3: Education level

The frequency distribution table and pie chart below illustrate respondents according to their education levels.

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;Grade 12</td>
<td>13</td>
<td>54%</td>
</tr>
<tr>
<td>Grade 12</td>
<td>1</td>
<td>4%</td>
</tr>
<tr>
<td>Cert/Dip/Degree</td>
<td>10</td>
<td>42%</td>
</tr>
</tbody>
</table>

The diagrammes above reflect that 58% of the respondents had grade 8 to 12 and 42% of the respondents had acquired a senior certificate, diploma or degree.

The frequency table below indicate respondents according to occupational status.
**Frequency table: A4: Occupational status**

**TABLE IV**

<table>
<thead>
<tr>
<th>Status</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ward Councillor</td>
<td>24</td>
<td>47%</td>
</tr>
<tr>
<td>Senior Official</td>
<td>27</td>
<td>53%</td>
</tr>
</tbody>
</table>

**CHART IV**

![Pie chart showing 47% for Ward Councillor and 53% for Senior Official]

The frequency table and pie chart above reflect that 47% of the respondents were ward councillors while 53% of the respondents were senior officials.

A frequency table and pie chart below indicate the number of years respondents have been with the Nelson Mandela Bay Municipality.
Frequency table A5: Length of service

TABLE V

<table>
<thead>
<tr>
<th>Service</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-4 Years</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>5-9 Years</td>
<td>13</td>
<td>54%</td>
</tr>
<tr>
<td>10-19 Years</td>
<td>5</td>
<td>21%</td>
</tr>
</tbody>
</table>

CHART IV

The distribution of years of service determined in percentages reflects ward councillors with 5 to 9 years of service at NMBM is 54% and only 21% with more than 10 years of service.

Central to the interpretation of research findings are the following concepts:

5.2.2. The Mean

This is also known as the *average*. This is the total of the values obtained is divided by the number of observations (Bryman, 2012:709).
5.2.3. Standard deviation (S.D.)

Standard deviation is a measure of dispersion around the mean (Bryman, 2012:717). It refers to how spread out the values are. Standard deviation is a number used to tell how measurements for a group are spread out from the average (mean), or expected value. A low standard deviation means that most of the numbers are very close to the average. A high standard deviation means that the numbers are spread out (http://www.simple.wikipedia.org).

### TABLE VI DESCRIPTIVE STATISTICS FOR RESPONSES FROM WARD COUNCILLORS TO SECTION B

<table>
<thead>
<tr>
<th></th>
<th>Mean</th>
<th>S.D.</th>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Undecided</th>
<th>Agree</th>
<th>Strongly agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>B09</td>
<td>3.29</td>
<td>0.86</td>
<td>0 0%</td>
<td>6 25%</td>
<td>5 21%</td>
<td>13 54%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B10</td>
<td>2.46</td>
<td>0.66</td>
<td>0 0%</td>
<td>15 63%</td>
<td>7 29%</td>
<td>2 8%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B17</td>
<td>2.21</td>
<td>0.51</td>
<td>1 4%</td>
<td>17 71%</td>
<td>6 25%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B18</td>
<td>1.96</td>
<td>0.46</td>
<td>3 13%</td>
<td>19 79%</td>
<td>2 8%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B16</td>
<td>1.92</td>
<td>0.50</td>
<td>4 17%</td>
<td>18 75%</td>
<td>2 8%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B02</td>
<td>1.92</td>
<td>0.58</td>
<td>5 21%</td>
<td>16 67%</td>
<td>3 13%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B07</td>
<td>1.92</td>
<td>0.65</td>
<td>6 25%</td>
<td>14 58%</td>
<td>4 17%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B06</td>
<td>1.92</td>
<td>0.88</td>
<td>8 33%</td>
<td>12 50%</td>
<td>2 8%</td>
<td>2 8%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B14</td>
<td>1.88</td>
<td>0.61</td>
<td>0 0%</td>
<td>0 0%</td>
<td>3 13%</td>
<td>15 63%</td>
<td>6 25%</td>
</tr>
<tr>
<td>B15</td>
<td>1.88</td>
<td>0.54</td>
<td>5 21%</td>
<td>17 71%</td>
<td>2 8%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B04</td>
<td>1.88</td>
<td>0.61</td>
<td>6 25%</td>
<td>15 63%</td>
<td>3 13%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B20</td>
<td>1.88</td>
<td>0.61</td>
<td>6 25%</td>
<td>15 63%</td>
<td>3 13%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B19</td>
<td>1.79</td>
<td>0.51</td>
<td>6 25%</td>
<td>17 71%</td>
<td>1 4%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B08</td>
<td>1.79</td>
<td>0.59</td>
<td>7 29%</td>
<td>15 63%</td>
<td>2 8%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B03</td>
<td>1.75</td>
<td>0.44</td>
<td>6 25%</td>
<td>18 75%</td>
<td>0 0%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B13</td>
<td>1.71</td>
<td>0.62</td>
<td>9 38%</td>
<td>13 54%</td>
<td>2 8%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B11</td>
<td>1.63</td>
<td>0.49</td>
<td>9 38%</td>
<td>15 63%</td>
<td>0 0%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B12</td>
<td>1.63</td>
<td>0.71</td>
<td>12 50%</td>
<td>9 38%</td>
<td>3 13%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B05</td>
<td>1.58</td>
<td>0.58</td>
<td>11 46%</td>
<td>12 50%</td>
<td>1 4%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B01</td>
<td>1.29</td>
<td>0.46</td>
<td>0 0%</td>
<td>0 0%</td>
<td>0 0%</td>
<td>7 29%</td>
<td>17 71%</td>
</tr>
</tbody>
</table>
SECTION B: WARD COUNCILLORS’ RESPONSES

In this section, questionnaire responses are presented by means of frequency tables. The mean and standard deviation for each statement is reflected beneath the frequency table.

B1. A lack of basic service delivery by the municipality is the primary cause for the recent violent service delivery protest action

TABLE B1

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Neutral</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Agree</td>
<td>7</td>
<td>29%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>17</td>
<td>71%</td>
</tr>
</tbody>
</table>

Mean = 1.29 S.D. = 0.46

All of the respondents (100%) agreed that the recent violent service delivery protest action was fuelled by a lack of basic service delivery by the municipality. This means that 29% agreed and 71% strongly agreed. The Constitution of the Republic of South Africa, 1996, stipulates that municipalities must ensure that citizens have access to basic services. Municipalities must provide, *inter alia*, provision of water, electricity and gas, disposal of sewerage and refuse and municipal health services.

Section 152 of the Constitution of the Republic of South Africa of 1996, set the objects of local government as:

(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 organizations in matters of local government.”
B2. The recent service delivery protest action was fuelled by political motives and not because of a lack of basic service delivery by the municipality

**TABLE B2**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>5</td>
<td>21%</td>
</tr>
<tr>
<td>Disagree</td>
<td>16</td>
<td>67%</td>
</tr>
<tr>
<td>Undecided</td>
<td>3</td>
<td>13%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.92 S.D. = 0.58

88% of the respondents refuted the statement that the recent service delivery protest action was fuelled by political motives and not because of a lack of basic service delivery by the municipality, while 13% of the respondents remained undecided. These results confer with Statement B1 where all the respondents agreed that the recent violent service delivery protest action was fuelled by a lack of basic service delivery by the municipality.

B3. The municipality has sufficient capacity to deliver adequate basic services to its communities

**TABLE B3**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>Disagree</td>
<td>18</td>
<td>75%</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.74 S.D. = 0.44

The survey responses indicate that 100% either strongly disagreed or disagreed with the statement that the municipality has sufficient capacity to deliver adequate basic services to its communities.
The responses to this statement indicate that all respondents identify that there is a need to improve the capacity of the NMBM.

**B4. Communities in the Nelson Mandela bay (NMB) metropole are well informed about municipal matters that affect their respective wards**

**TABLE B4**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>Disagree</td>
<td>15</td>
<td>63%</td>
</tr>
<tr>
<td>Undecided</td>
<td>3</td>
<td>13%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.88 S.D. = 0.61

The result indicates that the majority of the respondents (88%) strongly disagreed and disagreed with the statement; while 13% were undecided.

The above result indicates that there is a lack of communication between communities of the NMB metropole about municipal matters that affective their respective wards.

**B5. Implementation of the municipality’s turnaround strategy has had a positive impact on service delivery protest action**

**TABLE B5**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>11</td>
<td>46%</td>
</tr>
<tr>
<td>Disagree</td>
<td>12</td>
<td>50%</td>
</tr>
<tr>
<td>Undecided</td>
<td>1</td>
<td>4%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.58 S.D. = 0.58

Altogether 96% of the respondents either disagreed or strongly disagreed with the statement; while 4% remained undecided.
The high number of negative responses to the statement is an indication that despite the introduction and implementation of the municipality's turnaround strategy, service delivery protest action still remains rife.

**B6. There are no potential challenges that could hamper effective implementation of the municipality's turnaround strategy**

**TABLE B6**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>8</td>
<td>33%</td>
</tr>
<tr>
<td>Disagree</td>
<td>12</td>
<td>50%</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Agree</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.92 S.D. = 0.88

Altogether 83% of the respondents either disagreed or strongly disagreed with the statement; 8% were undecided, while 8% agreed.

An analysis of responses indicates that the majority believe that there are potential challenges that could hamper the effective implementation of the municipality's turnaround strategy.

**B7. Ward Councillors are generally aware of the provisions contained in the Local Government Turnaround Strategy (LGTAS) approved by the South African Cabinet in December 2009**

**TABLE B7**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>Disagree</td>
<td>14</td>
<td>58%</td>
</tr>
<tr>
<td>Undecided</td>
<td>4</td>
<td>17%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.92 S.D. = 0.65
The results indicate that there is a lack of awareness of the provisions contained in the LGTAS amongst ward councillors. Altogether 83% of the respondents either disagreed or strongly disagreed with the statement; while 17% were undecided.

**B8. Ward Councillors are generally aware of the provisions contained in the municipality’s Turnaround Strategy**

**TABLE B8**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>7</td>
<td>29%</td>
</tr>
<tr>
<td>Disagree</td>
<td>15</td>
<td>63%</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.79 S.D. = 0.59

Altogether 92% of the respondents either disagreed or strongly disagreed with the statement; while 8% remain undecided. The responses of the Statement B7 and B8 indicate a serious lack of awareness of the provisions contained in the municipality’s Turnarou nd Strategy.

**B9. Ward Councillors understand their role and responsibilities in terms of the implementation of the LGTAS**

**TABLE B9**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>Undecided</td>
<td>5</td>
<td>21%</td>
</tr>
<tr>
<td>Agree</td>
<td>13</td>
<td>54%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.29 S.D. = 0.86

Altogether 54% of the respondents agreed; 21% were undecided; while 25% disagreed. Despite the responses in Statements B7 and B8, the above result indicates that more than half of the respondents agreed that they understood their
role and responsibilities in terms of the implementation of the LGTAS. This implies that the majority of the ward councillors suggested that they had a proper understanding of their roles and responsibilities.

B10. There is a general sense of commitment by the political leadership and bureaucracy of the NMBM to fully support the municipality's turnaround strategy

TABLE B10

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>15</td>
<td>63%</td>
</tr>
<tr>
<td>Undecided</td>
<td>7</td>
<td>29%</td>
</tr>
<tr>
<td>Agree</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 2.46 S.D. = 0.66

Only 8% of the respondents agreed, 29% were undecided; while 63% strongly disagreed with this statement.

The majority of the respondents did not support the statement and this is an indication for an urgent need for the Nelson Mandela Bay Municipality to develop a comprehensive response to deal with political leadership and bureaucracy who do not fully support the municipality’s turnaround strategy.

B11. Ward Councillors receive adequate and technical support from the Municipality to enable them to achieve the objectives identified in the Local Government Turnaround Strategy

TABLE B11

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>9</td>
<td>38%</td>
</tr>
<tr>
<td>Disagree</td>
<td>15</td>
<td>63%</td>
</tr>
<tr>
<td>Undecided</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.63 S.D. = 0.49
All the respondents (100%) disagreed with this statement. 63% of the respondents disagreed while 38% strongly disagreed.

In addition to the analysis under Statement B10, the NMBM should urgently put in place managerial and other development (technical) programmes that will equip ward councillors with the necessary skills to enable them to achieve the objectives of the LGTAS.

**B12. Ward councillors were adequately consulted in the drafting of the municipality’s turnaround strategy**

**TABLE B12**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>12</td>
<td>50%</td>
</tr>
<tr>
<td>Disagree</td>
<td>9</td>
<td>38%</td>
</tr>
<tr>
<td>Undecided</td>
<td>3</td>
<td>13%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.63 S.D. = 0.71

Altogether 88% of the respondents either disagreed or strongly disagreed with the statement; while 13% remain undecided.

The high number of negative responses to the statement is an indication that the ward councillors were not adequately consulted in the drafting of the municipality’s turnaround strategy.

**B13. The strategic objectives of the NMBM turnaround strategy are periodically assessed and reviewed by the municipality**

**TABLE B13**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>9</td>
<td>38%</td>
</tr>
<tr>
<td>Disagree</td>
<td>13</td>
<td>54%</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.71 S.D. = 0.62
It is imperative that with the implementation of the NMBM turnaround strategy, routine assessment has to be undertaken during the stipulated review periods.

Altogether 92% of the respondents either disagreed or strongly disagreed with the statement, while 8% remain undecided.

The high number of negative responses to the statement is an indication that the NMBM needs to assess and review the strategic objectives of the municipal turnaround strategy on a regular basis.

**B14. Communities in Nelson Mandela Bay are not well informed about the developmental role of local government (municipality)**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Undecided</td>
<td>3</td>
<td>13%</td>
</tr>
<tr>
<td>Agree</td>
<td>15</td>
<td>63%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>6</td>
<td>25%</td>
</tr>
</tbody>
</table>

Mean = 1.88 S.D. = 0.61

The result indicates that the majority of the respondents (88%) agreed with the statement; while 13% were undecided.

The new system of developmental local government is constitutionally embedded in residents. Communities should be informed about the standard of services that will be delivered to them and should there be any deviation from these standards, the municipality should be accountable to communities.

The Local Government: Municipal Systems Act 32 of 2000 requires municipalities to give priority to the basic needs of the local community, promote its development, and ensure that all residents have access to at least the minimum level of basic services.

**B15. The NMBM has developed adequate policies and strategies for the purpose of promoting public consultation and participation within the metro**
TABLE B15

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>5</td>
<td>21%</td>
</tr>
<tr>
<td>Disagree</td>
<td>17</td>
<td>71%</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.88 S.D. = 0.54

Altogether 92% of the respondents either disagreed or strongly disagreed with the statement, while 8% remain undecided.

Responses to Statement B13 indicate that the majority of the respondents disagree with the statements that the NMBM turnaround strategy is reviewed periodically and that the municipality has developed adequate policies and strategies for the purpose of promoting public participation within the metro.

B16. The NMBM’s Integrated Development Plan makes adequate provision for enhanced service delivery in terms of the municipality’s turnaround strategy

TABLE B16

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>4</td>
<td>17%</td>
</tr>
<tr>
<td>Disagree</td>
<td>18</td>
<td>75%</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.92 S.D. = 0.50

Altogether 93% of the respondents either strongly disagreed or disagreed; while 8% were undecided.

The result indicates that, according to ward councillors, the NMBM’s Integrated Development Plan does not make adequate provision for enhanced service delivery in terms of the municipality’s turnaround strategy.

According to the Local Government Bulletin (November/December 2012:15), IDPs suffer from a number of shortcomings which include the following:

(a) Poor quality and unrealistic development objectives
(b) Lack of inter-governmental co-ordination, as IDPs do not talk to provincial and national plans.

(c) IDPs have not been able to alter past planning methods, especially spatial planning and socio-economic inequalities (http://www.dplg.gov.za).

**B17. The NMBM's turnaround strategy provides a detailed overview on strategies to improve the quality of basic services to its communities.**

<table>
<thead>
<tr>
<th>TABLE B17</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>1</td>
<td>4%</td>
</tr>
<tr>
<td>Disagree</td>
<td>17</td>
<td>71%</td>
</tr>
<tr>
<td>Undecided</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 2.21 S.D. = 0.51

The result indicates that the majority of the respondents (75%) disagreed with the statement; while 25% were undecided.

Responses to Statements B13 and B15 are congruent with the responses indicated above. If the NMBM’s turnaround strategy is not reviewed periodically and adequate policies and procedures are not developed, a detailed overview on strategies to improve the quality of basic services to its communities cannot be provided.

**B18. The NMBM has set performance management standards in order to monitor the implementation of its turnaround strategy.**

<table>
<thead>
<tr>
<th>TABLE B18</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>3</td>
<td>13%</td>
</tr>
<tr>
<td>Disagree</td>
<td>19</td>
<td>79%</td>
</tr>
<tr>
<td>Undecided</td>
<td>2</td>
<td>8%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.96 S.D. = 0.46
Performance management standards need to be implemented in order to monitor if the turnaround strategy is implemented effectively and address any challenges that may require intervention.

The results indicate that the majority of the respondents (92%) disagreed with the statement; while 8% were undecided. The high number of negative responses to the statement is an indication that the performance management standards with regard to the municipal turnaround strategy are not practiced within the NMBM.

**B19. There is a division in place in the NMBM to promote the LGTAS**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>Disagree</td>
<td>17</td>
<td>71%</td>
</tr>
<tr>
<td>Undecided</td>
<td>1</td>
<td>4%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.79 S.D. = 0.51

Altogether 96% of the respondents disagreed with the statement; while 4% remain undecided. This indicates strongly the fact that a division needs to be created with the NMBM to promote the LGTAS.

**B20. The Nelson Mandela Bay Municipality has adopted measures to ensure the effectiveness and efficiency of the implementation of the Turnaround Strategy in order to improve service delivery**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>6</td>
<td>25%</td>
</tr>
<tr>
<td>Disagree</td>
<td>15</td>
<td>63%</td>
</tr>
<tr>
<td>Undecided</td>
<td>3</td>
<td>13%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.88 S.D. = 0.61

The results indicate that there is a lack of internal control measures to ensure the effectiveness and efficiency of the implementation of the turnaround strategy.
Altogether 88% of the respondents either disagreed or strongly disagreed with the statement; while 13% were undecided.

5.2.4. SENIOR OFFICIALS RESPONSES

SECTION A: BIOGRAPHICAL DATA

The biographical data of the respondents are shown in the frequency tables below. This information is also displayed in pie charts.

The frequency table below indicate the ages of the respondents. This information is further plated on a pie chart.

Frequency table: A1: Age group

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>36-45</td>
<td>13</td>
<td>48%</td>
</tr>
<tr>
<td>46-55</td>
<td>5</td>
<td>19%</td>
</tr>
<tr>
<td>56+</td>
<td>9</td>
<td>33%</td>
</tr>
</tbody>
</table>

CHART I
48% of the respondents are between the ages of 36-45 years; 19% are between the ages 46-55 years, while 33% are 56 years and above. It can therefore be deduced that the municipality has a bigger percentage of older senior officials. This poses a threat to the municipality as the senior officials and personnel within the 56+ years age group will retire soon and this could imply that the municipality will be losing experienced personnel.

**Frequency table: A2. Gender profile**

<table>
<thead>
<tr>
<th>Category</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>15</td>
<td>56%</td>
</tr>
<tr>
<td>Female</td>
<td>12</td>
<td>44%</td>
</tr>
</tbody>
</table>

56% of the respondents were males, and 44% females. The above statistics can also be interpreted as indicating the *status quo* with regard to gender representation within the senior management echelon of the Nelson Mandela Metropolitan Municipality where the top senior officials posts are still dominated by males.
The percentage distribution of educational qualification of the senior officials is as follows:

41% of the respondents had less than Grade 12 on an academic level, while 33% had either a diploma, degree or post degree qualification. 26% of the respondents had Grade 12.

This indicates that there is a need to train senior officials and improve their general understanding of local government systems and processes, thereby placing them in a better position to ensure effectiveness and efficiency in service delivery.
Frequency table: A4: Occupational status

TABLE IV

<table>
<thead>
<tr>
<th>Status</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior official</td>
<td>27</td>
<td>53%</td>
</tr>
<tr>
<td>Ward Councillor</td>
<td>24</td>
<td>47%</td>
</tr>
</tbody>
</table>

CHART IV

The frequency table and pie chart above reflect that 53% of the respondents consisted of senior officials and 47% consisted of ward councillors.

A frequency table and pie chart below indicate the number of years respondents have been with the Nelson Mandela Bay Municipality.
Frequency table A5: Length of service

TABLE V

<table>
<thead>
<tr>
<th>Service</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-4 Years</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>5-9 Years</td>
<td>10</td>
<td>37%</td>
</tr>
<tr>
<td>10-19 Years</td>
<td>11</td>
<td>41%</td>
</tr>
</tbody>
</table>

CHART V

Within the NMBM, 41% of the respondents have been with the department for more than ten years, 37% of the respondents have been with the department for between five to nine years and 22% have been with the department for less than 5 years. Therefore, in total, 59% of the respondents have been employed within the NMBM, for less than 10 years.

The possible reasons for this might be related to internal factors such as the quality of decision-making by local government councillors and the absence of a full-time Municipal Manager within the NMBM.
TABLE VI: DESCRIPTIVE STATISTICS FOR RESPONSES FROM SENIOR OFFICIALS TO SECTION B

<table>
<thead>
<tr>
<th></th>
<th>Mean</th>
<th>S.D.</th>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Undecided</th>
<th>Agree</th>
<th>Strongly agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>B17</td>
<td>3.78</td>
<td>0.64</td>
<td>0 0%</td>
<td>1 4%</td>
<td>6 22%</td>
<td>18 67%</td>
<td>2 7%</td>
</tr>
<tr>
<td>B16</td>
<td>3.70</td>
<td>0.54</td>
<td>0 0%</td>
<td>1 4%</td>
<td>6 22%</td>
<td>20 74%</td>
<td>0 0%</td>
</tr>
<tr>
<td>B05</td>
<td>3.63</td>
<td>0.49</td>
<td>0 0%</td>
<td>10 37%</td>
<td>17 63%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B07</td>
<td>3.30</td>
<td>0.78</td>
<td>5 19%</td>
<td>9 33%</td>
<td>13 48%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B10</td>
<td>3.22</td>
<td>0.80</td>
<td>6 22%</td>
<td>9 33%</td>
<td>12 44%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B15</td>
<td>3.19</td>
<td>0.79</td>
<td>6 22%</td>
<td>10 37%</td>
<td>11 41%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B08</td>
<td>3.19</td>
<td>0.88</td>
<td>8 30%</td>
<td>6 22%</td>
<td>13 48%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B13</td>
<td>3.11</td>
<td>0.80</td>
<td>7 26%</td>
<td>10 37%</td>
<td>10 37%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B11</td>
<td>3.11</td>
<td>0.85</td>
<td>8 30%</td>
<td>8 30%</td>
<td>11 41%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B12</td>
<td>3.07</td>
<td>0.87</td>
<td>9 33%</td>
<td>7 26%</td>
<td>11 41%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B18</td>
<td>3.07</td>
<td>0.92</td>
<td>10 37%</td>
<td>5 19%</td>
<td>12 44%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B09</td>
<td>2.85</td>
<td>0.99</td>
<td>14 52%</td>
<td>4 15%</td>
<td>8 30%</td>
<td>1 4%</td>
<td></td>
</tr>
<tr>
<td>B20</td>
<td>2.81</td>
<td>0.88</td>
<td>13 48%</td>
<td>6 22%</td>
<td>8 30%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B19</td>
<td>2.78</td>
<td>0.85</td>
<td>13 48%</td>
<td>7 26%</td>
<td>7 26%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B02</td>
<td>2.48</td>
<td>0.70</td>
<td>17 63%</td>
<td>7 26%</td>
<td>3 11%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B03</td>
<td>2.44</td>
<td>0.80</td>
<td>14 52%</td>
<td>8 30%</td>
<td>3 11%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B04</td>
<td>2.26</td>
<td>0.98</td>
<td>12 44%</td>
<td>5 19%</td>
<td>4 15%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B01*</td>
<td>2.00</td>
<td>0.73</td>
<td>0 0%</td>
<td>7 26%</td>
<td>13 48%</td>
<td>0 0%</td>
<td></td>
</tr>
<tr>
<td>B14*</td>
<td>1.85</td>
<td>0.66</td>
<td>0 0%</td>
<td>4 15%</td>
<td>15 56%</td>
<td>8 30%</td>
<td></td>
</tr>
<tr>
<td>B06</td>
<td>1.85</td>
<td>0.60</td>
<td>17 63%</td>
<td>3 11%</td>
<td>0 0%</td>
<td>0 0%</td>
<td></td>
</tr>
</tbody>
</table>

SECTION B: SENIOR OFFICIALS RESPONSE

In this section, questionnaire responses are presented by means of frequency tables. The mean and standard deviation for each statement is reflected beneath the frequency table.
B1. A lack of basic service delivery by the municipality is the primary cause for the recent violent service delivery protest action

**TABLE B1**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Undecided</td>
<td>7</td>
<td>26%</td>
</tr>
<tr>
<td>Agree</td>
<td>13</td>
<td>48%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>7</td>
<td>26%</td>
</tr>
</tbody>
</table>

Mean = 2.00 S.D. = 0.73

Altogether 74% of the respondents either agreed or strongly agreed with the statement; while 26% remain undecided.

The relatively high percentage of undecided respondents (26%) may indicate that the lack of basic service delivery is not the primary reason for the violent protest action.

Despite the Housing Turnaround Plan, which was implemented with effect from February 2009 within the Nelson Mandela Bay Municipality, the findings confirm the report that at the end of the 2008/2009 financial year, it was reported that within the Nelson Mandela Bay “there was a housing crisis in the province of monumental proportion” (http://www.dabisho.org.za).

It can be inferred that there will service delivery protest action will be ongoing, unless there is an improvement in the basic service delivery by the Municipality.
B2. The recent service delivery protest action was fuelled by political motives and not because of a lack of basic service delivery by the municipality

**TABLE B2**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>17</td>
<td>63%</td>
</tr>
<tr>
<td>Undecided</td>
<td>7</td>
<td>26%</td>
</tr>
<tr>
<td>Agree</td>
<td>3</td>
<td>11%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 2.48 S.D. = 0.70

Although the larger number of respondents (63%) did not agree with the statement, the fact that 11% agreed and 26% remain undecided, is equally worrying, indicating that there is indeed a need to look deeper into these protests and its causes so as to develop long-lasting responses.

B3. The municipality has sufficient capacity to deliver adequate basic services to its communities

**TABLE B3**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>2</td>
<td>7%</td>
</tr>
<tr>
<td>Disagree</td>
<td>14</td>
<td>52%</td>
</tr>
<tr>
<td>Undecided</td>
<td>8</td>
<td>30%</td>
</tr>
<tr>
<td>Agree</td>
<td>3</td>
<td>11%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 2.44 S.D. = 0.80

The result indicates that only 11% of the respondents supported the statement; 59% responded negatively; while 30% were undecided.

The responses to this statement indicate that the capacity to deliver effective and adequate services is a problem within the NMBM and therefore adequate training and proper programme implantation are recommended.
B4. Communities in the Nelson Mandela bay (NMB) metropole are well informed about municipal matters that affect their respective wards

TABLE 4

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>Disagree</td>
<td>12</td>
<td>44%</td>
</tr>
<tr>
<td>Undecided</td>
<td>5</td>
<td>19%</td>
</tr>
<tr>
<td>Agree</td>
<td>4</td>
<td>15%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 2.26 S.D. = 0.98

This result indicates that only 15% of the respondents agreed with the statement; 66% disagreed and strongly disagreed; while 19% were undecided.

The above responses indicate that there is a lack of communication between municipalities and local communities.

B5. Implementation of the municipality’s turnaround strategy has had a positive impact on service delivery protest action

TABLE 5

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Undecided</td>
<td>10</td>
<td>37%</td>
</tr>
<tr>
<td>Agree</td>
<td>17</td>
<td>63%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.63 S.D. = 0.49

The majority of the respondents (63%) agreed with the statement; 37% were undecided; while none of the respondents disagreed with the statement.

Responses to Statements B1 and B3 indicate that the majority of the respondents agreed that while local government was confronted by many challenges, the implementation of the municipality’s turnaround strategy has had a positive impact on service delivery protest action.
B6. There are no potential challenges that could hamper effective implementation of the municipality's turnaround strategy

TABLE 6

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>7</td>
<td>26%</td>
</tr>
<tr>
<td>Disagree</td>
<td>17</td>
<td>63%</td>
</tr>
<tr>
<td>Undecided</td>
<td>3</td>
<td>11%</td>
</tr>
<tr>
<td>Agree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 1.85 S.D. = 0.60

Altogether 89% of the respondents either strongly disagreed or disagreed; while 11% were undecided.

The responses indicate that inasmuch as the turnaround strategy has provided a framework for local government, there are still challenges that could hamper effective implementation thereof.

B7. Senior officials are generally aware of the provisions contained in the Local Government Turnaround Strategy (LGTAS) approved by the South African Cabinet in December 2009

TABLE 7

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>5</td>
<td>19%</td>
</tr>
<tr>
<td>Undecided</td>
<td>9</td>
<td>33%</td>
</tr>
<tr>
<td>Agree</td>
<td>13</td>
<td>48%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.30 S.D. = 0.78

The results indicate that 48% of the respondents agreed; 19% disagreed; while 33% were undecided.

The high % of respondents who remained undecided indicates that the introduction of the LGTAS is still in its infantile stages and many respondents chose to remain neutral in their responses.
B8. Senior officials are generally aware of the provisions contained in the municipality's Turnaround Strategy

TABLE 8

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>8</td>
<td>30%</td>
</tr>
<tr>
<td>Undecided</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>Agree</td>
<td>13</td>
<td>48%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.19 S.D. = 0.88

A similar question was directed to the ward councillors, to determine if they were aware of the provisions contained in the municipality’s Turnaround Strategy.

Altogether 48% of the respondents agreed; 22% were undecided; while 30% agreed with the statement.

B9. Senior officials understand their role and responsibilities in terms of the implementation of the LGTAS

TABLE 9

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>14</td>
<td>52%</td>
</tr>
<tr>
<td>Undecided</td>
<td>4</td>
<td>15%</td>
</tr>
<tr>
<td>Agree</td>
<td>8</td>
<td>30%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>1</td>
<td>4%</td>
</tr>
</tbody>
</table>

Mean = 2.85 S.D. = 0.99

The results indicate that there is a lack of understanding roles and responsibilities in terms of the implementation of the LGTAS amongst senior officials.

Altogether 52% of the respondents disagreed; 15% were undecided; 30% agreed while 4% strongly agreed with the statement. The majority of the senior officials whom responded have therefore indicated that they disagree with the statement.
B10. There is a general sense of commitment by the political leadership and bureaucracy of the NMBM to fully support the municipality's turnaround strategy.

**TABLE 10**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>Undecided</td>
<td>9</td>
<td>33%</td>
</tr>
<tr>
<td>Agree</td>
<td>12</td>
<td>44%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.22  S.D. = 0.80

Altogether 52% of the respondents disagreed; 15% were undecided; 30% agreed while 4% strongly agreed with the statement.

The high % of respondents who remained undecided indicates that the commitment by the political leadership and bureaucracy of the NMBM is not transparent enough in its endeavours to support the municipality’s turnaround strategy for senior officials to agree or disagree.

B11. Senior officials receive adequate and technical support from the Municipality to enable them to achieve the objectives identified in the Local Government Turnaround Strategy

**TABLE 11**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>8</td>
<td>30%</td>
</tr>
<tr>
<td>Undecided</td>
<td>8</td>
<td>30%</td>
</tr>
<tr>
<td>Agree</td>
<td>11</td>
<td>41%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.11  S.D. = 0.85

41% of the respondents agreed that they received sufficient administrative and technical support from the Municipality, whereas 30% did not agree with the statement.
A high % of respondents (30%) remained undecided and this correlates with the findings of Statement B10.

**B12. Senior officials were adequately consulted in the drafting of the municipality’s turnaround strategy**

**TABLE 12**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>9</td>
<td>33%</td>
</tr>
<tr>
<td>Undecided</td>
<td>7</td>
<td>26%</td>
</tr>
<tr>
<td>Agree</td>
<td>11</td>
<td>41%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.07 S.D. = 0.87

Altogether 33% of the respondents disagreed; 26% were undecided; while 41% agreed with the statement.

Since 41% of the respondents agreed and 26% remain undecided that they were adequately consulted in the drafting of the municipality’s turnaround strategy, is an indication that the municipality attempts to involve all echelons of management in decision-making.

**B13. The strategic objectives of the NMBM turnaround strategy are periodically assessed and reviewed by the municipality**

**TABLE 13**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>7</td>
<td>26%</td>
</tr>
<tr>
<td>Undecided</td>
<td>10</td>
<td>37%</td>
</tr>
<tr>
<td>Agree</td>
<td>10</td>
<td>37%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.11 S.D. = 0.80

According to the Municipal Systems Act 32 of 2000 service delivery mechanisms and standards should be regularly reviewed with the intention of improving and extending them.
Altogether 26% of the respondents disagreed; 37% were undecided; and 37% agreed with the statement.

The high % of respondents who remained undecided (37%) indicates the senior that there is a lack of transparency and communication with senior officials when the strategic objectives of the NMBM turnaround strategy are assessed and reviewed.

**B14. Communities in Nelson Mandela Bay are not well informed about the developmental role of local government (municipality)**

**TABLE 14**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Undecided</td>
<td>4</td>
<td>15%</td>
</tr>
<tr>
<td>Agree</td>
<td>15</td>
<td>56%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>8</td>
<td>30%</td>
</tr>
</tbody>
</table>

Mean = 1.85 S.D. = 0.66

The majority of the respondents supported the statement. Only 15% were undecided; 56% agreed; while 30% strongly agreed.

Communities have the right to participate in municipal decision-making processes. The above result indicates that altogether (86%) of the respondents agreed that are not well informed about the developmental role of local government.

**B15. The NMBM has developed adequate policies and strategies for the purpose of promoting public consultation and participation within the metro**

**TABLE 15**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>Neutral</td>
<td>10</td>
<td>37%</td>
</tr>
<tr>
<td>Agree</td>
<td>11</td>
<td>41%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.19 S.D. = 0.79
Altogether 22% of the respondents disagreed with the statement; 37% were undecided; while 41% agreed with the statement.

The relatively high percentage of undecided respondents (37%) may indicate that sufficient policies and strategies are either not visible enough or not known to both senior officials and ward councillors in the Nelson Mandela Bay Municipality.

**B16. The NMBM’s Integrated Development Plan makes adequate provision for enhanced service delivery in terms of the municipality’s turnaround strategy**

**TABLE 16**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>1</td>
<td>4%</td>
</tr>
<tr>
<td>Undecided</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>Agree</td>
<td>20</td>
<td>74%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.70 S.D. = 0.54

The many positive responses to the statement are an indication that at senior official level, the NMBM’s Integrated Development Plan makes adequate provision for enhanced service delivery in terms of the municipality’s turnaround strategy.

Only 4% of the respondents disagreed with the statement; 22% were undecided; while 74% agreed with the statement.

**B17. The NMBM’s turnaround strategy provides a detailed overview on strategies to improve the quality of basic services to its communities**

**TABLE 17**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>1</td>
<td>4%</td>
</tr>
<tr>
<td>Undecided</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>Agree</td>
<td>18</td>
<td>67%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
<td>7%</td>
</tr>
</tbody>
</table>

Mean = 3.78 S.D. = 0.64
Altogether 74% of the respondents agreed with the statement; 4% disagreed; while 22% were undecided.

The majority of senior officials agree that the municipality’s turnaround strategy provides a detailed discussion on strategies that will enhance the lives of communities by improving the quality of basic services.

**B18. The NMBM has set performance management standards in order to monitor the implementation of its turnaround strategy**

**TABLE 18**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
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<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>10</td>
<td>37%</td>
</tr>
<tr>
<td>Undecided</td>
<td>5</td>
<td>19%</td>
</tr>
<tr>
<td>Agree</td>
<td>12</td>
<td>44%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 3.07 S.D. = 0.92

The researcher’s findings based on the performance management standards set by the NMBM indicate that 44% of the respondents agreed with the statement, while 37% disagreed. 19% of the respondents remained undecided.

**B19. There is a division in place in the NMBM to promote the LGTAS**

**TABLE 19**

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>13</td>
<td>48%</td>
</tr>
<tr>
<td>Undecided</td>
<td>7</td>
<td>26%</td>
</tr>
<tr>
<td>Agree</td>
<td>7</td>
<td>26%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>2</td>
<td>7%</td>
</tr>
</tbody>
</table>

Mean = 2.78 S.D. = 0.85

Altogether only 32% of the respondents agreed with the statement; 26% were undecided; while 48% disagreed with the statement.

The high % of undecided respondents may be indicative of a division that is not fully functional and transparent in certain areas of the municipality as yet, therefore making it difficult for respondents to decide.
B20. The Nelson Mandela Bay Municipality has adopted measures to ensure the effectiveness and efficiency of the implementation of the Turnaround Strategy in order to improve service delivery

TABLE 20

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly disagree</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Disagree</td>
<td>13</td>
<td>48%</td>
</tr>
<tr>
<td>Undecided</td>
<td>6</td>
<td>22%</td>
</tr>
<tr>
<td>Agree</td>
<td>8</td>
<td>30%</td>
</tr>
<tr>
<td>Strongly agree</td>
<td>0</td>
<td>0%</td>
</tr>
</tbody>
</table>

Mean = 2.81 S.D. = 0.88

The primary aim of the LGTAS is to address backlogs in service delivery and assist those municipalities who are struggling to provide effective and efficient services to communities.

The senior officials as well as ward councillors were asked the same question and the majority of both set of respondents disagreed with the statements; 48% of the senior officials and 63% of the ward councillors.

Altogether only 30% of the respondents agreed with the statement; 22% were undecided; while 48% disagreed with the statement.

The NMBM Municipalities therefore has to identify various mechanisms to ensure the effective efficiency of the implementation of the Turnaround Strategy in order to improve service delivery.

In Section C, all respondents identified what they perceived as important strengths, weaknesses, opportunities and threats relating to the Nelson Mandela Bay Municipality Turnaround Strategy.
SECTION C: SWOT ANALYSIS (WARD COUNCILLORS AND SENIOR OFFICIALS)

Respondents were requested to provide their opinion, in one or two brief sentences, on the Strengths, Weaknesses, Opportunities and Threats (SWOT) pertaining to the Nelson Mandela Bay Municipality Turnaround Strategy (NMBM TAS). The responses from the all the participants were as follows:

C1. Strengths

The Municipality’s strengths are those variables, inherent to the Municipality that distinguishes it from other municipalities. It represents the views, opinions and beliefs of the respondents regarding the positive attributes of the NMBM TAS.

The responses on the issue of the strengths of the NMBM TAS that were identified included:

(a) Strong leadership
(b) Sport & Recreation development
(c) Employment opportunities
(d) Municipal infrastructure
(e) Promotes tourist attraction & investment

C.2. Weaknesses

The Municipality’s strengths are those variables, inherent to the Municipality that distinguishes it from other municipalities. It represents the views, opinions and beliefs of the respondents regarding the negative attributes of the NMBM TAS.

Regarding the weaknesses as perceived by the ward councillors and senior officials, the respondents identified the following as weaknesses:

(a) Financial constraints
(b) Shortage of trained personnel
(c) Housing plans
(d) Political infighting
(e) Lack of strategic management
(f) Poor communication with communities
(g) Poor corporate brand/identity
(h) Poor commitment of workers
(i) Low staff morale
(j) Bad decision-making
(k) Nepotism
(l) Poor financial management
(m) Poor higher echelon management

C.3. Opportunities

Opportunities represent the opinions, beliefs, and views of respondents about the external environment of the NMBM. Opportunities are specific current or foreseeable factors external to the municipality that it can use to achieve its specific objectives. Opportunities are the external factors that offer potential to the municipality. Below is a summary of the opportunities that could be attained through the implementation of the NMBM TAS.

(a) Economic development
(b) Tourism potential
(c) Coega development
(d) External funding opportunities
(e) Improved social and living conditions
(f) Enhancement of public participation
(g) Investment opportunities
(h) Opportunities for training staff at all levels

C.4. Threats

Threats are specific current or foreseeable factors external to the municipality that may hamper the achievement of its specific objectives as stipulated in the NMBM TAS. Regarding the threats that might be foreseen towards the implementation of the NMBM TAS, respondents identified the following threats as follows:

(a) Rates boycott
(b) High rate of illiteracy
(c) Economic recession
(d) Poor intergovernmental relations
(e) Increasing crime statistics
(f) Vandalism of social amenities and infrastructure  
(g) High poverty levels  
(h) Unstable political leadership  
(i) High unemployment  
(j) Lack of roads maintenance  
(k) Unstable administration  
(l) Illegal dumping  
(m) Political instability  
(n) Lack of effective governance

The Nelson Mandela Bay Municipality (NMBM) is regarded as a category A municipality in terms of Section 155(1) (a) of the Constitution of the Republic of South Africa, 1996, namely: a municipality that has exclusive municipal executive and legislative authority in its area. The LGTAS has abandoned the approach of “one size fits all,” in understanding municipal differences and this is intended to assist municipalities to reflect on their respective strengths and weaknesses and to take responsibility for identifying and managing appropriate interventions. The strengths of weaknesses of the NMBM as identified in the research study are congruent with those as identified in the LGTAS. The strengths and weaknesses of the LGTAS were highlighted and discussed in Chapter 2. The weaknesses and threats that have been identified by all respondents in this research study reiterate the weaknesses that have been identified in the LGTAS.

Since the main aim of this study was to assess the LGTAS, with specific reference to the NMBM, recommendations are proposed against the background of challenges facing the NMBM. It is crucial to contextualise and understand service delivery and developmental challenges in order to develop informed and appropriate recommendations.

5.3. CONCLUSION

The following chapter will provide a summary of the study and ascertain if the research objectives have been achieved by providing conclusions, recommendations
and identifying any shortfalls of the Nelson Mandela Bay Turnaround Strategy as identified in the research study.
CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

The purpose of this chapter is to draw conclusions from the empirical study and literature review and conclude by proposing recommendations from all the preceding chapters.

6.1. INTRODUCTION

Leadership is paramount in implementing transformation and development (which a turnaround strategy is part of) in a municipality. The results of the literature review and document study indicate that the Nelson Mandela Bay Municipality is in an unfortunate position as it is both politically and administratively unstable. This is not a solid foundation for speedy recovery of the municipality as the findings conclude that the municipality is financially distressed, facing imminent failure and therefore drastic corrective measures needed to be taken.

The Nelson Mandela Bay Municipality Turnaround Strategy is premised on and reviewed by way of constant assessments of institutional performance gaps and developing and implementing interventions to ensure a continuous improvement in governance, service delivery and accountability, while promoting a more efficient and motivated workforce, and socioeconomic transformation.

The SWOT analysis that was conducted as part of the empirical study and explained in Chapter 4 provides a realistic recognition of the weaknesses and threats that exist within the municipal Turnaround Strategy. This is the first step to countering these threats with a robust and creative set of strengths and opportunities. As the literature was reviewed and the empirical study analysed, it was revealed that there are hurdles that hamper the effectiveness of the Nelson Mandela Bay Municipality Turnaround Strategy.

6.2. SUMMARY OF THE STUDY

A literature study was conducted which included a broad analysis of a variety of sources including unpublished theses, official documentation and relevant legislation. Legislation, such as the Local Government: Municipal Finance Management Act 56 of 2003, provides the core principles, mechanisms and processes that are necessary to enable proper financial management by
municipalities. A literature review of the conceptual framework of Local Government Turnaround Strategy (National) as approved by Cabinet in December 2009, as well as the Nelson Mandela Bay Municipality’s Turnaround Strategy, was conducted. This Turnaround Strategy is a major policy pronouncement by the Nelson Mandela Bay Municipality and sets a new inclusive development path for the Metro (IDP Nelson Mandela Bay Metropolitan Municipality, 2008-2012).

The findings revealed that only certain ward councillors were aware of the existence of the municipality’s Turnaround Strategy, as well as certain of the senior officials. Furthermore, the results revealed that certain ward councillors and senior officials stated that they did not understand their role and responsibilities in terms of the LGTAS.

The responses have revealed that there is not a general sense of commitment by the political leadership and bureaucracy of the NMBM to fully support the municipality’s turnaround strategy. The findings of the empirical study correspond with the literature review, as it also revealed that there are potential challenges that could hamper effective implementation of the municipality’s Turnaround strategy. Similarly, the findings also revealed that the NMBM has not adopted measures to ensure the effectiveness and efficiency of the implementation of the Turnaround strategy in order to improve service delivery.

The responses have revealed that the NMBM has not developed adequate policies and strategies for the purpose of promoting public consultation within the metro and as a result of this, many respondents indicated that communities in the Nelson Mandela Bay (NMB) metropole are not well informed about municipal matters that affect their respective wards.

In terms of the methodology, the methodologies of the social sciences were discussed and compared. This research study identified the differences between the quantitative and qualitative research approaches within the qualitative and quantitative paradigm. In addition, acknowledgement was given to the applicability and importance of each research method. It was concluded that both the quantitative approach and qualitative approach would be suitable for this research study. Through the research methods utilised by the researcher, the researcher was able to determine and evaluate the state of challenges facing the NMBM, and to
evaluate the relationship between the Local Government Turnaround Strategy (National) and progress of the major economic development projects within the Nelson Mandela Bay Municipality.

A multitude of facets that contributed to the effectiveness of the Local Government Turnaround Strategy of the NMBM were summarised and the challenges facing municipal upliftment were also addressed.

In terms of challenges to municipal performance, municipalities are influenced by the internal and external factors associated with governance. Internal factors that cause malfunction in policy implementation within the NMBM were identified as: a breakdown in local democracy, with greater impact caused by weak performance management, a lack of institutional capacity, and weak political leadership to improve economic performance in the municipal area, ineffective professional administration and management, inefficient structures in financial management, and poor accountability. These internal factors affect each municipality differently. The degree of influence of internal factors is primarily dependent on the ability of a municipality to perform predetermined tasks in an effective and efficient manner. According to the Nelson Mandela Bay Municipality Turnaround Strategy the municipality is committed to the fight against poverty and unemployment. Doherty and Horne (2002: 65), define strategy as "that which describes how an organisation will match its resources to its environment so as to meet the expectations of its stakeholders." The strategy recommends a number of adjustments and reforms in the leadership, policy, regulatory and oversight environments of municipalities (Local Government Turnaround Strategy Report, 2009).

The literature and recent statistics indicate that the Municipality is developing comprehensive interventions in improving governance, legislative compliance, financial management and social inequality. This research study has concluded that in terms of addressing unemployment and poverty in the Nelson Mandela Bay, the Coega Development Corporation played an integral part in recent investments for the region, province and the country.

A literature review was done of the conceptual framework of local government, as well as the foundation of developmental local government. The literature review of the relevant legislation indicated that the ultimate aims and objectives for
municipalities in terms of the LGTAS and the Local Government: Municipal System’s Act 32 of 2000 are to provide democratic and accountable government for local communities, build clean, responsive and accountable government, renew the vision of developmental local government, be responsive to the needs of the local people, ensure municipalities meet the basic needs of communities, improve the organizational and political performance of municipalities and in turn the improved delivery of services, to ensure the provision of services to communities in a sustainable manner, promote social and economic development, encourage the involvement of communities and organisations in the matters of local government, strengthen partnerships between local government, communities and civil society, facilitate a culture of public service and accountability amongst its staff, assign clear responsibility for the management and co-ordination of the administrative units and mechanisms, aim at restoring the confidence of the majority of the citizens on public activities and local government affairs. Municipalities are also required to mitigate the growing social distance between government and communities, if any, and to plan and manage their built in environment in ways that promote social cohesion, inclusive growth and sustainable development (LGTAS, 2009).

According to the Executive Mayor of the Nelson Mandela Bay, in retrospect, possibly the biggest challenge faced in the NMB, was the crisis drought, which threatened sustainable water supply to our communities (Nelson Mandela Bay Municipality, Annual Report 2010/2011). The municipality responded to this challenge by introducing water conservation and stringent water restriction measures for both residents and business owners.

Recent statistics, as identified in the research study, indicated that NMB is still facing problems of crime and gangsterism in previously disadvantaged areas. In the analysis of the Annual Report of the Nelson Mandela Bay Municipality 2010-2011, the research concluded that the municipality is committed to a multi-pronged and collaborative approach in dealing with the problem, and will continue to work closely with the communities, the South African Police Services, other law enforcement agencies, the religious fraternity, as well as the local business sector and organs of civil society. This will create a safe and secure environment for residents and visitors to NMB as the municipality also intends to adopt a more robust approach in By-law
enforcement and is extending CCTV surveillance to known crime hotspots and areas of high contravention in Nelson Mandela Bay (Nelson Mandela Bay Municipality, Annual Report 2010/2011).

The breakdown of the chapters provided insight into the sequence of the research study followed.

6.3. SUMMARY OF CHAPTERS

Chapter 1: Introduction and background

This chapter provided an overview of the research as well as identified the factors that have culminated into the motivation for the research study. It provided an indication of the direction the research study followed.

Chapter 2: Literature review

This chapter provided an overview of literature pertinent to the Local Government Turnaround Strategy (LGTAS) approved by the South African Cabinet in December 2009. The chapter reviewed the new developmental local government mandate assigned to municipalities including the Batho Pele principles. A review of applicable legislative prescriptions also formed part of this chapter.

Chapter 3: An overview of the LGTAS: A study of the NMBM

This chapter presented a brief overview of the NMBM in terms of its geographic and demographic profile as well as socio-economic trends. The trends aided in the identification of areas where the problem of service delivery remains a challenge. Furthermore, this chapter analysed and assessed the LGTAS, approved by the Nelson Mandela Bay Municipality.
Chapter 4:  Research methodology & research design

This chapter provided an indication of the research method, research design and research instrument employed for purposes of the study. The chapter also described the limitations of the study.

Chapter 5:  Data analysis and findings of the empirical study

This chapter elaborated on the results of the research findings and ascertained if the research objectives have been achieved. This study analysed the findings from the research based primarily on the literature review and the results that emanated from the empirical study.

Chapter 6:  Conclusions and Recommendations

The purpose of this chapter was to draw conclusions and concluded by proposing recommendations from all the preceding chapters.

Since the main aim of this study was to assess the LGTAS, with specific reference to the NMBM, recommendations are proposed against the background of challenges facing the NMBM. It is crucial to contextualise and understand service delivery and developmental challenges in order to develop informed and appropriate recommendations.

6.4. RECOMMENDATIONS

The following recommendations are proposed, based on the results of the study:

6.4.1. Further research and studies in Municipal Turnaround Strategies

Since the Local Government Turnaround Strategy is a relatively new initiative, limited research appeared to have been conducted on the topic. It is, therefore, recommended that further studies be conducted to determine the extent of the implementation of the LGTAS contributed towards the performance of the Nelson Mandela Bay Municipality.
6.4.2. Create Awareness Programmes and division within the municipality as internal control measures

The municipality should embark on creating a division within the municipality that will focus on creating an awareness concerning the LGTAS in all departments of the municipality. Recent (2012 and 2013) newspaper reports on the service delivery protests in the NMB and the findings of the empirical study, indicate that only 29% of the respondents felt that there is a division in place in the NMBM to promote the LGTAS. Certain officials did not appear to be aware of the LGTAS or the municipality’s Turnaround Strategy.

6.4.3. Continuous monitoring and evaluation of service delivery and development performance within the Nelson Mandela Bay Municipality

The constitutional objects of local government require a functional system to monitor and evaluate the performance of the municipality in meeting these objects as well as the impact of municipal actions, whether intended or unintended (Tsatsire, 2008:352). Recent newspaper reports (2012 & 2013) with regard to service delivery, education and health challenges clearly indicate the lack of monitoring and evaluation of these programmes implemented to address the problems of unemployment, poverty and inequality. It may be necessary to review current practice and allow for ‘early-warning’ systems regarding municipal failure, and provide for sharper and more immediate preventative interventions.


The empirical study revealed that many senior officials did not receive adequate administrative and technical support from the Municipality to enable the objectives identified in the LGTAS.
6.4.4. *Batho Pele* principles should serve as a guide towards the provision of improved, efficient service delivery and combating corruption

The *Batho Pele* principles include promotion of transparent actions of municipal officials, which hold municipal officials accountable for their actions. In addition, municipal officials are expected to benchmark their actions in relation to citizen needs, resulting in setting service standards and giving citizens value for money. In South Africa, municipalities are obligated to ensure openness and transparency in processes against the background of the new developmental role assigned to local government in South Africa which emphasises democratisation, citizen participation and the empowerment of citizens and communities regarding local government matters.

It was noted from the views expressed by respondents in the SWOT analysis, that certain ward councillors revealed that poor political leadership and weak administration were regarded as weaknesses.

6.4.5. Proper implementation of the Local Government Turnaround Strategy

The South African government has made numerous strides to ensure that communities can enjoy an improved quality of life. Within the NMB, the municipality is acutely aware of the need to grow the local economy and create jobs in order to deal with the triple-related challenges of unemployment, poverty and inequality. More emphasis should be placed on sustainable economic growth and development initiatives. However, each municipality faces different social and economic conditions and has different performance levels and support needs and municipalities, but all stakeholders must rise to the challenge of ensuring our municipalities are sites of excellence and they are led and staffed politically and administratively with office bearers and public servants who are responsive, accountable, efficient, effective, and carry out their duties with civic pride (LGTAS, 2009:4).

However, the empirical study revealed that the majority of the ward councillors and senior officials indicated that the implementation of the Municipality’s Turnaround strategy did not have a positive impact on service delivery protest action.
Implementation is a “multifaceted concept, attempted at various levels of government and pursued in conjunction with the private sector, civil society and NGO’s” (Cloete & de Coning, 2012:135). As recommended (see 6.4.1.) further studies will enable researchers to assess the proper implementation of a Turnaround Strategy and determining the feasibility thereof. Moore (1995:41) identifies three attributes that will assist future research in the area of Local Government Turnaround Strategies in determining the feasibility of a strategy:

(a) The strategy must be substantively valuable (goods produces or services rendered to be of value to the clients).
(b) It must be legitimate and politically sustainable (the organisation should be able to attain authority and attract funding from the political environment).
(c) It must be operationally and administratively feasible (the organisation should be able to operate effectively, efficiently and within available resources).

This research study recommends that the above attributes be used as guidelines in determining whether the Municipal Turnaround Strategy has been successfully implemented.

6.4.6. Municipalities adopt a zero tolerance approach to combating fraud and corruption within the organisation and achieve the “ideal” municipality status

It is imperative that officials understand and be able to interpret legislation. Maladministration within the municipality adversely affects the rationale of outcomes framed by the strategic objectives, as operational tasks are stagnated, reducing service delivery and developmental processes. Recent newspaper reports have indicated that there is an on-going problem of fraud and corruption within municipalities. According to the Executive Mayor of the NMB, the NMBM will follow a zero tolerance approach to any instances of corruption, regardless of the identity or position of the person involved and the Internal Audit Service and law enforcement agencies will be utilised to the full to root out any form of corruption (Nelson Mandela Bay Municipality, Annual Report 2010/2011).
According to the LGTAS (2009:5), an ideal municipality would:

- Provide democratic and accountable government for local communities
- Be responsive to the needs of the local community
- Ensure the provision of services to communities in a sustainable manner
- Promote social and economic development
- Promote a safe and healthy environment
- Encourage the involvement of communities and community organisations in the matters of local government
- Facilitate a culture of public service and accountability amongst its staff
- Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms.

It is recommended that once municipalities enforce the zero tolerance approach, municipalities will be able to fulfil the ‘ideal’ for local government as envisaged in the Constitution (1996), and the White Paper for Local government (1998), which cites that ‘Developmental local government is 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 the quality of their lives.”

The findings of the empirical study indicated that many ward councillors and senior officials expressed that rates boycotts and financial bankruptcy were regarded as threats that could have adverse effects on the successful implementation of the Turnaround Strategy.

### 6.4.7. Restore confidence of communities regarding basic service delivery by municipalities

The results of the SWOT reflect that many councillors still regard illegal dumping as a challenge within their respective wards. The findings of the empirical study also revealed that there is still unstable political leadership riddled with financial constraints as there are inadequate resources to deal with increasing demands and this has led to on-going violent service delivery protests. Many of the participants responded by stating that some of the threats that could hamper the effective implementation of the Turnaround Strategy included “dissatisfied communities with
regard to service,” “lack of roads maintenance” and “high poverty levels that still exist in local communities.”

It was noted from the views expressed by respondents in the SWOT analysis, that certain ward councillors regarded the “relationship between municipalities and communities” and “poor communication with communities” as weaknesses within the Nelson Mandela Bay. The Local Government Municipal Systems Act 32 of 2000, states that municipalities should develop mechanisms, processes and procedures for public participation. Therefore, in order to restore confidence of communities, the NMBM has to enhance public participation at ward committee level and improve communication with communities.

6.4.8. Improve communication channels between the municipality and the stakeholders

The high rate of illiteracy was identified as a threat by the majority of the respondents. This opinion is supported by statistics as indicated in the research study, as it revealed that many of the community members are unable to read or write. It is therefore recommended that the explanation of certain terms be communicated through pictures and diagrammes as it would be able to assist in ensuring that effective communication takes place and information reaches all citizens.

6.4.9. To provide skills development to all municipal employees

Many of the respondents indicated that the “shortage of trained personnel,” “lack of strategic leadership and decision making,” and “low staff morale” were weaknesses that could hamper the effective implementation of the LGTAS within the Nelson Mandela Bay Municipality. There is therefore a need to provide skills development to all municipal employees in order to become self-reliant, effective and efficient. The councillors and the officials therefore need training if they are to fulfil their roles as defined in legislative prescriptions.
6.4.10. Reduce the political infighting & interference by having clearly defined reporting mechanisms

The majority of the respondents noted that “political infighting,” “unstable political leadership,” and “unstable administration” were regarded as threats to the successful implementation of the municipal turnaround strategy. Despite independent tax bases, the NMBM, the municipality has yet to receive a “clean” audit. As a result of political infighting and interference, the study has revealed that there is a poor commitment of municipal workers. It is thus recommended that politicians should refrain in interfering in administrative tasks as this will result in better working relationships. According to the results of the research study, political infighting has led to the status of local government deteriorating and this has resulted to the high level of vacant posts within the NMBM.

6.5. CONCLUSION

This research study analysed and assessed the Turnaround Strategy of the NMBM. Although this Strategy is relatively new, municipalities still have to fulfil their developmental local government mandate. The LGTAS clearly aims to restore the confidence of local communities in their respective municipalities’ abilities to deliver services as part of a developmental state approach. However, Blake (2010) stated that any strategy has resource implications and, therefore, the impending municipal turnarounds are no exception. For the strategies to be effective, municipalities must implement measures aimed at boosting financial resources.

The findings and conclusions of the study have contributed to the manner in which, the municipality can improve the implementation of this strategy and redirect its focus for more effective, efficient and transparent service delivery. However, it was concluded that despite the implementation of the Turnaround Strategy within the Nelson Mandela Bay Municipality, certain areas of concern were identified in on order to improve the effectiveness of the NMB Turnaround Strategy. The empirical study has indicated that whatever course of action the Nelson Mandela Bay Municipality wishes to implement in terms of the Local Government Turnaround Strategy, it has to:
• build on the strengths of the Strategy;
• minimise the weaknesses;
• seize opportunities and
• counteract threats.

The world is not static, but ever-changing and dynamic. A turnaround strategy is a process not an event. The strategy needs to be refined as it gets implemented. Systems, policies and legislation in all spheres of government should, therefore, be constantly reviewed in order to enable it to adjust to the ever-changing environment. Challenges that are regarded as critical today might be overcome and new challenges emerge, thus it is recommended that further research and assessments in Turnaround Strategies be undertaken. Future research in this discipline will generate innovative ideas and recommendations that could contribute to the attainment of an “ideal” municipality that will ensure communities of their well-being and dignity and address past service delivery backlogs caused by the inequalities of the apartheid era.
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ANNEXURE 1: LETTER OF INVITATION TO WARD COUNCILLORS AND SENIOR OFFICIALS OF THE NMBM

June 2013

Dear Sir/Madam

REQUEST FOR PERMISSION TO PARTICIPATE IN RESEARCH STUDY

My name is Amina Jakoet and I am currently studying towards a Master’s Degree in Public Administration at the Nelson Mandela Metropolitan University in Port Elizabeth.

I hereby invite you to participate in a research study assessing the implementation of the Local Government Turnaround Strategy, with specific reference to the Nelson Mandela Bay Municipality in addressing service delivery challenges in the municipality from a governance perspective.

Participation in this research study is completely voluntary. If you do partake, you have the right to withdraw at any given time, during the study, without any negative consequences.

Your responses will be used for the purpose of this study only. Your identity will at all times remain confidential and the final document will not disclose any identifying information.

I have provided you with a copy of my treatise proposal, as well as a copy of the approval letter which I received from the NMMU Research Ethics Committee (Human).

Upon completion of the study, I undertake to provide the Nelson Mandela Bay Municipality with a bound copy of the full research report. The research findings obtained from this research study will be presented as recommendations to the municipality, towards improving
the implementation of the LGTAS to improve the living conditions of communities and enhance service delivery.

Thank you for your time and consideration in completing this questionnaire.

Yours sincerely,

……………………………………

Amina Jakoet (Ms)
Nelson Mandela Metropolitan University
ANNEXURE 2: ETHICS CLEARANCE LETTER

24 July 2013

Student number
Ms A Jakoet - Salie
65 Raphael Crescent
Gelvan Park
Port Elizabeth
6020

Dear Ms Jakoet - Salie

AN ASSESSMENT OF THE NELSON MANDELA BAY MUNICIPALITY’S LOCAL GOVERNMENT TURNAROUND STRATEGY: A GOVERNANCE PERSPECTIVE

Your above-entitled application for ethics approval served at the RTI Higher Degrees sub-committee of the Faculty of Arts Research, Technology and Innovation Committee.

We take pleasure in informing you that the application was approved by the Committee.
The Ethics clearance reference number is H/13/ART/PGS-008, and is valid for three years, from 07 August 2013 – 07 August 2016. Please inform the RTI-HDC, via your supervisor, if any changes (particularly in the methodology) occur during this time. An annual affirmation to the effect that the protocols in use are still those for which approval was granted, will be required from you. You will be reminded timeously of this responsibility.

We wish you well with the project.

Yours sincerely

Faculty Administrator

cc:  Promoter/Supervisor  
     HoD  
     School Representative: Faculty RTI
Ms A Jakoet
Department of Political and Governmental Studies
NELSON MANDELA METROPOLITAN UNIVERSITY
PORT ELIZABETH
6001

Dear Ms Jakoet

Re: PERMISSION TO CONDUCT ACADEMIC RESEARCH

The Nelson Mandela Bay Municipality hereby grants you permission to conduct academic research as part of the requirement for your Masters degree in Public Administration.

We indeed wish you the best on your career.

Regards,

E W Shaidi  Pr Eng (ECSA)/(ERB).MIMESA,MWISA
Executive Director : Special Programmes Directorate
Nelson Mandela Bay Municipality
ANNEXURE 4: QUESTIONNAIRE FOR COUNCILLORS

MA (Public Admin) : AN ASSESSMENT OF THE NELSON MANDELA BAY MUNICIPALITY’S LOCAL GOVERNMENT TURNAROUND STRATEGY: A GOVERNANCE PERSPECTIVE

SECTION A: BIOGRAPHICAL DATA

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A1. AGE GROUP (IN YEARS)

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A4. OCCUPATIONAL STATUS

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A5. LENGTH OF SERVICE IN ABOVE POSITION

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SECTION B: (List of possible questions using the Likert Rating Scale)

1 = Strongly disagree

2 = Disagree

3 = Undecided

4 = Agree

5 = Strongly agree

PLEASE MARK THE APPLICABLE BOX WITH AN “X”

1. A lack of basic service delivery by the municipality is the primary cause for the recent violent service delivery protest action.

2. The recent service delivery protest action was fuelled by political motives and not because of a lack of basic service delivery by the municipality.

3. The municipality has sufficient capacity to deliver adequate basic services to its communities.

4. Communities in the Nelson Mandela Bay (NMB) metropole are well informed about municipal matters that affect their respective wards.
5. Implementation of the municipality’s turnaround strategy has had a positive impact on service delivery protest action.

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6. There are no potential challenges that could hamper effective implementation of the municipality’s turnaround strategy.

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7. Ward councillors are generally aware of the provisions contained in the Local Government Turnaround Strategy (LGTAS) approved by the South African cabinet in December 2009.

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8. Ward Councillors are generally aware of the provisions contained in the municipality’s turnaround strategy.

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9. Ward Councillors understand their role and responsibilities in terms of the implementation of the LGTAS.

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10. There is a general sense of commitment by the political leadership and bureaucracy of the NMBM to fully support the municipality’s turnaround strategy.

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11. Ward councillors receive adequate administrative and technical support from the Municipality to enable them to achieve the objectives identified in the Local Government Turnaround Strategy.

| 1 | 2 | 3 | 4 | 5 |

12. Ward councillors were adequately consulted in the drafting of the municipality’s turnaround strategy.

| 1 | 2 | 3 | 4 | 5 |

13. The strategic objectives of the NMBM turnaround strategy are periodically assessed and reviewed by the municipality.

| 1 | 2 | 3 | 4 | 5 |

14. Communities in Nelson Mandela Bay are not well informed about the developmental role of local government (municipality).

| 1 | 2 | 3 | 4 | 5 |

15. The NMBM has developed adequate policies and strategies for the purpose of promoting public consultation and participation within the metro.

| 1 | 2 | 3 | 4 | 5 |

16. The NMBM’s Integrated Development Plan makes adequate provision for enhanced service delivery in terms of the municipality’s turnaround strategy.

| 1 | 2 | 3 | 4 | 5 |
17. The NMBM’s turnaround strategy provides a detailed overview on strategies to improve the quality of basic services to its communities.

18. The NMBM has set performance management standards in order to monitor the implementation of its turnaround strategy.

19. There is a division in place in the NMBM to promote the LGTAS.

20. The Nelson Mandela Bay Municipality has adopted measures to ensure the effectiveness and efficiency of the implementation of the Turnaround Strategy in order to improve service delivery.
SECTION C:
SWOT ANALYSIS

Please explain, in one or two brief sentences, your opinion on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Nelson Mandela Bay Municipality in terms of the Local Government Turnaround Strategy.

1. Strengths

2. Weaknesses

3. Opportunities

4. Threats

THANK YOU FOR YOUR KIND COOPERATION IN ANSWERING THIS QUESTIONNAIRE
ANNEXURE 5: QUESTIONNAIRE FOR SENIOR OFFICIALS
MA (Public Admin) : AN ASSESSMENT OF THE NELSON MANDELA BAY MUNICIPALITY’S LOCAL GOVERNMENT TURNAROUND STRATEGY: A GOVERNANCE PERSPECTIVE

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A5. LENGTH OF SERVICE IN ABOVE POSITON

<table>
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<tr>
<th></th>
<th>1. &lt;1 YEAR</th>
<th>2. 1-4 YEARS</th>
<th>3. 5-9 YEARS</th>
<th>4. 10-19 YEARS</th>
<th>5. &gt;20 YEARS</th>
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SECTION B: (List of possible questions using the Likert Rating Scale)

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

PLEASE MARK THE APPLICABLE BOX WITH AN “X”

1. A lack of basic service delivery by the municipality is the primary cause for the recent violent service delivery protest action.

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2. The recent service delivery protest action was fuelled by political motives and not because of a lack of basic service delivery by the municipality.

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3. The municipality has sufficient capacity to deliver adequate basic services to its communities.

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4. Communities in the Nelson Mandela Bay (NMB) metropole are well informed about municipal matters that affect their respective wards.

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</tbody>
</table>
5. Implementation of the municipality’s turnaround strategy has had a positive impact on service delivery protest action.

6. There are no potential challenges that could hamper effective implementation of the municipality’s turnaround strategy.

7. Senior officials are generally aware of the provisions contained in the Local Government Turnaround Strategy (LGTAS) approved by the South African cabinet in December 2009.

8. Senior officials are generally aware of the provisions contained in the municipality’s turnaround strategy.

9. Senior officials understand their role and responsibilities in terms of the implementation of the LGTAS.

10. There is a general sense of commitment by the political leadership and bureaucracy of the NMBM to fully support the municipality’s turnaround strategy.
11. Senior officials receive adequate administrative and technical support from the Municipality to enable them to achieve the objectives identified in the Local Government Turnaround Strategy.

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12. Senior officials were adequately consulted in the drafting of the municipality’s turnaround strategy.

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13. The strategic objectives of the NMBM turnaround strategy are periodically assessed and reviewed by the municipality.

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14. Communities in Nelson Mandela Bay are not well informed about the developmental role of local government (municipality).

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15. The NMBM has developed adequate policies and strategies for the purpose of promoting public consultation and participation within the metro.

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16. The NMBM’s Integrated Development Plan makes adequate provision for enhanced service delivery in terms of the municipality’s turnaround strategy.

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</table>
17. The NMBM’s turnaround strategy provides a detailed overview on strategies to improve the quality of basic services to its communities.

18. The NMBM has set performance management standards in order to monitor the implementation of its turnaround strategy.

19. There is a division in place in the NMBM to promote the LGTAS.

20. The Nelson Mandela Bay Municipality has adopted measures to ensure the effectiveness and efficiency of the implementation of the Turnaround Strategy in order to improve service delivery.
SECTION C:
SWOT ANALYSIS

Please explain, in one or two brief sentences, your opinion on the Strengths, Weaknesses, Opportunities and Threats pertaining to the Nelson Mandela Bay Municipality 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 KIND COOPERATION IN ANSWERING THIS QUESTIONNAIRE
ANNEXURE A
NELSON MANDELA BAY MUNICIPALITY TURNAROUND STRATEGY (MAY 2010)
IMPLEMENTATION PLAN
## 13. IMPLEMENTATION PLAN

<table>
<thead>
<tr>
<th>FOCUS AREA</th>
<th>INTERVENTION</th>
<th>TIMEFRAME</th>
<th>RESPONSIBILITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service delivery</td>
<td>Provision of communal ablution facilities manned on a 24 hour basis in communities currently serviced by the bucket system</td>
<td>December 2010</td>
<td>Executive Director: Infrastructure and Engineering</td>
</tr>
<tr>
<td>Integrated Human Settlements</td>
<td>Upgrading of 16 910 shacks in the 115 informal settlement areas</td>
<td>2016 as part of the 7-year Human Settlements Plan</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Relocation of 18 862 shacks in the 115 informal settlement areas</td>
<td>Refer Annexure “B” (Relocation Programme)</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Relocation of 5 000 families who are in immediate danger</td>
<td>June 2011</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Relocation of all communities living in environmentally stressed areas</td>
<td>December 2014</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Development of a Resettlement Prevention Plan</td>
<td>December 2010</td>
<td>Executive Director: Human Settlements; Executive Director: Public Health</td>
</tr>
<tr>
<td></td>
<td>Development of a Law Enforcement Anti-Land Invasion Plan</td>
<td>December 2010</td>
<td>Executive Director: Human Settlements; Executive Director: Safety and Security</td>
</tr>
<tr>
<td></td>
<td>Establishment of Residents Committees to monitor land invasions</td>
<td>December 2010</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Allocation of R500 million, to be escalated per annum over the next five years, in support of housing delivery</td>
<td>June 2011</td>
<td>Provincial Department of Human Settlements</td>
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</tbody>
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### Integrated Human Settlements (continued)

<table>
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<th>FOCUS AREA</th>
<th>INTERVENTION</th>
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<th>RESPONSIBILITY</th>
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<tbody>
<tr>
<td></td>
<td>Implementation of the Integrated Development Planning Matrix</td>
<td>July 2010</td>
<td>Executive Director: Human Settlements; All Executive Directors</td>
</tr>
<tr>
<td></td>
<td>Acquisition of Level Two Accreditation</td>
<td>July 2010</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Acquisition of Level Three Accreditation</td>
<td>June 2011</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Development of a Housing Demand Data Base, which is linked to the National Housing Subsidy system</td>
<td>July 2010</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Establishment of an Inter-Departmental Task Team to deal with the registration and issuing of title deeds</td>
<td>July 2010</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Rectification of approximately 20 000 wet and defective houses</td>
<td>June 2013</td>
<td>Executive Director: Human Settlements</td>
</tr>
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<td></td>
<td>Implementation of actions arising from the report on an audit and survey of illegal and incorrectly allocated houses</td>
<td>December 2010</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Provide training in land disposal processes and tendering to HDIs</td>
<td>September 2010</td>
<td>Executive Director: Human Settlements</td>
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<td></td>
<td>Identification of effective financing options for HDIs to acquire land</td>
<td>December 2010</td>
<td>Executive Director: Human Settlements; Chief Financial Officer</td>
</tr>
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<td></td>
<td>Revision of land disposal policies to enhance access by HDIs</td>
<td>December 2010</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td></td>
<td>Review and adopt the Spatial Development Framework including the urban edge and spatial restructuring</td>
<td>July 2010</td>
<td>Executive Director: Human Settlements</td>
</tr>
<tr>
<td>Infrastructure Development and Maintenance</td>
<td>Sourcing additional funding to eliminate infrastructure backlogs</td>
<td>Annually</td>
<td>Portfolio Councillor: Budget and Treasury; Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Completion of GMAP compliant asset register and conditionality</td>
<td>June 2011</td>
<td>All relevant Portfolio Councillors and Executive Directors</td>
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<td>FOCUS AREA</td>
<td>INTERVENTION</td>
<td>TIMEFRAME</td>
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<tr>
<td>Infrastructure Development and Maintenance (continued)</td>
<td>Sourcing maintenance and replacement funding to deal with aging and poor infrastructure</td>
<td>June 2011</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Development and implementation of strategy to deal with water leakages</td>
<td>July 2010</td>
<td>Executive Director: Infrastructure and Engineering</td>
</tr>
<tr>
<td></td>
<td>Sourcing additional project management capacity to improve capital spending and monitoring and evaluation of consultants</td>
<td>September 2010</td>
<td>Executive Director: Infrastructure and Engineering and Executive Director: Corporate Services</td>
</tr>
<tr>
<td></td>
<td>Undertake a costed comprehensive audit of municipal backlogs and develop an implementation plan</td>
<td>December 2010</td>
<td>Chief Operating Officer</td>
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<tr>
<td>Coega Infrastructure</td>
<td>Drafting of a comprehensive document and approach the Province and National for additional funding</td>
<td>August 2010</td>
<td>Executive Director: Infrastructure and Engineering; Executive Director: Electricity and Energy; Chief Financial Officer</td>
</tr>
<tr>
<td>Per-urban and Ward-based Information</td>
<td>Develop Ward-based profile that includes social infrastructure backlogs</td>
<td>December 2010</td>
<td>Chief Operating Officer</td>
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<td></td>
<td>Develop an integrated plan to provide services to peri-urban areas as part of the IDP and Budget processes</td>
<td>July 2010</td>
<td>Chief Operating Officer</td>
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<tr>
<td>Public Health</td>
<td>Development and implementation of an integrated strategy to eliminate illegal dumping</td>
<td>August 2010</td>
<td>Executive Director: Public Health</td>
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<tr>
<td></td>
<td>Conducting an audit of peri-urban households not receiving refuse removal services and develop and implement a strategy to provide refuse removal services to households in peri-urban areas</td>
<td>December 2010</td>
<td>Executive Director: Public Health</td>
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Focus Area: Cogsa Infrastructure

- Drafting of a comprehensive document and approach the Province and National for additional funding (August 2010) - Executive Director: Infrastructure and Engineering; Executive Director: Electricity and Energy; Chief Financial Officer

Focus Area: Per-urban and Ward-based Information

- Develop Ward-based profile that includes social infrastructure backlogs (December 2010) - Chief Operating Officer
- Develop an integrated plan to provide services to peri-urban areas as part of the IDP and Budget processes (July 2010) - Chief Operating Officer

Focus Area: Public Health

- Development and implementation of an integrated strategy to eliminate illegal dumping (August 2010) - Executive Director: Public Health
- Conducting an audit of peri-urban households not receiving refuse removal services and develop and implement a strategy to provide refuse removal services to households in peri-urban areas (December 2010) - Executive Director: Public Health

Focus Area: Sports, Arts, Culture and Heritage

- Implementation of the Built Heritage Preservation Action Plan (Ongoing) - Deputy Executive Mayor; Chief Operating Officer
- Hosting of a Sports Summit to ensure cohesion and integration in sports development to map and implement a new sports development agenda for Nelson Mandela Bay (December 2010) - Executive Director: Economic Development and Recreational Services
- Develop a framework to guide the development, maintenance and management of sports facilities (September 2010) - Executive Director: Economic Development and Recreational Services
- Develop an Events Administration Policy and Strategy linked to tourism promotion to ensure the successful hosting of and accountability for major events (September 2010) - Executive Director: Economic Development and Recreational Services
- Develop a comprehensive 2010 FIFA World Cup Legacy Programme to leverage its economic, service delivery, infrastructure development and other benefits (July 2010) - Executive Director: 2010; Executive Director: Economic Development and Recreational Services
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<th>RESPONSIBILITY</th>
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<tr>
<td>Safety and Security</td>
<td>Establish the Municipal Police Service</td>
<td>December 2010</td>
<td>Executive Director: Safety and Security</td>
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<td></td>
<td>Ensure that all CCTV cameras installed are operational, manned and monitored</td>
<td>July 2010, to</td>
<td>Executive Director: Safety and Security</td>
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<td>Set standard performance benchmarks for traffic officers, other safety and</td>
<td>accommodate the 2010</td>
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<td>security officers as well as collection standards for traffic fines</td>
<td>FIFA World Cup</td>
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<td>Establish ward, zonal and unit safety and security structures in liaison with</td>
<td>December 2011</td>
<td>Executive Director: Safety and Security, SAPS</td>
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<td></td>
<td>the SAPS</td>
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<td>Develop a framework and programme for the utilisation and participation of</td>
<td>June 2011</td>
<td>Executive Director: Safety and Security, Executive Director: Corporate Services,</td>
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<td></td>
<td>military veterans in safety and security programmes and structures</td>
<td></td>
<td>Department of Defence and Military Veterans</td>
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<tr>
<td>Political Management and</td>
<td>Redovelop or review the roles and responsibilities manual for political</td>
<td>July 2010</td>
<td>Municipal Manager</td>
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<tr>
<td>Oversight</td>
<td>office-bearers (Chief Whip, Executive Mayor, Speaker) and for the Municipal</td>
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<td></td>
<td>Manager</td>
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<td>Develop and formalise lines of communication and protocol through which the</td>
<td>July 2010</td>
<td>Municipal Manager</td>
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<td>political mandate is channelled to the administration, thereby eliminating</td>
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<td>a situation in which various officials are given, or claim to have received,</td>
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<td></td>
<td>political mandates</td>
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**Focus Area:** Political Management and Oversight (continued)

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<tr>
<td></td>
<td>Develop, adopt and implement a document on delegation of powers</td>
<td>July 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>(political and administrative)</td>
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<tr>
<td></td>
<td>Investigate and develop a framework for the establishment of a SCOPA-like</td>
<td>July 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Oversight Committee to enhance accountability</td>
<td></td>
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<tr>
<td></td>
<td>Establish a SCOPA-like Oversight Committee to enhance accountability</td>
<td>December 2010</td>
<td>Executive Operating Officer</td>
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**Focus Area:** Governance

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<th>RESPONSIBILITY</th>
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<tbody>
<tr>
<td>Delegations, Roles, Responsibilities and Reporting Lines</td>
<td>Identify cases of incorrect reporting/interference and enforce the official reporting lines</td>
<td>July 2010</td>
<td>Municipal Manager</td>
</tr>
<tr>
<td></td>
<td>Audit legislation applicable to each directorate and office and develop and</td>
<td>December 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
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<tr>
<td></td>
<td>enforce a compliance manual</td>
<td></td>
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<td></td>
<td>Identify and institutionalise a shared organisational culture that promotes</td>
<td>December 2010</td>
<td>Municipal Manager; Chief Operating Officer; Executive Director: Corporate Services</td>
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<td></td>
<td>good governance, operational efficiency and performance excellence</td>
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<td></td>
<td>Develop and implement a By-law Enforcement Strategy</td>
<td>September 2010</td>
<td>Chief Operating Officer; Executive Director: Safety and Security; and all Executive Directors</td>
</tr>
<tr>
<td></td>
<td>Develop annual service level agreements between directorates to formalise</td>
<td>September 2010</td>
<td>Chief Operating Officer</td>
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<td></td>
<td>inter-directorate service delivery and accountability</td>
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### Focus Area: Political Management and Oversight (continued)

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<th>Interventions</th>
<th>Timeframe</th>
<th>Responsibility</th>
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<tbody>
<tr>
<td>Develop, adopt and implement a document on delegation of powers</td>
<td>July 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
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<tr>
<td>(political and administrative)</td>
<td></td>
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</tr>
<tr>
<td>Investigate and develop a framework for the establishment of a SCOPA-like</td>
<td>July 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td>Oversight Committee to enhance accountability</td>
<td></td>
<td></td>
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<tr>
<td>Establish a SCOPA-like Oversight Committee to enhance accountability</td>
<td>December 2010</td>
<td>Executive Mayor and Council</td>
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### Focus Area: Governance

<table>
<thead>
<tr>
<th>Interventions</th>
<th>Timeframe</th>
<th>Responsibility</th>
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<tbody>
<tr>
<td>Identify cases of incorrect reporting/interruption and enforce the official</td>
<td>July 2010</td>
<td>Municipal Manager</td>
</tr>
<tr>
<td>reporting lines</td>
<td></td>
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<tr>
<td>Audit legislation applicable to each directorate and office and develop and</td>
<td>December 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td>enforce a compliance manual</td>
<td></td>
<td></td>
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<tr>
<td>Identify and institutionalise a shared organisational culture that promotes</td>
<td>December 2010</td>
<td>Municipal Manager; Chief Operating Officer;</td>
</tr>
<tr>
<td>good governance, operational efficiency and performance excellence</td>
<td></td>
<td>Executive Director: Corporate Services</td>
</tr>
<tr>
<td>Develop and implement a By-law Enforcement Strategy</td>
<td>September 2010</td>
<td>Chief Operating Officer; Executive Director: Safety and Security; and all Executive Directors</td>
</tr>
<tr>
<td>Develop annual service level agreements between directorates to formalise</td>
<td>September 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td>inter-direcorate service delivery and accountability</td>
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### Focus Area: Human Resources Development

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<thead>
<tr>
<th>Interventions</th>
<th>Timeframe</th>
<th>Responsibility</th>
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<tbody>
<tr>
<td>Develop scientific criteria for staffing/consideration of requests for</td>
<td>July 2010</td>
<td>Municipal Manager; Chief Operating Officer; Chief Financial Officer and Executive Director: Corporate Services</td>
</tr>
<tr>
<td>approval of vacancies</td>
<td></td>
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</tr>
<tr>
<td>Review terms of reference and approval criteria for the Critical Vacancies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Task Team</td>
<td></td>
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</tr>
<tr>
<td>Commence with the filling of vacancies in line with the above criteria</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop an Integrated Human Resources Plan to include competency-based HRD,</td>
<td>December 2010</td>
<td>Executive Director: Corporate Services</td>
</tr>
<tr>
<td>manpower forecasting and career planning in consultation with all directorates</td>
<td></td>
<td></td>
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<tr>
<td>and other relevant stakeholders</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Develop a framework and/or guidelines to manage overtime in the institution as</td>
<td>July 2010</td>
<td>Executive Director: Corporate Services</td>
</tr>
<tr>
<td>part of the institutional efficiency programme</td>
<td></td>
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<tr>
<td>Create a conducive environment for labour peace through the following</td>
<td></td>
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<tr>
<td>initiatives:</td>
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</tr>
<tr>
<td>• Develop a disciplinary model that include a pool of prosecutors and</td>
<td>July 2010</td>
<td>Executive Director: Corporate Services; Chief Operating Officer</td>
</tr>
<tr>
<td>presiding officers, and determine training requirements and resources</td>
<td></td>
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<tr>
<td>Human Resources Development</td>
<td>• Submit annual priorities/plans by both trade unions and political offices for the ensuing financial year, to coincide with the NMBM’s planning and budgeting cycles.</td>
<td>May annually</td>
</tr>
<tr>
<td>(continued)</td>
<td>• Develop a delivery strategy/plan on implementing long standing agreements between the Municipality and trade unions as a component of improving labour relations.</td>
<td>July 2010 and thereafter annually</td>
</tr>
<tr>
<td></td>
<td>• Review and improve the functionality of the labour forums and review the labour relations strategy.</td>
<td>September 2010</td>
</tr>
<tr>
<td></td>
<td>• Develop a framework for internal communication which should include strike and labour unrests and other crisis communication.</td>
<td>September 2010</td>
</tr>
<tr>
<td></td>
<td>• Fill the position of Director, Labour Relations</td>
<td>July 2010</td>
</tr>
<tr>
<td></td>
<td>Ensuring a 3-months’ turnaround time for the filling of vacancies.</td>
<td>July 2010</td>
</tr>
<tr>
<td></td>
<td>Revision of the Scarce Skills Acquisition Strategy to include a plan of action, timeframes and deliverables by the Corporate Services Directorate in collaboration with the affected directorates.</td>
<td>July 2010</td>
</tr>
</tbody>
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<tr>
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<tbody>
<tr>
<td>Human Resources Development</td>
<td>Creating the indiscriminate firing and suspension of officials, especially on senior level by ensuring adherence to contractual and performance agreements.</td>
<td>Ongoing</td>
<td>Executive Mayor; Municipal Manager; Executive Directors</td>
</tr>
<tr>
<td>(continued)</td>
<td>Develop and implement a framework to monitor the implementation of Council Committee decisions.</td>
<td>July 2010 and ongoing</td>
<td>Municipal Manager; Chief Operating Officer; Executive Director: Corporate Services</td>
</tr>
<tr>
<td></td>
<td>Strengthen monitoring and evaluation by ensuring</td>
<td></td>
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<tr>
<td></td>
<td>• Quarterly assessment of Section 57 employees, senior managers, supervisors and all employees.</td>
<td>Section 57 employees by July 2010</td>
<td>Municipal Manager; Chief Operating Officer; and all Executive Directors</td>
</tr>
<tr>
<td></td>
<td>• Bi-monthly meetings of the budget performance monitoring committee to enhance capital expenditure and service delivery.</td>
<td>Bi-monthly</td>
<td>Municipal Manager; Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>• Quarterly performance assessments of relevant directorates by Standing Committees and Mayoral Committee.</td>
<td>Commencing September 2010</td>
<td>Office of the Executive Mayor; Office of the Speaker; Office of the Chief Whip; Municipal Manager; Chief Operating Officer; Executive Director: Corporate Services</td>
</tr>
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<tr>
<td>Performance Management</td>
<td>Enforce the implementation of quarterly reviews (institution-wide, political and administrative), reward performance and address under-performance/non-performance</td>
<td>Commencing first quarter ending September 2010</td>
<td>Office of the Executive Mayor; Office of the Speaker; Relevant Portfolio Councillors; Municipal Manager; Chief Operating Officer; Executive Director: Corporate Services</td>
</tr>
<tr>
<td>(continued)</td>
<td>Engage the trade unions in respect of the implementation of performance management</td>
<td>September 2010</td>
<td>Municipal Manager; Chief Operating Officer; Executive Director: Corporate Services</td>
</tr>
<tr>
<td></td>
<td>Conduct training on outcomes-based performance management for the Nelson Mandela Bay Municipality (both administrative and political contingents)</td>
<td>September 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Review the integrated Performance Management Policy</td>
<td>July 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Develop a model for the implementation of an outcomes-focused performance management system for the measurement of politically designated outcomes</td>
<td>July 2010</td>
<td>Office of the Executive Mayor; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Develop a contract management framework</td>
<td>December 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Audit of the performance management system, process, KPIs, targets, quarterly reports and supporting information, as well as audit of performance gaps and variances</td>
<td>July 2010</td>
<td>Chief Operating Officer</td>
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Nelson Mandela Bay Metropolitan Municipality's Turnaround Strategy

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<tbody>
<tr>
<td>Performance Management</td>
<td>Develop and implement an action plan to address performance audit findings</td>
<td>July 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td>(continued)</td>
<td>Develop and implement an action plan to address issues raised in the Audit Report of the Auditor-General</td>
<td>January annually</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td>Anti-fraud and Anti-Corruption and Risk Management</td>
<td>Appoint a Chief Risk Officer</td>
<td>July 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Establish functional risk committees and structures</td>
<td>September 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Include deliverables emanating from the risk register in directors' performance scorecards and individuals’ performance agreements/plans, to ensure the implementation of risk plans</td>
<td>July 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Review and strengthen the Municipality's anti-fraud and anti-corruption strategies and its investigation capacity</td>
<td>December 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Introduce a campaign to educate and motivate staff members and Councillors about the evils and consequences of corruption and encourage them to report incidence of corruption</td>
<td>December 2010</td>
<td>Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td>Recurring Audit Findings</td>
<td>Develop audit finding action plans underpinned by the root causes of findings and integrate such actions into the SDBIP, the performance scorecards of directors and the performance agreements of Senior Managers, to enable implementation and monitoring</td>
<td>July 2010</td>
<td>Municipal Manager; Chief Operating Officer; Chief Financial Officer</td>
</tr>
<tr>
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<tr>
<td>Information and Communication Technology (ICT)</td>
<td>Review the ICT Strategy to stipulate, inter alia, the desired/ideal ICT environment and develop an implementation plan to foster service delivery innovation</td>
<td>December 2010</td>
<td>Executive Director: Corporate Services</td>
</tr>
<tr>
<td></td>
<td>Develop a profile of ICT competency requirements, underpinned by the reviewed ICT strategy, and conduct a competency assessment in the ICT Sub-directorate, based thereon</td>
<td>December 2010</td>
<td>Executive Director: Corporate Services</td>
</tr>
<tr>
<td>Institutional Arrangements</td>
<td>Address immediate challenges by reorganising functions that pose an immediate threat to service delivery and governance:</td>
<td>July 2010</td>
<td>Executive Mayor, Political Chairpersons: Corporate Services; Economic Development and Sports; Arts and Culture, Municipal Manager and Executive Director: Corporate Services</td>
</tr>
<tr>
<td></td>
<td>• Operational non-alignment of functions</td>
<td></td>
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<tr>
<td></td>
<td>o Separate economic development from sports, arts and culture</td>
<td></td>
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<tr>
<td></td>
<td>o Develop a required management competency profile and conduct relevant skills audit required when EDRS is separated, to enhance delivery</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Institutional Arrangements (continued)</td>
<td>o Remove political offices from Corporate Services (Office of the Speaker and Constituency Services)</td>
<td>July 2010</td>
<td>Executive Mayor, Speaker, Constituency Co-ordinator, and Municipal Manager</td>
</tr>
<tr>
<td></td>
<td>o Identify proper location of Ward Committees in the institution</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>o Identify strategic direction regarding Special Programmes Directorate</td>
<td>July 2010</td>
<td>Executive Mayor, Municipal Manager, Chief Operating Officer, Executive Director: Corporate Services and Executive Director: Special Programmes</td>
</tr>
<tr>
<td></td>
<td>Service delivery grey areas with no one assuming overall accountability:</td>
<td>July 2010</td>
<td>Municipal Manager, Chief Operating Officer and relevant Executive Directors</td>
</tr>
<tr>
<td></td>
<td>- Identify and clarify areas of responsibility</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Develop a fully integrated organogram representative of all directorates, positions and levels (not only limited to the high level), following the development of a long-term vision and strategy for the institution</td>
<td>December 2011 taking into account the 2011 Local Government Elections</td>
<td>Executive Mayor, Municipal Manager; Chief Operating Officer; Executive Director: Corporate Services</td>
</tr>
<tr>
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<tr>
<td><strong>Public Participation and Communication</strong></td>
<td>Develop an integrated Public Participation Policy underpinned by <em>inter alia</em> the Oversight Committee Report on the 2009/2010 Annual Report; to improve public participation and community engagement in municipal planning and decision-making processes, as well as the implementation of Ward-based projects</td>
<td>July 2010</td>
<td>Chief Operating Officer; Constituency Services</td>
</tr>
<tr>
<td></td>
<td>Revise the Communications Strategy, and develop and implement a comprehensive communications plan that is customer focused and service delivery orientated</td>
<td>September 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Resume publication of magazines for staff and local communities</td>
<td>December 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Develop quarterly service delivery bulletins to account to communities on performance progress, key decisions made as well as challenges</td>
<td>Commencing quarter ending December 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Develop and implement a new model for Ward Committees, with a functional performance management, monitoring and evaluation component</td>
<td>September 2010</td>
<td>Office of the Speaker; Office of the Chief Whip; Constituency Services</td>
</tr>
<tr>
<td>Customer Care</td>
<td>Develop an institutional customer care model, system and policy to include service levels / standards and turnaround times as well as a tracking and reporting system on incoming and outgoing communication (electronic and written)</td>
<td>September 2010</td>
<td>Chief Operating Officer; Executive Director; Corporate Services</td>
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*Nelson Mandela Bay Metropolitan Municipality’s Turnaround Strategy*

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<tbody>
<tr>
<td>Customer Care (continued)</td>
<td>Develop the required competency profile for and reskilling of frontline staff</td>
<td>December 2010</td>
<td>Executive Director; Corporate Services</td>
</tr>
<tr>
<td></td>
<td>Develop an implementation plan and roll out the official NMIM Language Policy, which caters for the three main local languages</td>
<td>December 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td>Leadership Provision</td>
<td>Finalise the disciplinary case of the Municipal Manager</td>
<td>July 2010</td>
<td>Executive Mayor</td>
</tr>
<tr>
<td>Strategic Planning and Integration</td>
<td>Develop a shared long-term vision (20 – 50 years) and long-term plan for Nelson Mandela Bay</td>
<td>December 2010 (implementation 2011 and beyond)</td>
<td>Executive Mayor; Municipal Manager; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Develop an integrated plan that covers other spheres of government in the Metro and develop and implement a plan for community involvement on Ward level</td>
<td>May 2011</td>
<td>Executive Mayor; Chief Operating Officer; Constituency Services</td>
</tr>
<tr>
<td></td>
<td>Establish a culture of forward planning by ensuring that planning for the coming financial year takes place in the current financial year</td>
<td>Planning for the 2010/11 financial year to be completed by July 2010, and thereafter annually</td>
<td>Municipal Manager; Chief Operating Officer; Chief Financial Officer; All Executive Directors</td>
</tr>
<tr>
<td></td>
<td>Centralisation of strategic planning issues in line with the objectives of the National Planning Commission</td>
<td>June 2011</td>
<td>Executive Mayor; Municipal Manager; Chief Operating Officer; Executive Director; Corporate Services</td>
</tr>
<tr>
<td></td>
<td>Implement the 80:20 budget principle</td>
<td>Annually</td>
<td>Chief Operating Officer; Chief Financial Officer</td>
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<tbody>
<tr>
<td>Strategic Planning and Integration (continued)</td>
<td>Identify and budget for at least five priorities in every disadvantaged ward and identify at least five of the poorest wards for special attention and budgeting.</td>
<td>July 2010</td>
<td>Executive Mayor; Speaker; Chief Whip; Chief Operating Officer; Constituency Services</td>
</tr>
<tr>
<td></td>
<td>Review the Cluster system to ensure the effective integration of operations and service delivery</td>
<td>July 2010</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Revise the IDP Consultative structures (e.g. the IDP Representative Forum)</td>
<td>2010/2011 Budget Review Cycle</td>
<td>Chief Operating Officer</td>
</tr>
<tr>
<td>Socio-economic Development</td>
<td>Host an Economic Development Summit to set the scene for growth and development in Nelson Mandela Bay, with a focus on job creation, HDI development, poverty eradication and investment</td>
<td>May 2010</td>
<td>Executive Director: Economic Development and Recreational Services</td>
</tr>
<tr>
<td></td>
<td>Develop and implement an entrepreneurship support programme targeting HDIs and SMMEs</td>
<td>December 2010</td>
<td>Executive Director: Economic Development and Recreational Services; Chief Operating Officer; Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Develop emerging HDI contractors as part of the EPWP and ensure that all projects implemented by the Municipality have a job creation element</td>
<td>September 2010</td>
<td>Executive Director: Special Programmes; Executive Director: Economic Development and Recreational Services; Chief Operating Officer; Chief Financial Officer; and all Executive Directors</td>
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<tbody>
<tr>
<td>Socio-economic Development (continued)</td>
<td>Develop and implement an EPWP Policy/Strategy to maximise job creation</td>
<td>September 2010</td>
<td>Executive Director: Special Programmes; Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Finalise a roster management policy to ensure that it benefits HDIs and SMMEs (revision should also include measures necessary to enable land release/sale by HDIs and measures to shorten turnaround times for critical and priority projects)</td>
<td>December 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Revise the Supply Chain Management Policy to ensure that it benefits HDIs and SMMEs</td>
<td>July 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Finalise the SCM Process Manual</td>
<td>December 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Evaluate and implement a SCM model that will ensure dedicated attention to contract management and technical requirements, to prevent tender manipulation</td>
<td>December 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Establish a construction incubator to promote HDIs in this sector</td>
<td>September 2010</td>
<td>Executive Director: Economic Development and Recreational Services</td>
</tr>
<tr>
<td></td>
<td>Unbundle bigger tenders to ensure the accelerated graduation of HDI/BEE contractors in the CIDB</td>
<td>September 2010</td>
<td>Chief Financial Officer; all Executive Directors</td>
</tr>
<tr>
<td></td>
<td>Enforce locality as a major (heavily weighted) component of the functionality section of tender evaluation</td>
<td>July 2010</td>
<td>Chief Financial Officer</td>
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<tr>
<td>Socio-economic Development</td>
<td>Develop a programme for the provision of entrepreneurship support and training to military veterans</td>
<td>December 2010</td>
<td>Executive Director, Economic Development and Recreational Services, Department of Defence and Military Veterans</td>
</tr>
<tr>
<td></td>
<td>Review and implement tourism strategies to maximise the full potential of Nelson Mandela Bay as a tourism destination</td>
<td>September 2010</td>
<td>Executive Director, Economic Development and Recreational Services</td>
</tr>
<tr>
<td>Mainstreaming of Youth, Women and People with Disabilities</td>
<td>Annually budget an amount for mainstreaming based on consultations with the relevant groups</td>
<td>Annually by June</td>
<td>Office of the Executive Mayor, Economic Development and Recreational Services, Chief Financial Officer, Constituency Services</td>
</tr>
<tr>
<td></td>
<td>Establish new and strengthen and revitalize existing youth, gender and disability structures in the Metro in consultation with the relevant groups</td>
<td>December 2010</td>
<td>Office of the Executive Mayor, Constituency Services</td>
</tr>
<tr>
<td></td>
<td>Develop and review policies and strategies targeting youth, gender and disability development in consultation with relevant groups</td>
<td>September 2010</td>
<td>Constituency Services, Chief Operating Officer</td>
</tr>
<tr>
<td>Financial Management and Sustainability</td>
<td>Convene bimonthly sittings of the Budget Performance Monitoring Committee with Executive Directors and relevant Portfolio Councillors</td>
<td>Bi-monthly</td>
<td>Portfolio Chairperson, Budget and Treasury, Municipal Manager, Chief Financial Officer</td>
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<tr>
<td>Financial Management and Sustainability</td>
<td>Convene alternate month one-on-one sessions to monitor the implementation of the Capital Budget between the Portfolio Councillor for Finance and the relevant Executive Directors and Portfolio Councillors</td>
<td>Monthly</td>
<td>Municipal Manager, Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Establish operational budgets for related capital projects</td>
<td>July 2010 and ongoing thereafter</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Apply 80:20 principle on capital budget and expenditure in favour of the previously disadvantaged wards</td>
<td>July 2010</td>
<td>Chief Financial Officer, Chief Operating Officer</td>
</tr>
<tr>
<td></td>
<td>Develop a priority rating system to guide the allocation of both the capital and operating budgets</td>
<td>December 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Develop a capital funding sustainability model that will allow for scenario planning amongst other imperatives</td>
<td>September 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Establish partnerships with financiers and ensure optimal utilisation of the fund-raising initiatives of the Metro</td>
<td>December 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Prioritise maintenance budget during budgeting processes</td>
<td>Annually</td>
<td>Chief Financial Officer</td>
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<tr>
<td>Financial Management and Sustainability (continued)</td>
<td>Develop and recommend a new integrated funding model proposal appropriate for local government budget allocations from the national fiscal in line with the current local government challenges and interact with other Metro's and surrounding municipalities and submit a joint proposal to SALGA, COGTA and National Treasury</td>
<td>December 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Review the Credit Control Policy post the socio-economic impact assessment</td>
<td>September 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Ensure full implementation of the Donor Management Strategy</td>
<td>December 2010 and thereafter ongoing</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Review payment facilities and expand prepaid electricity vending machines</td>
<td>December 2010</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Develop and implement an annual Moselshane Programme to promote customer care and the payment of services, as well as to ensure that all indigent households receive free basic services</td>
<td>Annually</td>
<td>Chief Financial Officer</td>
</tr>
<tr>
<td></td>
<td>Review and implement an Organisational Efficiency Plan to reduce wasteful and fruitless expenditure</td>
<td>July 2010</td>
<td>Chief Operating Officer; Chief Financial Officer</td>
</tr>
<tr>
<td>External Relations</td>
<td>Develop a comprehensive report, with solutions, on the intergovernmental challenges affecting service delivery, to be submitted to the Executive Mayor</td>
<td>May 2010</td>
<td>Chief Operating Officer</td>
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Nelson Mandela Bay Metropolitan Municipality: Turnaround Strategy

<table>
<thead>
<tr>
<th>FOCUS AREA</th>
<th>INTERVENTION</th>
<th>TIMEFRAME</th>
<th>RESPONSIBILITY</th>
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</thead>
<tbody>
<tr>
<td>External Relations (continued)</td>
<td>Visit by a team led by the Executive Mayor to the Premier of the Eastern Cape Province and the relevant MECs and develop a service level agreement on all intergovernmental challenges</td>
<td>May 2010</td>
<td>Executive Mayor; Deputy Executive Mayor; Premier of the Eastern Cape Province</td>
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<td></td>
<td>Provision of oversight role by National Treasury over Provincial Treasury to enforce the promulgation of DORA within set timeframe</td>
<td>July 2010</td>
<td>National Treasury; Provincial Department of Finance</td>
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<td></td>
<td>Meet Level Two and Three housing accreditation requirements to ensure the devolution of housing delivery function</td>
<td>Level Two by July 2010 and Level Three by June 2011</td>
<td>Executive Director: Human Settlements; Provincial Department of Human Settlements</td>
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<td>Develop and implement a framework to support surrounding municipalities with capacity development to enable them to provide basic services and institutional and financial management capacity</td>
<td>December 2010</td>
<td>Chief Operating Officer</td>
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<td></td>
<td>Develop a framework for the co-ordination of community development workers in Nelson Mandela Bay by the Municipality and Province, to ensure their effective utilisation and accountability</td>
<td>September 2010</td>
<td>Constituency Services; Provincial Department of Local Government and Traditional Affairs</td>
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<td>FOCUS AREA</td>
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<td>Projects Requiring Special Attention</td>
<td>Conduct a diagnostic study and develop an intervention strategy to accelerate visible development with regard to:</td>
<td>July 2010</td>
<td>Executive Mayor; Executive Director: Special Programmes; Executive Director: Human Settlements; Executive Director: Infrastructure and Engineering; Chief Operating Officer</td>
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<tr>
<td></td>
<td>(a) Njoli Square Development</td>
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<td>(b) MURP</td>
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<td>(c) Zosa Street development</td>
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<td>(d) Rosedale</td>
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<td>(e) Pen-urban areas</td>
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