

Assessing the Local Government Turnaround
Strategy: The case of Ngqushwa Local Municipality

by

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DECLARATION

I, Nosiphiwo Gloria Bokwe hereby declare that this treatise for the degree of Master in Public Administration is my own work and that it has not previously been submitted to another university or for another qualification for assessment or completion of any postgraduate qualification.

Signed: Nosiphiwo Gloria Bokwe

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ABSTRACT

The thrust of the study is to investigate the Local Government Turnaround Strategy as introduced by Cabinet in the year 2009. In this treatise a critical evaluation of the Local Government Turnaround Strategy that was passed by cabinet as a panacea that seeks to address the challenges that are being faced by municipalities today will be embarked upon. A case study of the Ngqushwa Local Municipality in the Amathole District Municipal area will be undertaken with the view to understand whether the Local Government Turnaround Strategy will indeed assist ailing local municipalities like Ngqushwa.

As can be seen in our country, apartheid has left many problems both in the social, economic and political realms of our society. When local government was first established it was for the perpetuation of separate development as enshrined in the policy of apartheid. Apartheid was not the beginning of geographic, institutional and social separation at the local level. Segregation was already a policy by the time apartheid was introduced in 1948. However, the Group Areas Act, the key piece of legislation, instituted strict residential segregation and compulsory removal of black people to own group areas. Through spatial separation, influx control, and a policy of own management for own areas, apartheid aimed to limit the extent to which affluent white municipalities would bear the financial burden of servicing disadvantaged black areas.

These separate developments led to the collapse of the former Black Local Authorities. When the democratic government took over the same challenges reared their heads again. Many intervention programmes were introduced to assist ailing municipalities to be viable. The study thus has tried to indicate how the Turnaround has assisted municipalities like the Ngqushwa Local Municipality.

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CHAPTER 1

BACKGROUND AND RATIONALE TO THE STUDY

1.1 INTRODUCTION

The ravages of apartheid have left the spatial, social and economic environments in which people live, work, raise families and seek to fulfil their aspirations in total disarray. This has made it very difficult for the established municipalities to be fully viable and functional after the democratic elections. Local government was identified as playing a critical role in rebuilding local communities and environments as the basis for a democratic, integrated, prosperous and truly non-racial society.

According to the Constitution of the Republic of South Africa, 1996, local government is mandated amongst other things to:-

- Provide democratic and accountable government for local communities.
- Ensure the provision of services to communities in a sustainable manner.
- Promote a social and economic environment.
- Encourage the involvement of communities and community organizations in the matters of local government.

Over and above these mandated actions, local government must promote the Bill of Rights which reflects the nation's values about humanity, equality and freedom, and upholds the principles enshrined in the Constitution (The White Paper on Local Government 1998:1)

Based on the abovementioned mandates there are many challenges and problems facing municipalities in order for them to provide what is expected of them in terms of the Constitution of South Africa and other legislation. As a result, the National and Provincial Governments have undertaken to strengthen the local government sphere to be able to deliver on their mandate.

This treatise will attempt to provide a critical evaluation of the Local Government Turnaround Strategy that was passed by cabinet as a panacea to address the challenges faced by municipalities today. A case study on the Ngqushwa Local Municipality in the Amathole District Municipal area will be scrutinised with the view to understanding whether the Local Government Turnaround Strategy will indeed assist ailing local municipalities like Ngqushwa.

As previously indicated, apartheid has left many problems in the social, economic and political realms of our society. When local government was first established, it was for the perpetuation of separate development as enshrined in the policy of apartheid.

Apartheid was not the beginning of geographic, institutional and social separation at the local level. Segregation was already a policy by the time apartheid was introduced in 1948. However, the Group Areas Act, the key piece of legislation, instituted strict residential segregation and compulsory removal of black people to their own group areas. Through spatial separation, influx control and a policy of own management for own areas, apartheid aimed to limit the extent to which affluent white municipalities would bear the financial burden of servicing disadvantaged black areas. The Group Areas Act 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. In Bantustans, limited local government was established, and traditional leaders were given powers over land allocation (White Paper, 1998:1)

In 1960 Coloured and Indian Management Committees were established as advisory bodies to white municipalities. The Bantu Affairs Administration Act of 1971 established and appointed Administration Boards, which removed responsibility for townships from white municipalities. Community Councils were introduced in 1977. Community Councils were elected bodies, but had no powers and resources. They never gained political credibility (White Paper on Local Government, 1998:2)

Black Local Authorities replaced Community Councils in 1982. Black Local Authorities had no revenue base, and were seen as politically illegitimate from the beginning. All the above-mentioned attempts by the apartheid government had financial constraints in that apartheid regulations barred most retail and industrial developments in black areas. Black people had to go to white areas to look for jobs. Their (Black People) tax was consumed by the affluent white areas and these areas developed at the expense of black townships. Water and electricity were only supplied to white areas and if some black areas wanted to have these commodities it was made very expensive for them. This led to much disgruntlement and discontent amongst the black people. Because of this, black people started to mobilize against the established apartheid local government (White Paper on Local Government, 1998:1)

The establishment of the United Democratic Front consisting of civic organizations, workers, community bodies led to the rejection of the Black Local Authorities. The government dealt with these strikes heavily and many people were incarcerated, others were banned while yet others went into forced exile. This was the start of resistance towards the racially segregated municipalities.

1.2 LITERATURE REVIEW

The apartheid local government left scars and backlogs that needed to be corrected by the new local government system that was introduced in 1994 if they were to move from the abovementioned disposition.

The White Paper on Local Government; 1998, identified the following amongst other challenges faced by the local government sphere during the development phase:-

1.1.1 Problems of democratization

Municipalities faced many problems as the concept of developmental local government was a new approach. The move from conflict local government to democratically discussing issues was a challenge on its own. In the Mquma Local Municipality for example, infighting between the members of the ruling party was the order of the day. The first inaugurated Mayor was removed from office before the end of his term. The second incumbent met the same fate when

the group that voted him into power forcefully removed him from office. The third Mayor to be inaugurated was also forcefully removed from office. This hindered the administration of the municipality and seriously affected service delivery.

Nggushwa Local Municipality was not immune to the challenges cited above. The municipality had its challenges in the local government sphere like any other municipality. In 2003, angry residents protested against the removal of the mayor. These protesters tried to force their way into the municipal building. Public order police were called to help with the protesting residents. The protesters wanted to remove the incumbent mayor who took over after councillors removed the first mayor. The people were angry because the first mayor was removed without consulting the community. The community also demanded that the whole council be removed (Daily Sun: October 2003). Political infighting has been the order of the day, even in this municipality.

1.1.2 Need for support programmes

There was a dire need for municipalities to be assisted as they began the road to recovery after the ravages of apartheid. The first intervention that was introduced in the local government sphere in South Africa was the Presidential Project Team (especially in the former homelands of Ciskei and Transkei). The project team aimed to provide those municipalities in crisis with assistance in the areas of finance, especially revenue collection and generation, human resources, IT and technical services. The programme failed to achieve the desired results and the municipalities remained with the same challenges. The national government introduced the Municipal Support Programme to assist these same municipalities but the problem persisted even beyond the end of the programme. The main challenge with this assistance was the fact that the government appointed consultants who came up with a one size fits all approach for all the municipalities without first getting an understanding of the challenges faced by each particular municipality. The results were the same failures that remained after the Presidential Project Team's efforts (Department of Local Government Annual Report: 1998).

1.1.3 Rationalization to improve viability

Some of the established municipalities were not financially viable and rationalization of these municipalities needed to take place to build better municipalities. An example was the amalgamation of the Ntabankulu local municipality that was financially viable with the UMzimkhulu municipality that was not financially viable at the time. Although rationalization was a good concept, it had its own problems that will be discussed later. These challenges led to the promulgation of the Local Government Municipal Demarcation Act. The main aim of the Act was to amalgamate some of the not so financially viable municipalities with viable ones to create a form of an ideal kind of municipality. This amalgamation also led to other challenges as patterns of development were skewed towards the financially viable side of the municipality. This could be seen in the development of the former East London municipality where the King William's Town area was sacrificed by the East London affluent suburbs (Department of Local Government Annual Report: 1998).

1.1.4 Huge backlogs in service infrastructure

There are huge backlogs in terms of housing, roads, serviced sites and infrastructure development issues in the historically disadvantaged areas. The first challenge for local government was where to start as all areas needed the same services. Secondly, the funding for these service backlogs far exceeded the budget and revenue these municipalities could afford. The dilapidated infrastructure of the former Umtata area was a case at hand. During the apartheid era the eastern side of the province was underdeveloped and this needed urgent attention when compared to the western side of the province in areas like Port Elizabeth.

1.1.5 Substantial variations in capacity

Some municipalities are very weak administratively and do not have the capacity to deliver at the expected rate. Municipalities such as Qaukeni, Koukamma, Emalahleni, and other smaller municipalities do not have for example, housing units responsible for housing delivery and this sometimes leads to the appointment of consultants to deliver housing. This over-reliance on consultants

has created problems in some municipalities in that large sums of monies are spent without seeing the end-product.

1.2 INTERVENTIONS THAT GOVERNMENT CAME UP WITH TO ADDRESS ABOVE

1.2.1 Rationalization to improve viability

The Municipal Demarcation Act, (27 of 1998) was promulgated with the key objective to provide for criteria and procedures for the determination of municipal boundaries by an independent authority and to provide for matters connected thereto. Wall-to-wall municipalities were established taking into consideration the rural areas and their service backlogs. An example of the wall-to-wall municipality is that of Buffalo City (formerly known as King William's Town Transitional Local Council and East London Transitional Local Council). These transitional local councils were amalgamated to form one municipality that will take care of both the rural and urban areas. The amalgamation of these municipalities created a problem, namely that of amalgamating a not so viable municipality (King William's Town) and a financially viable municipality (East London). This created a dependency by the King William's Town area on the East London area. Many examples of this amalgamation in other areas can be cited where there are problems. Another example is that of Butterworth amalgamating with Engcobo to form the Mquma Municipality, with Butterworth being unstable both politically and administratively (South Africa 1998: Local Government Municipal Demarcation Act).

The second piece of legislation that was promulgated to assist local government in the pursuit of the ideal type of a municipality as enshrined in the Constitution was the Local Government Municipal Structures Act, (117 of 1998). The key objectives of the Act among others are:

- to provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities
- to establish criteria for determining the types of municipalities that may be established in an area

- to provide for an appropriate division of functions and powers between categories of municipalities.

As can be established from the abovementioned Act, the establishment of municipalities and the specification of their powers and functions was done in the year 1998 but, to date, the local government sphere is still found wanting in as far as their powers and functions are concerned (Local Government Municipal Structures Act, 117 of 1998)

Attempts were made to assist municipalities in their turn-around initiatives by promulgating various pieces of legislation. One such legislation is the Municipal Systems Act (32 of 2000). The key objectives of this Act, among others, are:

- To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all
- To define the legal nature of a municipality as including the local community within the municipal area, working in partnership with the municipality's political and administrative structures; to provide for the manner in which municipal powers and functions are exercised and performed
- To provide for community participation
- To establish a simple and enabling framework for the core processes of planning, performance management, resource mobilization and organizational change which underpin the notion of developmental local government
- to provide a framework for local public administration and human resource development
- to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts
- To provide for credit control and debt collection

- To establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment
- To provide for legal matters pertaining to local government and
- To provide for matters incidental thereto (Local Government Municipal Systems Act).

As can be seen from the objectives of this particular Act, for any municipality to survive it must establish the systems, structures and relationships within its ambit of operation as stated above. The situation has remained as bleak as stated in the introduction to this analysis (Local Government Municipal Systems Act, 2000).

1.2.3 FURTHER ASSISTANCE TO LOCAL GOVERNMENT

To try to bring the system of local government to a better position, the government introduced the Five Year Strategic Local Government Agenda. This agenda firstly entrusted both National and Provincial Government departments to prioritize support to the local sphere. Secondly, that all sector departments must integrate their support. Thirdly, hands-on support to municipalities must receive top priority. Despite these efforts, this intervention failed as others have failed (such as the Presidential Project Team, Project Consolidate and Five Year Strategic Agenda) because municipalities continued to operate the same way as before and were not delivering services as required by the communities they served.

Due to the persistent under-performance of municipalities, in 2009 the Minister responsible for Cooperative Governance and Traditional Affairs (then known as the Department of Provincial and Local Government) commissioned a study to reach an understanding of the gravity of the problems facing local government after all the interventions had failed.

The study came up with the following challenges for local government:

- Huge service delivery and backlog challenges for example in housing, water, and sanitation;
- Poor communication and accountability relationships with communities;
- Problems with the political and administrative interface;
- Poor financial management for example receiving negative audit opinions;
- Numerous violent service delivery protests;
- Weak civil society structures;
- Intra and inter-political party issues negatively affecting governance and delivery and;
- Insufficient municipal capacity due to a lack of scarce skills (State of Local Government in SA, 2009: pg4).

As can be identified these problems started long before the advent of Developmental Local Government. In the background to the study the researcher stated that, from their inception the municipalities were faced with a myriad of challenges from their establishment to amalgamation. All the legislation that was passed was for the development of local government, but nothing came from the local municipalities.

1.2.4 LATEST INITIATIVES BY NATIONAL GOVERNMENT

According to the White Paper on Local Government, a functional municipality is one that strives to meet the following criteria:

- Provide a democratic and accountable government for local communities;
- Be responsive to the needs of the local community;
- Promote social and economic development;
- Promote a safe and healthy environment;
- Facilitate a culture of public service and accountability amongst its staff.

To achieve this scenario the Minister responsible for local government introduced the Local Government Turnaround Strategy, which has five strategic objectives namely:

- Ensure that municipalities meet the basic service needs of communities;
- Build clean, effective, efficient, responsive and accountable local government;
- Improve performance and professionalism in municipalities;
- Improve national and provincial policy, oversight and support;
- Strengthen partnerships between local government, communities and civil society (Local Government Turnaround Strategy:19)

To show the seriousness concerning this latest intervention, the Minister has also indicated how the provincial department(s) responsible for local government will achieve this desired state of affairs. The key interventions will, among others, include the following:

- Policy reviews to make local government work;
- Address the one size fits all approach by enabling municipalities to focus on functions that are suited to their different sizes and capacities;
- Ensure a more enabling environment for service delivery including a funding strategy for municipal infrastructure provision, operation and maintenance;
- Improve performance and accountability including better communication and involvement of municipalities and communities in planning and execution of provincial functions;
- Stable councils with visionary and accountable leadership;
- Organized participation in Integrated Development Planning (IDP) processes;
- Provision of basic services, and ensuring that every cent is well considered and accounted for;
- Optimized revenue collection and improved billing, customer care, indigent and credit control policies
- Improved public participation and communication including effective complaint management and feedback systems;
- Inter-Governmental Relations (IGR) structures to be tasked with addressing the forces undermining the Local Government System;

- Any support and interventions in municipalities will be guided by a differentiated approach;
- Political management that does not destabilize and place inappropriate pressure on councils and administration;
- A performance management system for Councillors is established and managed;
- Ethical behaviour by all (Minister's Speech: 2009)

According to Thompson (1993:509), turnaround strategies involve the adoption of a new strategic position for a product or service. A turnaround strategy requires that resources be reallocated from one strategic thrust to another. The reallocation of managerial talent can lead to input of fresh ideas is of particular importance in this process. The concept of local government turnaround correlates well with Thompson's comments above in that the main emphasis was previously placed on the organisational aspect of the municipality (human resources). With the introduction of the turnaround strategy, the emphasis is now placed on the whole structure of the municipality from the Mayor down to the employees of the municipality, with every one accounting for every action taken during the implementation of the strategy.

Hill and Jones (1995:302) state that in most successful turnaround strategies a number of common features are present. Hill and Jones state that these include change in leadership, redefining the company's strategic focus, divesting or closing down unwanted assets and taking steps to improve the profitability of remaining operations. Further they indicate that while there is no guarantee that a turnaround strategy will accomplish the desired results and make the organisation a strong competitor once again, without a turnaround strategy the organisation is doomed to fail.

The question that one must ask is whether the ruling party would be willing to take such drastic measures against the council since the ruling party deploys the members of this council (Ngqushwa Local Municipality). The change of leadership will result in disgruntled members for the ruling party to the extent that it may be difficult or nearly impossible to remove Mayors, Speakers or Municipal

Managers who are not performing. Increasing rates to improve financial viability of the municipality may be difficult since the ratepayers vote for the ruling party. Therefore making the municipality viable may take some time. The Herald of the 28th of September 2012 stated that in the same municipality there was no end to political infighting although the ANC had sent a task team to try to resolve the impasse. Thus removing those who are not towing the line seems to be the most difficult task so far.

Coulter (2002:274) states that a turnaround strategy is designed for situations in which the organisation's performance problems are serious and the organisation needs to be turned around because its very survival is in jeopardy. The Local Government Turnaround Strategy already acknowledges that government wants to turn around municipalities from struggling with failure to ones that are confident in their abilities to execute their service delivery mandates (Turnaround Strategy, 2009:4). This document further asserts that everyone must rise to the challenge of making sure that all municipalities are sites of excellence and are led and staffed politically and administratively with office bearers and public servants who are responsive, accountable, efficient, and effective and carry out their duties with civic pride (Turnaround Strategy, 2009:4).

1.3 LEGISLATIVE FRAMEWORK

Local Government is one of the most regulated spheres in our country. Government promulgated many acts to make local government sustainable and some of those pieces of legislations will now be discussed.

1.3.1 The interim Constitution of the Republic of South Africa of 1993

The first piece of legislation to give recognition to the local government sphere of government was the interim Constitution of the Republic of South Africa of 1993. Schedule 4 of the Act, principle XVI, stated that government shall be structured at national, provincial and local levels. Item XX of the Schedule stated that each level of government shall have appropriate, adequate legislative and executive powers and functions that will enable each level to function effectively (Republic of South Africa Act 200 of 1993).

1.3.2 The Constitution of the Republic of South Africa Act, 1996

The second piece of legislation that gave powers to the local government sphere of authority is the Constitution of the Republic of South Africa, Act 108 of 1996. The Constitution first and foremost clearly states that South Africa is one sovereign, democratic state founded on human dignity, non-racialism and non-sexist, supremacy of the Constitution and rule of law, and universal suffrage (Republic of South Africa Act 1996). As one can deduce from the abovementioned statement South Africa is one democratic country founded on the already mentioned principles. However that same Constitution divides the country into three spheres namely, the national government, provincial government and local government. Section 151 of the Constitution on the status of municipalities indicates that:

1. The local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic.
2. The executive and legislative authority of a municipality is vested in its Municipal Council.
3. 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 for in the Constitution.
4. The national and provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

In essence, Section 151 (3) confers to municipalities the right to govern on their own accord that is in the manner the municipal council finds appropriate. This right to perform in their own accord is subject to the provisions of the Constitution. This means that whatever the municipality does must not compromise the rights of individuals as enshrined in the Constitution.

Furthermore the Constitution, in Section 152 (1) [Municipalities in co-operative government], clarifies the objects of Local Government that are:

- To provide democratic and accountable government for local communities;

- To promote social and economic development;
- To ensure the provision of services to communities in a sustainable manner;
- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organisations in matters of local government.

Section 154 (1) of the Constitution stresses the fact that the national and provincial governments must, by legislative and other measures, support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.

To further clarify Section 152 (1), the Constitution through Section 139 states that when a municipality cannot perform the functions delegated to it, then the provincial government must intervene. Although the provincial government is granted powers in terms of Section 139, there are processes and procedures that must be followed.

Section 139 (1)[Provincial intervention in local government] states that when a municipality cannot or does not fulfil an executive obligation in terms of the Constitution or legislation, the relevant provincial executive may intervene by taking any appropriate steps to ensure fulfilment of the obligation including-

- a) Issuing a directive to the Municipal Council, describing the extent of the failure to fulfil its obligation and stating any steps required to meet its obligations;
- b) Assuming responsibility for the relevant obligation in that municipality to the extent needed to maintain essential national standards or meet established minimum standards for rendering of the service.

1.3.3 Local Government Municipal Demarcation Act, (27 of 1998)

The Constitution requires that national legislation must establish criteria to determine the categories of municipalities in a particular area. The Constitution stipulates that there must be criteria for determining municipal areas for the three categories of municipalities such as District, Local and Metropolitan

Municipalities. Secondly, there must be criteria and procedures for determining the boundaries and thirdly, the body that determines the outer boundaries of municipalities must be an independent body.

The third piece of legislation promulgated was the Municipal Demarcation Act. As part of establishing well-defined municipalities, the Act establishes the Municipal Demarcation Board that is solely responsible for determination of municipal boundaries in accordance with the Municipal Demarcation Act and other appropriate legislation enacted in terms of Chapter 7 of the Constitution.

The main object of the Act is to:

- To provide for criteria and procedures for the determination of municipal boundaries by an independent authority; and
- To provide for matters connected thereto.

1.3.4 The Local Government Municipal Structures Act, (117 of 1998)

The fourth piece of legislation promulgated was the Municipal Structures Act. The Constitution, as indicated, stated that there will be three spheres of government the national, provincial and local sphere but did not clearly define what types and kinds of municipalities. The Demarcation Act was then promulgated to give effect to the provisions of the Constitution by clearly defining the different types and categories of municipalities and how to achieve same, but did not identify the structures that those municipalities should have. The objectives of the Municipal Structures Act are among others the following:

- To provide for the establishment of municipalities in accordance with the requirements relating to the categories and types of municipality;
- To establish criteria for determining the category of municipality to be established in an area;
- To define the types of municipality that may be established within each category;
- To provide for an appropriate division of functions and powers between categories of municipality;

- To regulate the internal systems, structures and office-bearers of municipalities
- To provide for appropriate electoral systems; and
- To provide for matters in connection therewith (South Africa: Local Government Municipal Structures Act 117 of 1998).

1.3.5 The Local Government Municipal Systems Act, (32 of 2000)

The fifth piece of legislation promulgated was the Municipal Systems Act. The principle aim of the Act was to focus on community participation, integrated development planning, performance management, local public administration, municipal services and credit control and debt collection. The key objectives of the Act among others are to:

- Provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities;
- Ensure universal access to essential services that are affordable to all;
- To define the legal nature of a municipality as including the local community within the municipal area working in partnership with the municipality's political and administrative structures ;
- To provide for the manner in which powers and functions are exercised and performed.

1.3.6 Municipal Finance Management Act, (56 of 2003)

The final piece of legislation was the Municipal Finance Management Act. The objectives of the Act were among others the following:

- Ensuring transparency, accountability and appropriate lines of responsibility in the fiscal and financial affairs of municipalities and municipal entities;
- The management of their revenues, expenditures, assets and liabilities and the handling of their financial dealings;

- Budgetary and financial planning processes and the co-ordination of those processes with the processes of organs of state in other spheres of government;
- Borrowing;
- The handling of financial problems in municipalities ;
- Supply chain management and ;
- Other financial matters.

1.4. PROBLEM STATEMENT

Since 1994, both the National and Provincial governments have been engaged with programmes and projects that seek to assist municipalities to perform their functions as enunciated in the Constitution of the Republic of South Africa and the White Paper on Local Government. Although large sums of money were pumped into projects such as the Presidential Project Task Team that sought to assist municipalities in the former Transkei area to be financially and administratively viable, those projects did not yield the required results due to other challenges faced by these municipalities.

Government has also been engaged in processes of demarcating municipalities every five years to try to resolve some of these challenges but to date the same challenges continue to plague the municipalities. The Ngqushwa municipality has not been immune to these challenges that have faced and are still facing other municipalities. Despite replacing some mayors and municipal managers with others, no change has been forthcoming. This scenario has led to poor service delivery and communities losing faith in the municipal system of governance in our country. It is a frequent occurrence to find communities gathering to protest violently to voice their anger at the slow or non-delivery of services as promised by the ruling party. The government developed the Local Government Turnaround Strategy envisaging that this would resolve some of the challenges indicated above.

1.5. RESEARCH QUESTIONS

The following are the questions that will guide the study:

1. What is the understanding of councillors of the Local Government Turnaround Strategy?
2. What are the constraints in rendering services by municipalities?
3. Will the Local Government Turnaround Strategy be able to unblock service delivery challenges as identified in question two above?

The overarching question of this study is: Will the Local Government Turnaround Strategy assist Ngqushwa Municipality?

1.6. RESEARCH OBJECTIVES

The objectives of the research are the following:

1. To examine the state of governance of Ngqushwa Municipality
2. To investigate challenges that hamper municipalities in rendering services as espoused in the White Paper on Local Government and subsequent legislation.
3. To examine ways to improve the relationship between the Mayor, Speaker, Chief Whip, Municipal Manager and the Administration in the pursuance of service delivery.
4. To make recommendations to the Department of Local Government and Traditional Affairs, SALGA and the affected municipality on how to utilise the Local Government Turnaround Strategy to improve the image and functionality of the municipality.

1.7 DEMARCATION OF THE TERRAIN OF THE STUDY

This research topic as indicated in the title examines whether the Local Government Turnaround Strategy as introduced by Parliament will indeed assist ailing Ngqushwa Local Municipality. The area of Ngqushwa Local Municipality will be the centre for the study therefore the municipality as demarcated will be where the interviews and investigations will take place. Ngqushwa Local Municipality is situated in the Eastern Cape, is bounded on the East by the Fish River and on the South by the Indian Ocean. The municipality is an amalgamation of two towns

namely, Hamburg and Peddie. It is one of the eight municipalities that fall under the Amathole District Municipality. With its natural beauty and character (especially the coastal areas), Ngqushwa is a wonderful tourist attraction that prides itself on its rich history and heritage. There are various heritage sites that one can visit as well as other attractions (www.Ngqushwamun.gov.za).

The vision of the municipality states that they want “to be a preferred vibrant, socio-economically developed municipal area that embraces a culture of human dignity, good governance and is characterised by good quality of service for all.” Their mission statement states that” Ngqushwa Local Municipality will strive to become a benchmark institution in the country, respect of good quality and affordable services through efficient resource mobilization and management, stimulation of economic growth and good governance.

The main industry/business sector in the Ngqushwa area is agriculture, with approximately 11% of the employed labour force involved in this sector. Of the remaining 89% of the employed labour force, 2% are involved in mining, 18% in the secondary sector and 69% in the tertiary sector. The major problem the municipality is facing is that the employed labour force only comprises 22% of the total potentially employable labour force. There are two potential growth areas and they are agriculture and tourism. Although there is a lot of degraded land, there are potential areas in sugar beet, orange, piggery, poultry, mariculture and vegetable farming. The tourism industry is also targeted as an economic driver due to the many attractions on offer in the municipality (www.Ngqushwamun.gov.za).

1.8 CLARIFICATION OF TERMINOLOGY

The following is the clarification of the terms that will be used in this research:

- **“Capacity”**. In relation to a municipality this includes the administrative and financial management capacity and infrastructure that enables a municipality to collect revenue and to govern on its own initiative the local government affairs of its community.
- **“Category”** means a category A, B or C of municipality envisaged in Section 155 (1) of the Constitution.

- “**Councillor**” means a member of a municipal council
- “**Executive Mayor**” means an executive mayor elected in terms of Section 55
- “**Municipal Council**” means a municipal council referred to in Section 157 of the Constitution;
- “**Municipality**” includes a municipality referred to in Section 155 (6) of the Constitution
- “**Speaker**” means a councillor elected in terms of Section 36 to be the chairperson of a municipal council as envisaged in Section 160 (1) (b) of the Municipal Structures Act;
- “**Ward**” means a ward mentioned in item 2 of Schedule 1;
- “**Ward Committee**” means a ward committee established in terms of Section 73

In the following chapter literature review will be dealt with.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

The crafters of the Freedom Charter in 1955 saw that the apartheid system of governance would never survive for a long period of time. The Freedom Charter among other things recognised that South Africa belonged to all who live in it, black and white, and that no government can justify claiming authority unless it was based on the will of the people. Secondly, the Charter recognised that Black people were robbed of their birth right to land, liberty and peace by a form of government founded on injustice and inequality. Most importantly, the Freedom Charter recognised that there shall be Houses, Security and Comfort. Clarified this meant that:

- all people shall have the right to live where they choose, be decently housed, and to bring up their families in comfort and security;
- Unused housing space to be made available to the people;
- Rent and prices shall be lowered, food plentiful and no-one shall go hungry;
- A preventive health scheme shall be run by the state;
- Slums shall be demolished, and new suburbs built where all shall have transport, roads, lighting, plating playing fields, crèches and social centres;
- The aged, orphans, the disabled and sick shall be cared for by the state (<http://www.anc.org.za>).

The people of South Africa declared these rights for which they were ready to fight. Indeed, they fought with the resultant incarceration of the people like Govan Mbeki, Nelson Mandela, Robert Sobukwe and others and the banning of political organisations.

2.2 ESTABLISHMENT OF BLACK LOCAL AUTHORITIES

In 1961, the Urban Bantu Councils were established in terms of the Urban Bantu Councils Act of 1961 thus replacing the advisory committees. Although they were similar to the advisory committees, the white local authority in charge of a

particular township could delegate some powers to the relevant Urban Bantu Council. In 1971 the administration of African Townships was taken over by the Bantu Affairs Administration Boards, which were offered the option of becoming urban Bantu Councils (Tsatsire, 2008:28).

Due to the mounting pressure against apartheid, civil organisations were established in the townships to fight any form of apartheid-linked structures in the townships. SANCO was the most dominant and vocal civic organisation. In an effort to quell uprisings and civil resistance in the townships, the government introduced black local authorities (Ismail, Bayat and Meyer 1997:50).

The enactment of the Black Local Authorities Act 102 of 1982 facilitated the introduction of black local authorities for black communities in urban areas. The four provincial administrations that existed at the time namely, Cape, Orange Free State, Transvaal and Natal administrations had the responsibility of administering and controlling the local authorities. However, policy directives came to these black local authorities via the central government in the form of legislation (Tsatsire, 2008:29)

Local government revenue in urban South Africa was self-generated mainly through property rates, and the delivery of services to residents and businesses. This particularly suited well with minority white municipalities, which had small populations to service and large concentration of economic resources and taxes. Apartheid regulations barred most retail and industrial developments in black areas. This limited tax base forced residents and retailers to spend most of their money in white areas. Municipalities in black areas were therefore deprived of the means to meet the needs of the majority black local residents.

Further, in rural areas discrimination and segregation were equally harshly enforced. Water and electricity were supplied to white residents in rural areas at enormous cost, while scant regard was given to the needs of the rural majority. Rural areas run by homeland governments did not have an economic base. There were no visible investments and economic growth. These areas were also characterised by poor infrastructure and services (a legacy from the apartheid era that many municipalities are still faced with today), issues of growth and development ([http:// www.polity.org.za](http://www.polity.org.za)).

Tsatsire (2001:28) states that black local authorities were beset with difficulties right from their inception. Firstly, they lacked political legitimacy among blacks themselves. In addition, they were beset with fiscal inadequacy problems, since they did not have a proper tax base. Without an adequate tax base, black local authorities were automatically rendering inferior and substandard services. They were rejected in popular community mobilization in the mid-1980s.

The South African government has made significant strides to ensure that communities are able to enjoy an improved quality of life. The apartheid local government left scars and backlogs that needed to be corrected by the new local government system introduced in 1994.

Ismail, et al (1997:52) state that there were no visible improvements in the living conditions of people living in the townships in South Africa due to the absence of a reliable tax base. No businesses wanted to invest in the townships. In effect they were discouraged by the apartheid regime from doing so. The rent service charge boycotts were initiated by numerous township communities in response to politically illegitimate institutions such as black local authorities and further compounded the financial problems of these local authorities.

In the 1980s, the apartheid state attempted to resuscitate the collapsing local authorities by redirecting funds to the disadvantaged areas. A system of ad hoc intergovernmental grants was developed to channel resources to the collapsing townships. Regional Services Councils and Joint Services Boards were established to channel funds to the black areas. However this did not end the resistance from the communities. The rejection of the black local authorities led to popular uprisings in townships all over South Africa that shook the foundations of the apartheid order (Tsatsire, 2008: 31).

Reddy (1996:56) states that although the writing was on the wall for the apartheid regime, in an attempt to create an integrated local government system the government introduced the Interim Measures for Local Government Act 128 of 1991. However, pressure from both the oppressed masses of the people and international pressure mounted as the changes proposed were seen as cosmetic by the ANC and SANCO. The organisations argued that to create integrated local

authorities would never lead to truly non-racial and democratic local government as espoused in the Freedom Charter.

2.3 LOCAL GOVERNMENT UNDER THE DEMOCRATIC DISPENSATION (1994 ONWARDS)

With the history of illegitimate local authorities, the post-apartheid government had to make drastic interventions to assist in the democratisation of these structures. In order to do that the government had to develop policies and legislations to deal with the burdens created by the system of apartheid. Reddy (1996:58) states that the transition from apartheid to a democratic, non-racial and non-sexist South Africa was largely managed by the Multi-Party Negotiating Council. It soon became clear that local government was of such key importance that transitional arrangements were required simultaneously with the national process. The Local Government Negotiating Forum was established and was the vehicle promoting the passage of the Local Government Transition Act 209 of 1993.

The Local Government Transition Act 209 of 1993 emphasised the necessity for the disjointed urban and rural communities to combine their efforts in forming non-racial local government institutions that could cope effectively with the diverse need and aspirations of all citizens at grassroots level. Furthermore, this Act provided a framework for an orderly transition to fully fledged local government democracy. It mapped out three phases of transition for local government namely, the pre-interim phase (1993-1995), the interim phase (1995-1999) and the final phase (post-1999). The pre-interim phase comprised the establishment of local forums to negotiate the appointment of temporary councils, which would govern until democratic municipal elections were held. The interim phase comprised the municipal elections and lasted until the design and legislation of a new local government system. The final phase would see the establishment of new local government system such as the current developmental local government system (Tsatsire, 2008:37).

According to Tsatsire (2008:69) the transformation of South African local government has a number of important implications. The first implication is that the status of local government has changed. It has been given more responsibilities, structures had to change to suit the new responsibilities; planning had to be integrated and be developmental and municipal performance had to be measured and judged by the municipality itself, by residents and by both the Provincial and National governments. The other responsibilities and requirements include the need for local government to be self-sustaining to be developmental. This was followed by greater insistence that local government improve its financial management, budgeting and other credit controls within a framework of acceptable accounting standards.

The importance of local government in the new dispensation must be emphasised. The term “developmental” has become the new buzzword. Among the first legislation to be developed for local government was the White Paper on Local Government in 1998. The White Paper on Local Government (1998:) indicates that local government has a critical role to play in rebuilding local communities and environments as the basis for a democratic, integrated, prosperous and truly non-racial society. Again Section 152(1) and (2) of the Constitution of the Republic of South Africa conferred obligations on local government such as:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in sustainable manner;
- To promote social and economic development;
- To promote safe and healthy environment; and,
- To encourage the involvement of communities and community organisations in matters of local government (The Constitution Section 152 (1)).

Section 152 (2) states that a municipality must strive within its financial and administrative capacity, to achieve the objects set out in subsection (1).

The White Paper on Local Government, 1998 identified the following amongst other challenges faced by the local government sphere during the development phase:-

2.3.1 Problems of democratization

As the concept of developmental local government was a new concept, municipalities faced many problems. The move from conflict local government to democratically discussing issues was a challenge on its own. In the Mngquma Local Municipality for an example infighting between the members of the ruling party was the order of the day. The first Mayor that was inaugurated was removed before the term of office came to its end. The same fate happened to the incumbent after the former was removed from office. The incumbent was forcefully removed by the same group that voted him into power. The third Mayor to be inaugurated was also forcefully removed from office. This affected the administration of the municipality and resulted in service delivery hugely affected.

Nggushwa Local Municipality was not immune to the challenges cited above. The municipality had its dramas in the local government sphere like any other municipality. In the year 2003 there was drama in the municipality when angry residents protested against the removal of the mayor. The said protesters wanted to force their way into the municipal building. Public order police were called to help with the protesting residents. The protesters wanted to remove the mayor who took after the first mayor was removed by councillors. The anger of the people was the fact that the first mayor was removed without consulting the community. The community also demanded that the whole council be removed (Daily Sun: October 2003). Political infighting has been the order of the day even in this municipality.

2.3.2 Need for support Programmes

Municipalities had a dire need for assistance as they began the road to recovery after the ravages of apartheid. The first intervention introduced in the local government sphere in South Africa was the Presidential Project Team (especially in the former homelands of Ciskei and Transkei). The project team was mandated to assist those municipalities in dire straits with support in the areas of finance, especially revenue collection and generation, human resources, IT, technical services. The programme failed to achieve the desired results and left the municipalities with the same challenges. The national government introduced the Municipal Support Programme to assist these same municipalities but the problem persisted, even beyond the end of the programme. The main challenge with this assistance was the fact that the government appointed consultants who came up with a one size fits all approach for all the municipalities without first getting an understanding of the challenges faced by that particular municipality. The results were the same failures the Presidential Project Team failed to address (Department of Local Government Annual Report: 1998).

2.3.3 Rationalization to improve viability

Some of the established municipalities were not financially viable and rationalization of these municipalities needed to take place to build better municipalities. An example was the amalgamation of the Ntabankulu local municipality that was financially viable with the UMzimkhulu municipality that was not financially viable at the time. Although rationalization was a good concept it had its problems but these will be discussed later. These challenges led to the promulgation of the Local Government Municipal Demarcation Act. The main aim of the Act was to amalgamate some of the not so financially viable municipalities with the viable one to create a form of an ideal municipality. This amalgamation also led to other challenges as patterns of development were now skewed towards the financially viable side of the municipality. This could be seen in the development of the former East London municipality where the King William's Town area was sacrificed by the East London well off suburb (Department of Local Government Annual Report: 1998).

2.3.4 Huge backlogs in service infrastructure

Huge backlogs in terms of housing, roads, serviced sites and infrastructure development issues existed in the historically disadvantaged areas. The first challenge for local government was where to start as all areas needed the same services. Secondly, the funding for these service backlogs far exceeded the budget and revenue these municipalities could afford. The dilapidated infrastructure of the former Umtata area was a case at hand. During the apartheid era the eastern side of the province was underdeveloped and this needed urgent attention as compared to the western side of the province in areas like Port Elizabeth.

2.3.5 Substantial variations in capacity

Some municipalities are very weak administratively and do not have the capacity for service delivery at the expected rate. Municipalities such as Qaukeni, Koukamma, Emalahleni, and other smaller municipalities do not have for example housing units for housing delivery and this sometimes leads to the appointment of consultants to deliver housing. This over-reliance on consultants has created problems in some municipalities in that large sums of monies are spent without seeing the end product.

2.4 INTERVENTIONS THAT GOVERNMENT CAME UP WITH TO ADDRESS ABOVE

2.4.1 Rationalization to improve viability

The Municipal Demarcation Act, Act No. 27 of 1998 was promulgated with the key objective to provide for criteria and procedures for the determination of municipal boundaries by an independent authority and to provide for matters connected thereto. Wall-to-wall municipalities were established taking into consideration the rural areas and their service backlogs. An example of the wall-to-wall municipality is that of Buffalo City (formerly known as King William's Town Transitional Local Council and East London Transitional Local Council). These transitional local councils were amalgamated to form one municipality to take care of both the rural and urban areas. The amalgamation of these municipalities has created another problem namely that of amalgamating a not so viable

municipality (King William's Town) and a financially viable municipality (East London). This created a dependency of the King William's Town area on the East London area. One can cite many examples of this type of amalgamation in other areas where there are problems. Another example is of Butterworth amalgamating with Engcobo to form the Mnquma Municipality, with Butterworth being unstable both politically and administratively (South Africa 1998: Local Government Municipal Demarcation Act).

The second piece of legislation promulgated to assist local government in the pursuit of the ideal type of municipality as enshrined in the Constitution was the Local Government Municipal Structures Act, Act 117 of 1998. The key objectives of the Act among others are:

- to provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities;
- to establish criteria for determining the types of municipalities that may be established in an area;
- to provide for an appropriate division of functions and powers between categories of municipalities.

As can be established from the abovementioned Act, the establishment of municipalities and the provision of powers and functions thereof was done in the year 1998 but to date the local government sphere is still found wanting in as far as their powers and functions are concerned (South Africa 1998: The Local Government Municipal Structures Act).

Other pieces of legislation were promulgated to assist municipalities in their turn around initiatives. Such legislation includes the Municipal Systems Act No. 32 of 2000 which has as its key objectives among others:

- To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all;

- To define the legal nature of a municipality as including the local community within the municipal area, working in partnership with the municipality's political and administrative structures;
- To provide for the manner in which municipal powers and functions are exercised and performed; to provide for community participation;
- To establish a simple and enabling framework for the core processes of planning, performance management, resource mobilization and organizational change which underpin the notion of developmental local government;
- To provide a framework for local public administration and human resource development;
- To empower the poor and ensure that municipalities put service tariffs and credit control policies in place that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts;
- To provide for credit control and debt collection;
- To establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment;
- To provide for legal matters pertaining to local government; and
- To provide for matters incidental thereto.

As can be seen from the objectives of this particular Act, for any municipality to survive it must establish (as indicated above) the systems, structures and relationships within its ambit of operation. The situation has remained as bleak as was stated in the introduction to this analysis (South Africa 2000; Local Government Municipal Systems Act). Government developed many pieces of legislation to curb the underperformance of municipalities in an attempt to bring local government up to par.

2.5 LEGISLATIVE FRAMEWORK TO GUIDE DEVELOPMENTAL LOCAL GOVERNMENT

As indicated above, local government has drastically changed and the responsibilities attached to it have become immense. Legislation had to be developed to assist local government in its endeavours to develop in order to deal with these responsibilities. The following Acts will be discussed to illustrate this contention.

2.5.1 The interim Constitution of the Republic of South Africa of 1993

The first piece of legislation that gave recognition to the local government sphere of government was the interim Constitution of the Republic of South Africa of 1993. Schedule 4 of the Act, principle XVI stated that government shall be structured at national, provincial and local levels. Item XX of the Schedule stated that each level of government shall have appropriate adequate legislative and executive powers and functions that will enable each level to function effectively (Republic of South Africa Act 200 of 1993).

2.5.2 The Constitution of the Republic of South Africa Act, of 1996

The second piece of legislation that gave powers to the local government sphere of government is the Constitution of the Republic of South Africa, Act 1996. The Constitution clearly states that South Africa is one sovereign, democratic state founded on human dignity, non-racialism and non-sexism, the supremacy of the Constitution and rule of law, and universal suffrage (Republic of South Africa Act 1996). As one can deduce from the abovementioned statement South Africa is a single democratic country that is founded on the already mentioned principles. However the same Constitution divides that country into three spheres namely, the national government, provincial government and local government. Section 151 of the Constitution on the status of municipalities indicates that:

- The local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic.
- The executive and legislative authority of a municipality is vested in its Municipal Council.

- 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 for in the Constitution.
- The national and provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

In essence, Section 151 (3) confers to municipalities the right to govern on their own accord that is, in the manner the municipal council finds appropriate. This right to perform on their own accord is subject to the provisions of the Constitution. This means that whatever the municipality does must not compromise the rights of individuals as enshrined in the Constitution.

Further, Section 152 (1) of the Constitution [Municipalities in co-operative government] clarifies the objects of Local Government and is:

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

Section 154 (1) of the Constitution stresses that the national and provincial governments must, by legislative and other measures, support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.

To further clarify Section 152 (1) the Constitution, through Section 139, states that when a municipality cannot perform the functions delegated to it, the provincial government must intervene. Although the provincial government is granted powers in terms of Section 139, it must follow processes and procedures.

Section 139 (1)[Provincial intervention in local government] states that when a municipality cannot or does not fulfil an executive obligation in terms of the

Constitution or legislation, the relevant provincial executive may intervene by taking any appropriate steps to ensure fulfilment of the obligation including-

- Issuing a directive to the Municipal Council, describing the extent of the failure to fulfil its obligation and stating any steps required to meet these obligations;
- Assuming responsibility for the relevant obligation in that municipality to the extent to maintain essential national standards or meet established minimum standards for rendering of the service.

2.5.3 Local Government Municipal Demarcation Act, (27 of 1998)

The Constitution requires that national legislation must establish criteria to determine the categories of municipalities in a particular area. The Constitution stipulates that there must be criteria for determining municipal areas for the three categories of municipalities. Secondly, there must be criteria and procedures for determining the boundaries and thirdly, the body that determines the outer boundaries of municipalities must be an independent body.

The third piece of legislation promulgated was the Municipal Demarcation Act. As part of establishing well-defined municipalities, the Act establishes the Municipal Demarcation Board that is solely responsible for the determination of municipal boundaries in accordance with the Municipal Demarcation Act and other appropriate legislation enacted in terms of Chapter 7 of the Constitution.

The main object of the Act is to:

- To provide for criteria and procedures for the determination of municipal boundaries by an independent authority; and
- To provide for matters connected thereto

2.5.4 Local Government Municipal Structures Act, (117 of 1998)

The fourth piece of legislation promulgated was the Municipal Structures Act. The Constitution, as indicated, stated that there will be three spheres of government the national, provincial and local sphere but did not clearly define what types and kinds of municipalities. The Demarcation Act was then promulgated to give effect

to the provisions of the Constitution by clearly defining the different types and categories of municipalities and how to achieve same, but did not give the structures that those municipalities should have. The objectives of the Municipal Structures Act are among others the following:

- To provide for the establishment of municipalities in accordance with the requirements relating to the categories and types of municipality;
- To establish criteria for determining the category of municipality to be established in an area;
- To define the types of municipality that may be established within each category;
- To provide for an appropriate division of functions and powers between categories of municipality;
- To regulate the internal systems, structures and office-bearers of municipalities
- To provide for appropriate electoral systems; and
- To provide for matters in connection therewith (South Africa: Local Government Municipal Structures Act 117 of 1998).

2.5.5 Local Government Municipal Systems Act, (32 of 2000)

The fifth piece of legislation promulgated was the Municipal Systems Act. The principle aim of the Act was to focus on community participation, integrated development planning, performance management, local public administration, municipal services and credit control and debt collection. The key objectives of the Act among others are to:

- Provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities;
- Ensure universal access to essential services that are affordable to all;
- To define the legal nature of a municipality as including the local community within the municipal area working in partnership with the municipality's political and administrative structures ;

- To provide for the manner in which powers and functions are exercised and performed.

2.5.6 Municipal Finance Management Act, (56 of 2003)

The last piece of legislation for discussion is the Municipal Finance Management Act. The objectives of the Act were among others the following:

- Ensuring transparency, accountability and appropriate lines of responsibility in the fiscal and financial affairs of municipalities and municipal entities;
- The management of their revenues, expenditures, assets and liabilities and the handling of their financial dealings;
- Budgetary and financial planning processes and the co-ordination of those processes with the processes of organs of state in other spheres of government;
- Borrowing;
- The handling of financial problems in municipalities ;
- Supply chain management and ;
- Other financial matters

2.7 FURTHER ASSISTANCE TO LOCAL GOVERNMENT

The government introduced the Five Year Strategic Local Government Agenda in an attempt to bring the system of local government to a better position,. This agenda firstly, entrusted both National and Provincial Government departments to prioritize support to the local sphere. Secondly that all sector departments must integrate their support. Thirdly, hands on support must be given top priority to municipalities. As could be seen, this intervention failed as others have failed (such as the Presidential Project Team, Project Consolidate and Five Year Strategic Agenda) because municipalities continued to operate the same way as before and were not delivering services as required by the communities they served.

Due to the persistent under-performance of municipalities in 2009 the Minister responsible for COGTA (then the Department of Provincial and Local Government) commissioned a study to gain an understanding of the gravity of the problems facing local government after all the interventions had failed.

The study came up with the following challenges in local government:

- Huge service delivery and backlog challenges, for an example. housing, water, and sanitation;
- Poor communication and accountability relationships with communities;
- Problems with the political and administrative interface;
- Poor financial management, for example negative audit opinions;
- Number of violent service delivery protests;
- Weak civil society formations ;
- Intra and inter political party issues negatively affecting governance and delivery and;
- Insufficient municipal capacity due to a lack of scarce skills (State of Local Government in SA pg4).

These problems started long before the advent of Developmental Local Government. The researcher stated earlier that, from their inception, the municipalities were faced with a myriad of challenges from establishment up to amalgamation. All the pieces of legislation passed were for the development of local government but nothing came from the local municipalities.

2.8 LATEST INITIATIVES BY NATIONAL GOVERNMENT

According to the White Paper on Local Government, a functional municipality is one that strives to meet the following criteria, namely to:

- Provide a democratic and accountable government for local communities;
- Be responsive to the needs of the local community;
- Promote social and economic development;
- Promote a safe and healthy environment;
- Facilitate a culture of public service and accountability amongst its staff.

The Minister responsible for local government introduced the Local Government Turnaround Strategy with its five strategic objectives to achieve the above-mentioned goals, namely to:

- Ensure that municipalities meet the basic service needs of communities;
- Build clean, effective, efficient, responsive and accountable local government;
- Improve performance and professionalism in municipalities;
- Improve national and provincial policy, oversight and support;
- Strengthen partnerships between local government, communities and civil society (Local Government Turnaround Strategy Document 2009:19).

The Minister also indicated how the provincial department(s) responsible for local government will achieve this desired state of affairs. The key interventions will, among others, include the following:

- Policy reviews to make local government work;
- Address the one size fits all approach by enabling municipalities to focus on functions that are suited to their different sizes and capacities;
- Ensure a more enabling environment for service delivery including a funding strategy for municipal infrastructure provision, operation and maintenance;
- Improve performance and accountability including better communication and involvement of municipalities and communities in planning and execution of provincial functions;
- Stable councils with visionary and accountable leadership;
- Organized participation in IDP processes;
- Provision of basic services, and ensuring that every cent is well considered and accounted for;
- Optimized revenue collection and improved billing, customer care, indigent and credit control policies
- Improved public participation and communication including effective complaint management and feedback systems;

- IGR structures be tasked with addressing the forces undermining the Local Government System;
- Any support and interventions in municipalities will be guided by differentiated approach;
- Political management does not destabilize and place inappropriate pressure on councils and administration;
- A performance management system for Councillors is established and managed;
- Ethical behaviour by all (Minister's Speech: 2009)

According to Thompson (1993:509), turnaround strategies involve the adoption of a new strategic position for a product or service whereby resources are reallocated from one strategic thrust to another. The reallocation of managerial talent that can lead to input of fresh ideas is particularly important. The concept of local government turnaround follows Thompson's description in that the emphasis was previously placed on the organisational aspects of the municipality (human resources). The introduction of the turnaround strategy leads to emphasis now being placed on the whole structure of the municipality from the Mayor down to the employees of the municipality with every one accounting for every action taken during the implementation of the strategy.

Hill and Jones (1995:302) state that in most successful turnaround strategies a number of common features are present. Hill and Jones cite that these include change in leadership, redefining the company's strategic focus, divesting or closing down unwanted assets and taking steps to improve the profitability of remaining operations. They further indicate that while there is no guarantee that a turnaround strategy will accomplish the desired results and make the organisation a strong competitor once again, without a turnaround strategy the organisation is doomed to fail.

Coulter (2002:274) states that a turnaround strategy is designed for situations in which the organisation's performance problems are serious and the organisation needs to be turned around as its very survival is in jeopardy. The Local Government Turnaround Strategy already acknowledges that government wants to turn around municipalities from struggling with failure to ones that are confident

in their abilities to execute their service delivery mandates (2009:4). The said document further asserts that everyone must rise to the challenge of making sure that all municipalities are sites of excellence and are led and staffed politically and administratively with office bearers and public servants who are responsive, accountable, efficient and effective and carry out their duties with civic pride (2009:4).

2.9 CONCLUSION

In conclusion, the question that one must ask is whether the ruling party will be willing to take such drastic measures against their members since the ruling party deploys the members of this council (Ngqushwa Local Municipality). The change of leadership will result in disgruntled members for the ruling party, such that it may be difficult or nearly impossible to remove Mayors, Speakers or Municipal Managers who are not performing. Increasing rates to improve financial viability of the municipality may be difficult, since it is the rate payers who vote for the ruling party. Making the municipality viable may therefore take some time. In the Herald of the 28th of September 2012 it was stated that in the same municipality there was no end to political infighting although the ANC had sent a task team to try to resolve the impasse. Thus removing those who are not towing the line seems to be the most difficult action so far. The methods and methodology used in this research will be further expatiated in the next chapter.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter discusses the research methods and methodology used in this study. Goddard and Melville (2001:1) define research as not just a process of gathering information, as is sometimes suggested but rather about answering unanswered questions or creating that which does not currently exist. Further, they state that research can be seen as a process of expanding boundaries of our ignorance. Leedy (1989: 161) defines research as a process that involves obtaining scientific knowledge by means of various objective methods and procedures. Leedy further indicates that methodology is the philosophy of the research process guided by a series of rules and procedures. Assumptions, values and principles are the foundations of any research process that ultimately lead to the adoption of standards and criteria upon which the research is based. Therefore it stands to reason that if the process of the research is followed carefully and scientifically, the analysis and the interpretation of the data, conclusions and the recommendations are bound to be valid (Ntuli:2011).

3.2 THE RESEARCH METHODS

Leedy and Ormrod (1985:3) define research as the systematic process of collecting and analysing data to increase our understanding of the phenomenon about which we are concerned or interested. According to Dawson (2002) inappropriate research methodology refers to a method or procedure the researcher utilised whilst knowing quite well that he/she has selected a highly biased sample, used an invalid instrument or drew wrong conclusions. As can be seen from the definition given above research is about collecting information and analysing this to draw conclusions about a matter.

Research methods are divided into two categories namely, the quantitative and qualitative research methods. These concepts will be visited in the following paragraphs.

3.2.1 Quantitative research

Quantitative research methods are concerned with the collection and analysis of data in numeric form. It needs to emphasize relatively large scale and representative sets of data, and is often presented and perceived as being about gathering of facts. Quantitative research consists of those studies in which the data concerned can be analysed in terms of numbers. Quantitative research is based more on its original plans and its results are more readily analysed and interpreted (Hughes 2006:2).

Further, Henning (2004:3) asserts that in a quantitative study the focus will be on control of all the components in the actions and representations of the participants the variables will be controlled and the study will be guided with an acute focus on how variables are related. The researcher plans and executes this control according to the design of the study and its instruments. Respondents or research subjects are not free to express data that cannot be captured by the predetermined instruments.

Roberts (2004:110) defines quantitative method as a set of detailed questions and/or a hypothesis. The data collected is primarily numerical resulting from surveys and tests. Quantitative design includes descriptive research, experimental research and correlation research.

3.2.2 Qualitative research

The qualitative research method is concerned with the scientific description of events and persons without the use of numerical data. It is more open and responsive to its subjects. Qualitative research focuses on collecting and analysing data in as many forms, chiefly non-numeric, as possible. It tends to focus on exploring in as much detail as possible, smaller numbers of instances or examples which are seen as being interesting or illuminating, and aims to achieve depth rather than breadth (Hughes 2006:3).

As stated by Hughes (2006:4), the key characteristics of qualitative research are that events can only be understood adequately if they are seen in context. When the researcher starts conducting the research, he/she must be part of the subjects under research and therefore numbers cannot assist in making the

researcher understand the problem that under research. Hughes further asserts that qualitative researchers want the research respondents to speak for themselves, to provide their perspectives in words and other actions. This will enable the researcher to ask more probing questions as and when the need arises instead of coming back for more explanations on issues raised. This exercise will also introduce new views regarding the subject and not just legitimize pre-conceived attitudes (Hughes 2006: 7). Denscombe (2003:268) suggests that qualitative research can be useful in its own right and can be used as part of information gathering. The qualitative research method can involve sampling, collection of data and the analysis of the data. Qualitative data comes from a wide variety of primary and/or secondary sources such as individuals, focus groups, government publications and the internet.

Welman and Kruger (2001:253) indicate that research procedures used to investigate stated problems should be scientifically well founded and describe the following aspects. Firstly, the population from which the participants will be obtained. Secondly, the manner in which groups will be formed. Thirdly, the manner in which the data will be collected and the specifications of any apparatus.

The research method employed in this research is the qualitative research design. The main reason for choosing the qualitative research method is that the respondents will be able to speak for themselves and be able to express their views on matters raised. Secondly, the researcher will be able to easily gain insight into the nature of the challenges facing the Ngqushwa Local Municipality in meeting its service delivery mandate. Thirdly, the researcher will be able to verify the information and conduct validity assessments of the assumptions, claims, theories or the generalisations about what will be extrapolated from the respondents. Validation will be done by providing the information gathered during the interview sessions with the respondents to the same respondents so that they can validate the information gathered. Fourthly, the researcher will also evaluate the effectiveness of the policies and legislations that have been enacted on the roles of all parties in the municipal council (Leedy and Ormrod 1985: 3).

3.3 RESEARCH DESIGN

Leedy and Ormrod (2001:149) argue that in a case study a particular individual, programme or event is studied in depth. Similarly, Fox and Bayat (2007:69) say that an individual, group or institution is studied intensively. For the purposes of this study, the research design is a case study because, as Henning, et al (2004:41) contend, a case study is characterised by the focus on a phenomenon that has identifiable boundaries. Data that are not applicable to the case are not used unless they indirectly reflect the nature of the case.

3.4 POPULATION AND SAMPLING

The researcher will utilise purposive sampling in this research. Purposive sampling is also known as judgmental, selective or subjective sampling and is a type of non-probability sampling technique. Non-probability sampling focuses on sampling techniques where the units to be investigated are based on the judgment of the researcher. As can be found from the definition of purposive sampling, it relies on the judgment of the researcher when it comes to selecting the units to be studied. Usually the sample being studied or investigated is quite small, especially when compared with probability sampling techniques. The purpose of this type of sampling is avoid randomly selecting units from a population to create a sample with the intention of making generalisations from that sample but rather to focus on particular characteristics of a population that are of interest and which will best enable the researcher to answer the research questions

Welman, et al (2007:56) is of the opinion that probability sampling can determine the likelihood that any element or member of the population will be included in the sample. The advantage of probability sampling is that it enables the researcher to indicate the probability with which sample result deviates from the corresponding population values. In random sampling every member within a population has an equal chance of being selected (Birley and Morelands, 1998:44).

Sekeran and Bougie (2010:276) argue that in a non-probability sampling design, the elements in the population do not have any probabilities attached to their selection as a sample subject. This means that any deductions from the sample cannot be confidently generalised to the population. On the other hand non-probability sampling allows the researcher to define the population and is cheap and convenient.

There are different types of purposive sampling and a discussion of a few follows below.

3.4.1 Maximum variation sampling:

Maximum variation sampling is a purposive sampling technique used to capture a wide range of perspectives relating to the phenomenon that the researcher is interested in studying. That means maximum variation sampling is a search for variation in perspectives, ranging from conditions that are viewed to be typical through to those that are more extreme in nature. These units may exhibit a wide range of attributes, behaviours, experiences, incidents, qualities, situations, and so forth.

3.4.2 Homogenous Sampling:

Homogenous sampling is a purposive sampling that aims to achieve a homogenous sample that is, a sample whose units share the same or very similar characteristics or traits. A homogenous sample is chosen when the research question being addressed is specific to the characteristics of the particular group of interests, which is subsequently examined in detail.

3.4.3 Expert Sampling:

Expert Sampling is a type of purposive sampling technique used when the research needs to glean knowledge from individuals who have a particular expertise. This expertise may be required during the exploratory phase of qualitative research, highlighting potential new areas of interest or opening up new doors to other participants. Alternatively, the particular expertise that is being investigated may form the basis of the research, requiring a focus only on individuals with such specific expertise. Expert sampling is useful where there is a lack of empirical evidence in an area and high levels of uncertainty, as well as a

situation where it may take a long period of time before the findings from the research can be uncovered.

3.4.4 Snowball Sampling:

De Vos (1998:123) defines snowball sampling as a technique for developing a research sample where existing study subjects recruit future subjects from among their acquaintances. Thus, the sample group appears to grow like a snowball. As the sample builds up, enough data is gathered to be useful for the research. Snowball sampling and respondent-driven sampling also allow researchers to make estimates about the social network connecting the hidden population. Like sampling, snowball sampling has its own advantages and disadvantages. De Vos (1998:145) indicates that it is possible for surveyors to include people in the survey whom they would not have known. It is also very good for locating people of a specific population if they are difficult to locate. The advantage of this is that the researcher can quickly find people who are experts in their fields as often people know others who are better than them in the job. The disadvantage is that snowball sampling is not exact and can produce varied and inaccurate results. This method is heavily reliant on the skill of the individual conducting the actual sampling and also on that individual's ability to vertically network and find an appropriate sample. Identifying and locating the appropriate person to conduct the sampling is a time consuming process that renders benefits that only slightly outweigh the costs. Another disadvantage is that the researcher lacks definite knowledge as to whether or not the sample is an accurate reading of the target population. De Vos (1998:145) argues that in order to mitigate these disadvantages, it is important not to rely on any one single method of sampling to gather data about a target sector in order to obtain the most accurate information.

De Vos (1998:193) states that random sampling is a method of selecting a sample of a population so that each member of the population has an equal chance of being selected. The sample of this study will consist of six (6) participants. These will include the two (2) councillors, the Mayor, Speaker, Chief Whip and Municipal Manager of Ngqushwa Local Municipality as people who are responsible for running the affairs of the municipality. The General Manager

responsible for the Local Government Turnaround Strategy in the Department of Local Government and Traditional Affairs will also be included.

The study units were carefully selected, since all the above are a homogenous group with the same or similar characteristics as being from the same area and sharing similar experiences, backgrounds and occupation. Again, the study unit that is going to be studied has expert knowledge about what the municipality is expected to do in terms of legislations and why the municipality cannot perform at the expected level (if it is not performing in that level). The sample can best articulate what the researcher wants to achieve in this research and that is why the researcher has chosen the purposive sampling method.

According to Newman (2003:135), the sample must represent the entire population so that the primary goal of sampling is to gather a representative group, a collection of units and cases that would enable the researcher to deduct, generalise and conclude on the entire population.

3.5 DATA COLLECTION INSTRUMENTS

The researcher needs to obtain data from the informants and can make use of various techniques to collect information. There are three basic methods that the researcher can use to elicit information and these are the personal interview, the mail questionnaire and the telephone survey. Sekaran and Bougie (2010:184), in Ntuli (2011:54), state that data collection is an integral part of the research design. There are several data collection methods, each with its own advantages and disadvantages. The use of appropriate research methods enhances the value of the research. There are various data collection methods that, among others, include interviews, face to face interviews, telephone interviews, computer assisted interviews and questionnaires.

The qualitative interview will be employed for the purposes of this study. Personal interviews can be regarded as a face to face interpersonal role situation in which an interviewer asks respondents questions designed to obtain answers pertinent to the research hypothesis. The questions, their wording and sequence define the extent to which the interview is structured (Nachmias and Nachmias, 1981:188). There are two types of personal interview that will be discussed here. These are

the schedule-structured interview and non-scheduled-structured interview. According to Babbie and Mouton (2010: 294), face-to-face interviews are the most common method for collecting data in national surveys in South Africa. Instead of asking respondents to read questionnaires and enter their own answers, researchers send interviewers to ask the questions orally and to record the respondent's answers.

3.5.1 The Schedule-Structured Interview

According to Nachmias and Nachmias (1981:189), the most structured form is the schedule-structured interview in which the questions, wording and sequence are fixed and are identical for every respondent. This is done to make sure that when variations appear between respondents they can be attributed to the actual differences between the respondents and not to variations in the interview. The researcher attempts to reduce the risk that changes in the wording of the questions might elicit differences in responses. Nachmias and Nachmias (1981: 189) cite three critical assumptions underlying the above comments:

- That for any research objective the respondents have a sufficiently common vocabulary so that it is possible to formulate questions that have the same meaning for each of them.
- That it is possible to phrase all questions in a form that is equally meaningful to each respondent.
- That if the meaning of each question is to be identical for each respondent, its context must be identical and since all preceding questions constitute part of the contexts, the sequence of questions must be identical.

3.5.2 Non-scheduled-structured Interview

The non-scheduled structured interview does not employ a specified set of questions, nor are the questions asked in a specified order. Furthermore, no schedule is used. With little or no direction from the interviewer, respondents are encouraged to relate their experiences, to describe whatever events seem significant to them, to provide their own definitions of their situations and to reveal their opinions and attitudes as they see fit. The interviewer has a great deal of

freedom to probe various areas and to raise specific queries during the course of interview (Nachmias and Nachmias, 1981:189-191).

The advantages of the interview as a method of data collection are that firstly, there is greater flexibility in the questioning process. The interview allows the interviewer to determine the wording of the questions, to clarify terms that are unclear, to control the order in which the questions are presented and to probe for additional information. Secondly, there is control over the interview situation. The interviewer can ensure that the respondents answer the questions in appropriate sequence or that they answer certain questions before they are asked subsequent questions. Moreover, in an interview situation it is possible to standardize the environment in order to ensure that the interview is conducted in private, thus respondents would not have the opportunity to consult one another before giving answers. Thirdly, there is the advantage of a higher response rate than the mail questionnaire. Respondents who would normally not respond to a mail questionnaire easily can be reached and interviewed. This includes persons with difficulties in reading or writing or those who do not fully understand the language or simply those not willing to take the time to write out their answers and mail the questionnaire. Lastly, an interview can collect supplementary information about the respondent. This may include background information about the respondent's characteristics and their environment that can aid the researcher in the interpretation of the results (Nachmias and Nachmias 1981: 192-193).

For any advantage there is a corresponding disadvantage- the same can be said about the personal interview method. Firstly, there is the disadvantage of the higher cost involved. There are costs involved in the organisation required for selecting, training and supervising interviewers, in paying them, and in the travel time required to conduct interviews. In addition, when following a non-structured schedule, the cost of recording and processing the information is very high. Secondly, the interviewer bias is a disadvantage since the interview allows for greater flexibility leaving room for personal influence and bias of the interviewer. The lack of standardisation in the data collection process makes interviewing highly vulnerable to the bias of the interviewer. Lastly, there is the lack of

anonymity that the mail questionnaire provides. The interviewer knows all or many of the respondents, their names, telephone numbers and addresses. Thus the respondents may feel threatened or intimidated by the interviewer, especially when the topic or some of questions are of a sensitive nature (Nachmias and Nachmias, 1981: 193).

The researcher will employ both schedule-structured and non-scheduled-structured interviews. The reason for combining the two formats is that there are common questions for some areas of the research that will apply to all the respondents. These questions deal with the respondents' general understanding of the research topic. There are also specific questions for specific respondents dealing with expert areas of the field thus requiring that the schedule structured interview method be employed.

3.6 DATA ANALYSIS

Following the interviews the data will need to be analysed with the purpose of summarising the outcomes of the interviews in a manner that will answer the research question. The first phase of data analysis will be the editing of the information. This process involves the examination of the collected raw data to detect errors that may have occurred during the interview processes and correct these where possible.

The second step of data analysis will be the classification of the information or data. Classification will be done according to attributes. This means classification of information on the basis of common characteristics. These will be classified according to the sort of questions asked. The third step will be to assign codes to the main themes. This step involves going through the responses given by the respondents in order to understand the meaning each communicates. The researcher then develops broad themes from these responses. The last step will be to integrate the themes and responses into the text of the report. All the above-mentioned steps will be followed in the analysis of the data collected during the interview phase (Babbie and Mouton 2001: 50). Chapter 4 deals with data analysis and findings.

CHAPTER 4

DATA ANALYSIS AND FINDINGS

4.1 INTRODUCTION

The findings of the investigations on the failure of municipalities to deliver services to communities were attributed to both external and internal factors over which some municipalities have no control. The internal factors related to issues such as the quality of decision making by local government councillors, quality of appointments, transparency in the tender and procurement systems and levels of financial management and accountability. The external factors relate to the revenue base and income generation potential, inappropriate legislation and regulation, demographic patterns and trend, macro and micro-economic conditions, undue interference by political parties and weaknesses in national policy, oversight and inter-governmental relations.

Since the introduction of the municipal turnaround strategy there has been some reported progress concerning the support to municipalities. In this chapter we will analyse the data collected from participants in the Ngqushwa Local Municipality. It would be prudent for the researcher to highlight some of those achievements as reported by the Department of Cooperative Governance and Traditional Affairs (COGTA). The Ngqushwa Local Municipality was assessed on political stability, administrative stability, financial stability and service delivery. This is the analysis of the outcomes of the interviews conducted.

4.2 Administrative Stability

One of the objects of local government, as reflected in the Constitution of the Republic of South Africa 1996, is to render municipal services in a sustainable manner. Effective and efficient service delivery needs committed administrative leadership with sound administrative and management processes and systems in place. The systems and processes should be designed in such a way that the strategic goals of the municipality are achieved, as reflected in the Integrated Development Plan (Local Government: 2010/11 Consolidated Report on Municipal Performance). Section 66 of the Local Government Municipal Systems Act provides clear guidelines on the staff establishment of a municipality. The

Municipal Manager is expected to ensure that all approved posts are filled following the approval of the staff establishment. The majority of the respondents reported that since the introduction of the Local Government turnaround many municipal managers in the municipality have been removed. This has had an impact on the implementation of the turnaround strategy in that acting municipal managers had to be appointed. In terms of the introduction of the turnaround strategy the following has indeed improved in the municipality. The vacancy rate has been reduced to zero in that following the appointment of the municipal manager all vacant posts were filled. In terms of the Consolidated Report on Municipal Performance the municipality in this respect obtained a 100 % status.

It is very important that municipalities adhere to the provisions of Section 82 and 57 of the Local Government Municipal Structures Act and Systems Acts respectively when filling Section 56/57 manager posts. The municipality has again obtained 100% in the appointment of the said managers. In terms of the provisions of the Employment Equity Act, the municipality has managed to have gender representation as enunciated in the targets agreed upon in the municipality. Again in terms of youth representation, the municipality has managed to employ younger people in their structures. Disabled persons also enjoy representation in the municipality. In all these aspects the municipality has managed to obtain a rating of 100% in the performance assessment of the Department of Local Government.

In terms of Section 38 of the Municipal Systems Act each municipality has to establish a Performance Management System (PMS) that promotes a culture of performance management among its political and administrative structures. Ngqushwa Municipality is among the municipalities that have a credible Performance Management System. This is manifested in the fact that all employees have performance agreements that clearly stipulate what is expected of every employee in the municipality. This assists in the clarification of roles and responsibilities of all employees and political principals in the municipality. The administrative and political interface within the municipality, although sometimes tense, both co-exist within the municipality. All in all the majority of the respondents agree to the fact that the introduction of the turnaround strategy has assisted the municipality in turning its fortunes around in that currently there is

stability in the municipal administration although there are some employees who remain in suspension.

4.3. Financial Stability

The Municipal Finance Management Act (MFMA), Act 56 of 2003 provides municipalities with guidance for effective financial systems in order for them to be able to collect revenue and utilise this for the betterment of the communities concerned. The MFMA is aimed at ensuring that municipalities are more accountable, financially stable and capable of delivering services to their communities. In terms of the Act, financial viability entails:

- The ability of a municipality to maintain and sustain itself financially by collecting revenue due to it for services rendered and from property rates for which the community is billed;
- The ability of a municipality to provide improved living conditions to ensure a happy, healthy and secure community and environment;
- The extent to which citizens can access quality standard of living in order to fulfil their dreams for future generations. Section 126 (a) of the MFMA stipulates that the municipal manager prepares the annual financial statements of the municipality and, within two months after the end of the financial year to which those statements relate, submit the statements to the Auditor-General for auditing. The status of the audit report of the municipality in terms of financial statements still lags behind other municipalities. The municipality obtained a disclaimer from the Auditor-General. The municipality indicated that, in terms of its capital budget, it utilised all the capital expenditure granted to it. There are still challenges in so far as the ability of the municipality to collect its own revenue and to manage this so that the expenditure does not exceed the budget. In terms of revenue collection the municipality obtained a good performance review in terms of the Performance Assessment Report of the Department. Also, the ability of the municipality to reduce consumer debts is still a challenge. The municipal infrastructure grant has been spent, although there were challenges in spending the 100% of the grant by the municipality. This therefore

translates to services not being properly provided to communities in and around Ngqushwa Municipality. As indicated above the respondents agreed that if the municipality cannot utilise the grants as required by the Division of Revenue Act, then the municipality cannot clearly say that the grants are insufficient or not, as some monies are returned or rolled-over to other years. There is no effective revenue enhancement strategy in place.

The report of the Auditor-General had this to say about the disclaimer audit opinion while indicating the challenges faced by the municipality. The basis for the disclaimer was that there was insufficient appropriate audit evidence available to support trade and other receivables from exchange transactions of R3,3 million as disclosed in note two in the financial statements. In addition, insufficient appropriate audit evidence was available to support the impairment of trade and other receivables from exchange transactions of R1,7 million. There was insufficient appropriate audit evidence available to support other receivables from non-exchange transactions of R3,2 million (as disclosed in note three to the financial statements) from non-exchange transactions. In addition, there was insufficient appropriate information available to support the impairment of other receivables from non-exchange transactions of R10,7 million (Auditor-General's Report, 2011/12). Further, the Auditor-General's report indicates that the municipality did not have adequate systems in place to identify and disclose all irregular expenditure incurred during the year under review as required by Section 112 of the MFMA. The irregular expenditure was understated by a sum of R18 million as the municipality only disclosed R14, 9 million of expenditure. Unauthorised expenditure was also not disclosed as it amounted to R18, 3 million (Auditor-General's Report, 2011/12). If such large sums of monies cannot be accounted for it means that the municipality is indeed in crisis.

4.4 Service Delivery

Basic service delivery in every municipality constitutes the core business of the said municipality. As indicated in Chapter 1 the ravages of apartheid have left many municipalities with huge backlogs in service delivery. The powers and functions as contained in the Local Government Municipal Structures Act, Act

117 of 1998 as amended, enforces municipalities to perform certain functions. Key to the Local Government Turnaround Strategy is the process of ensuring that the following targets are achieved by 2014:

- All households to have access to at least piped water 200m from household;
- All households to have access to at least a ventilated pit latrine on site;
- All households to be connected to the national grid;
- All households to have access to refuse removal services at least once a week;
- All existing informal settlements to be formalised with land use plans for economic and social facilities and with provision of permanent services.

4.5 Water Supply

With the above in mind, the respondents had this to say about Ngqushwa Municipality. In terms of the provision of basic services to the communities of Ngqushwa the respondents agree that there is more that needs to be done since the municipality is not the water provider. Water provision is the responsibility of the Amatole District Municipality (ADM). The ADM undertakes water provision in the rural areas of the district. Table 4.1 indicates the current extent of water supply service provision within the municipality according to the Ngqushwa Municipal Annual Report 2011/12.

Table 4.5.1 TITLE Service Levels

Population above RDP	Population at RDP	Population below RDP	% of population below RDP
13003	65154	6187	7.3%

Source: Annual Report Ngqushwa Local Municipality 2011/12

Table 4.5.1 illustrates that the service levels of Ngqushwa Local Municipality are generally at RDP standards and above with only 7.3% below RDP standards.

The municipality provides adequate levels of service in terms of sanitation. The Table below indicates the overview of the extent of these sanitation services according to the municipal annual report:

Table 4.5.2

TITLE Population

Population above RDP	Population at RDP	Population below RDP	% of population below RDP
465	42687	41192	48.84%

Source: Annual Report Ngqushwa Local Municipality 2011/12

The researcher was informed that the condition of the sewerage infrastructure in the towns often had and inadequate capacity with old and or poorly maintained infrastructure that often resulted in sewerage spills into the river systems.

4.6 Electricity services

The Ngqushwa Local Municipality is not an electricity service provider. Eskom plays a pivotal role in all aspects of electricity supply and takes full responsibility for the municipal electricity supply although the municipality conducts the needs assessment and identification of areas without electricity. According to statistics obtained from the municipality, 70% of the population in the municipal area make use of electricity for lighting purposes, but only 11% makes use of electricity for cooking purposes. Wood is the most commonly used source of energy for cooking purposes among 52% of the community.

The statistics as sourced from the annual report indicate the following:

Table 4.6.1

TITLES: Electricity Connectivity

Indicator name	Total number of households /customers expected to benefit	Estimated backlogs (actual numbers)	Target set for the year under review	Number of households/ customers reached during the financial year	% of achievement
Percentage of households with access to electricity	69	6609	249	249	100%

Percentage of indigent households with access to free alternative energy	n/a	n/a	n/a	n/a	n/a
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Source: Annual Report Ngqushwa Local Municipality 2011/12

The municipality indicated that it developed and implemented an indigent policy to cater for the poor of the municipality. In respect of water, a 100% subsidy up to 6kl per household per month applies. In respect of electricity, a 100% subsidy of up to 50kW per month also applies. The municipality indicated that investigations have been started to identify alternative energy renewable energy sources such as wind turbines, solar heating and electricity generated from solid waste. The municipality will investigate ways to conserve energy in view of the current challenges.

4.7 Waste Management

The respondent stated that insufficient waste collection is one of the most important deficiencies concerning waste management currently facing the municipality. Insufficient waste collection coupled with low public awareness is also the cause for widespread littering which is possibly the most obvious symptom of the insufficiency of proper waste management.

The response of the respondents indicates that more needs to be done regarding service delivery in the municipality. The introduction of LGTAS has not assisted the municipality to achieve the required targets. The fact that some services such as water and electricity are not the responsibility of the municipality but of another organ of state such as ESKOM, poses a challenge in that the targets set by the municipality can be changed by the respective organ if it does not meet its desired standard. This needs further consideration by the powers that be.

4.8 Political Stability

The Ngqushwa Local Municipality is an executive-type municipality led by a mayor who is the head of the Integrated Development Processes. The municipality has four standing committees which are chaired by political heads. The four standing committees report to the executive committee which is chaired by the mayor. The executive committee reports to council on the implementation process. The council has twenty five councillors including the mayor, speaker and the portfolio councillors.

Councillors have an important oversight and policy-setting role and a wide range of responsibilities that include community leadership, representing citizens and making decisions about the provision of services for the betterment of communities. Collectively councillors are responsible for decisions that affect the lives and livelihoods of individuals, organisations and businesses. The political leadership of the municipality has accepted the turnaround strategy as a means to improve the lives of the common people they have been elected to represent in council. Like any municipality the respondents indicated that the municipality has, in the past been plagued by the sickness of removal of political office bearers, but that is now a thing of the past as the current mayor works well with the Speaker and Chief Whip. The Council has established the following committees:

4.9 Establishment of ward committees

Chapter 4 of the Local Government Municipal Structures Act, 1998 provides for the establishment of ward committees. The ward committee system is designed to ensure that peoples' inputs are taken into account in planning and decision making processes at municipal level. The municipality in the past had fourteen wards but due to the demarcation process the wards were reduced to thirteen. The respondents indicated that it is not enough to only establish ward committees but that those should be functional and, in order to show their functionality, meetings of the committees must take place. For the year 2011/12 there were twenty five meetings held with fruitful discussions. One of the matters discussed at the meetings involved the challenges of electricity in the respective areas of Ngqushwa Local Municipality.

As indicated above the municipality has 13 functional ward committees with 130 ward committee members who are paid a stipend of R100 per month. The wards committee is chaired by the ward councillor. Ward committee reports to the Speaker's Office and all reports are channelled through the councillor's office. This shows that the councillors do indeed report back to their respective constituencies. Like any municipality there have been challenges in the administration such as the dismissal of municipal managers but, through the introduction of the turnaround strategy, the department has assisted the municipality by seconding officials to assist the municipality. The current municipal manager was seconded from the department but, because of her dedication and hard work, the municipality appointed her full time. The council, as required by law, conducts oversight of the performance of the administrative arm of the municipality.

The council, after having fully considered the 2011/12 Annual Report of the Ngqushwa Local Municipality and representations therein, adopted the oversight report in terms of Section 129 of the Municipal Finance Management Act. Not only did the council adopt the report but it further determined that the minutes of the meetings where the annual report was presented to and adopted by Council, in the presence of the Accounting Officer, and the minutes of the meeting of MPAC where the Municipal Manager presented the annual report be submitted to the Auditor-General, the Provincial Treasury and MEC for Local Government and Traditional Affairs (Annual Report 2011/13: unnumbered). In the enhancement of the oversight of the council the municipality has also appointed an Audit Committee that is fully functional. The main purpose of the committee is to assist the municipality in discharging its duties and functions relating to the safeguarding of assets, the operation of adequate systems, control processes and the preparation of the financial reports. The committee has five members and has held numerous meetings in the discharge of their functions. Over and above this committee, the municipality has a Municipal Public Accounts Committee (MPAC) that is also fully functional. Among the responsibilities of the committee is firstly to consider and evaluate the content of the annual report and to make recommendations to council when adopting an oversight report. Secondly, to examine the financial statements and audit reports of the municipality and

municipal entities, and in so doing consider improvements from previous statements and reports and finally to evaluate the extent to which the Audit Committee and Auditor-General's recommendations have been implemented. All these interventions are the results of the implementation of the local government turnaround strategy and assist the council in its oversight functions.

4.10 CONCLUSION

Although, by the introduction of the local government turnaround strategy as adopted by the cabinet in 2009, the situation may seem positive, there are challenges that have been identified that require attention through other means. The following are just a few areas that are of significance.

The Auditor-General's Report for the 2011/12 financial year on the financial statement of the municipality gave the municipality a disclaimer due, among others, to the following:

- In terms of irregular expenditure the municipality did not have adequate systems in place to identify and disclose all irregular expenditure incurred during the year, as required by Section 112 of the MFMA. The irregular expenditure was understated by an amount of R18 million as the disclosed amount was R14, 9 million.
- Unauthorised expenditure was not disclosed and it mounted to R18,3 million.

The Auditor-General had this to say on the issue of usefulness of the performance report:

- The performance targets of the municipality were not specific and the targets were not time bound.
- Indicators were not well defined and verifiable. Their relevance could not be established as a consequence of this deficiency. The report goes on to show some other discrepancies.

These shortcomings indicate that, although there are improvements in some areas, more needs to be done to see the turnaround achieving the desired goals

and municipalities being seen as ideal municipalities. The following chapter indicates what needs to be done to achieve the desired goals.

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The drafters of the Local Government Turnaround Strategy saw the many challenges that faced municipalities from their inception up to the developmental phase. As espoused in the Strategy, the turnaround was aimed at counteracting those forces that were and still are undermining the Local Government System such as:

- Systemic factors linked to the model of local government;
- Policy and legislative factors;
- Political factors;
- Weaknesses in the accountability systems;
- Capacity and skills constraints;
- Weak intergovernmental support and oversight; and
- Issues associated with the intergovernmental fiscal system (Local Government Turnaround Strategy: 2009:3)

Further to the abovementioned, the Strategy acknowledged that, since the establishment of the local sphere, a number of measures to support and strengthen local government have been undertaken. These measures included training on various aspects of the system, the Local Government Support Programme, Integrated Sustainable Rural Development Programme and the Urban Renewal Programme (ISRDP & URP), specialized training by professional institutes, Project Consolidate including Siyenza-Manje and the Five year Local Government Strategic Agenda. All these support programmes were intended to fulfil the ideal for local government as envisaged in the Constitution (1996), and the White Paper for Local Government (1998) which cite 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 to improve the quality of their lives (Local Government Turnaround Strategy: 2009:4).

The Local Government Turnaround Strategy is premised on the following 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.
- The structure of local government system remains notwithstanding certain changes that may have been 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 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 the effort to learn and correct as implementation continues (Local Government Turnaround Strategy: 2009:5).

It appears that government has learnt the fact that "the one shoe fits all" approach does not work all the time. This is underlined by the fact in the strategy (page 20) that the government agrees that this approach needs to be addressed. All the previous interventions failed because of the fact that municipalities were treated the same way whilst their challenges were not the same. An example is that of Sundays River Valley Municipality whose challenges are around political leadership of the municipality as against the challenges of amalgamation of Elundini Municipality. So therefore the assistance given to these municipalities must be different. Item 5.1 (iii) states that the one size fits all approach should be addressed by enabling municipalities to focus on functions that are suited to their different sizes and capabilities. Item 5.3 further indicates that municipalities will reflect on their own performance and identify their own tailor-made turnaround strategies focused on achieving among others stable councils with visionary and non-partisan leadership. On this score, the Minister must be applauded for having

identified this shortfall in the intervention processes for the municipalities (South Africa 2009: Local Government Turnaround Strategy).

Secondly, although the Municipal Systems Act (or the Constitution in Chapter 3 on Cooperative governance) urges departments to work integratively on the assistance to municipalities, many departments still develop their own development agendas for the same municipality and as a result this disintegrated approach has been a challenge to the municipalities that departments are supposed to assist. The turnaround strategy compels departments to work integratively to provide assistance to municipalities. The strategy states that the IDP must be followed by all, and must be applicable to all spheres of government and stakeholders outside of government.

Again the Minister and his colleagues need to be applauded for identifying this challenge and vowing to deal with it. Departments are already involved in the IDP development processes of the municipalities. This will help in the coordination of projects intended for the municipalities (South Africa 2009: Local Government Turnaround Strategy).

Thirdly, the issue of wall to wall municipalities has been a challenge for a long time, in the sense that during the amalgamation phase some poor municipalities were amalgamated with better-off municipalities thus creating a dependency syndrome in terms of development, as those well-developed municipalities continued to develop at the expense of the poorer municipalities. The identification of this challenge in the turnaround strategy also needs to be applauded. The whole process of the demarcation of the municipalities is a process that needed to be revisited a long time ago as some municipalities will never be viable. The strategy has identified this anomaly that will now be addressed.

Fourthly, the challenge of leadership in municipalities both in terms of political and administrative leadership is long overdue. An example is the Ingquza Hill Municipality and the Mquma municipality that for a very long time have been embroiled in political conflict thus affecting the administration negatively. Service delivery has been adversely affected because of this unnecessary conflict. In the turnaround strategy this matter will be receiving the attention it deserves. The

strategy highlighted that the legislation needs to be amended and the Structures Act has been amended to cater for the non-appointment of political office bearers as municipal managers. That amendment has already been passed by cabinet much to the disagreement of some people (South Africa 2009: Local Government Turnaround Strategy).

Lastly, the financial viability of municipalities in as far as revenue collection is concerned, is another issue that has been identified in the turnaround strategy. All surveys/investigations/studies conducted attest to the fact that the majority of municipalities are not able to collect revenue the way they (municipalities) are supposed to. This is due to a myriad of challenges ranging from inability to produce credible statements of accounts to misappropriation of the same funds. In the turnaround strategy this has been highlighted as needing urgent attention. Presently, operation clean audit is part of this cleaning up of municipal books of accounts. If this could be attended to urgently, some municipalities can really make an impact. One of the best municipalities in getting a clean audit is the Cacadu District Municipality. Other municipalities can learn from this municipality.

5.2 WEAKNESSES

Although the turnaround strategy seems to be the solution to the problems facing municipalities it makes a few mistakes such as:

5.2.1 Institutional Capacity

The turnaround strategy has resource implications which, if not adequately addressed, will prevent the ideals of flagship campaigns such as operation clean audit being realised. The majority of municipalities have a high vacancy rate and inadequate in-house training on strategic areas such as finance and governance. One municipal manager indicated that skills retention in one municipality is a challenge and it takes time to fill the posts. This is an area that the turnaround strategy does not take into account and this could lead to the appointment of the same consultants to conduct the business of the municipality.

5.2.2 Politics versus Administration dichotomy

The second weakness of the turnaround strategy is the fact that it does not take into consideration the fact that in some municipalities such as the Sundays River Valley Municipality officials cannot divorce politics from the local authority administration. During the day the officials are administrators while during the night they become politicians. Maybe this could be addressed with the introduction of the amendments to the Municipal Structures Act.

5.2.3 Governance Structures

The conflict between the offices of the Mayor, Speaker and Municipal Manager has been a challenge for a long time. An example is the fact that in the Qaukeni Local Municipality the in-fighting started between the offices of the Speaker and Mayor and rippled down to the administration, crippling service delivery in the process. The recent Department of Cooperative Governance alluded to the fact of infighting and conflicts between senior management, councillors and human resources issues. This therefore requires that any turnaround strategy must address the causes and not the symptoms of such conflicts (Mbele 2010: Turnaround Strategy, Implications for Municipalities).

5.2.4 Legislative Framework

According to Mbele (2010), the current legislative framework on the separation of powers between administration and the executive is problematic in that the boundaries are not clearly defined as in other spheres of government. Tensions and interference abound in the absence of a clear division of labour between the mayor's office, the office of the speaker and that of the municipal manager. Challenges promote a culture of non-performance as officials abdicate responsibilities by hiding behind politics (Mbele 2010: Turnaround Strategy, Implications for Municipalities). The turnaround strategy fails to address this fact.

Following are some of the key factors that have impacted on the implementation of LGTAS:

- **Political Leadership**

Initially LGTAS had bold leadership that declined over the past 18 months. Visible provincial leadership on LGTAS has also been deficient. Some provinces have new Mayors who are not committed to LGTAS.

- **Policy Coherence, Buy-In and Support**

Some partners have openly stated alternative views on key policy and programme issues of LGTAS, e.g. Single Elections, Two-Tier System of Local Government, TSU. Concerns have been raised about the consultation process.

However, the major thrust of LGTAS is supported by most, with concerns about specific elements regarding the nature and pace of implementation.

5.2.5 Impact of LGTAS

Clearly there are areas of notable progress. However, there are equally areas where either progress is very slow or there is even a regression.

Initially many suggestions on how best to institutionalize and manage the LGTAS were suggested. Two strong ideas were the establishment of a “National Command Centre” and a “Rapid Response Team”. Both these are reflected in this discussion document. These were not fully implemented. The debate is still open as to whether a dedicated Programme/ Project Management Unit (PMU) should be established to support LGTAS

5.3 RECOMMENDATIONS AND THE WAY FORWARD

5.3.1 Inter-governmental Support for LGTAS

Support from national and provincial government departments for LGTAS, MTAS & IDPs is inconsistent. Success of LGTAS is dependent on this support.

5.3.2 Communication of LGTAS

Implementation of LGTAS is yielding positive results in many municipalities. However, it lacks a visible communication campaign on LGTAS across all levels of government. It has not been possible to showcase some of the key

achievements and successes. This challenge of poor communication confronts all spheres of government in relation to LGTAS.

5.3.3 Enhancing Political Leadership

A systematic programme should be embarked on to ensure that regular political discussions on LGTAS are held in MINMEC and the Implementation Forum for Outcome 9, where SALGA and provincial political leaders are in attendance.

A clear political LGTAS communication campaign must be developed to profile the views of the Minister, the Deputy Minister and other political principals.

5.3.4 Strengthening Policy Coherence, Buy-In and Support

Regular meetings as outlined above, together with a re-vitalized LGTAS communication campaign, will assist in building policy coherence and mobilizing wider support and buy-in.

A national LGTAS engagement programme covering all provinces must be embarked on by the Minister and Deputy Minister during which they target all MECs and municipal councillors to gain a re-commitment to the Strategy. This should commence as soon as possible and be completed by March 2012. SALGA must play an active support role. The date that was put had come and gone

A proposal should be developed regarding the role of Parliament in supporting the acceleration of LGTAS.

5.3.5 Deepening the Impact of LGTAS

The Department must urgently develop and finalise a LGTAS Acceleration Programme that will draw together all the elements necessary to deepen the impact, mobilize greater support and improve overall management and coordination.

A range of LGTAS-related public and community outreach activities should be identified for the Minister and Deputy Minister for the remainder of 2011 and the first quarter of 2012. This needs to be duplicated at provincial and municipal levels.

5.3.6 Institutionalization and Management

Consider the establishment of LGTAS Programme Management Unit (PMU) at both a national and provincial level. The original structures proposed at the launch of LGTAS document must be re-visited for operationalization:

- Rapid Response Unit
- Structural Reform Unit
- Knowledge and Information Sharing Unit
- Revisit the location the Provincial TSUs in the Department and their role in supporting the LGTAS.
- Consideration should be given to establish a LGTAS Ministerial Advisory Team.

5.3.7 Communication of LGTAS

A revitalized LGTAS Communication strategy must be developed and implemented. The national monthly LGTAS news-letter must be a critical component of the revitalised communication strategy. A set of key LGTAS Messages must be developed, that and also LGTAS is Cooperative Governance in Action

5.4 CONCLUSION

As can be identified from the above-mentioned disposition, municipalities have been doomed from the start as many things that happened in the past hampered the development of the municipalities. Many intervention programmes have been instituted but no real change has been felt by the ordinary man on the street. Some of these challenges emanated from the development phase of the local government system whilst some challenges are systemic in nature.

With the introduction of the Local Government Turnaround Strategy, hope is created that some of these (if not all) challenges will be overcome. This is made possible by the fact that the strategy came with clear areas of intervention as mentioned above and how these will be addressed. On top of just identifying the challenges, the strategy further gives roles and responsibilities to certain groups

of organizations and institutions and time frames to address the challenges. All parties need to work together and pool their efforts for the success of this strategy. As stated above, the mind-sets of councillors need urgent change to embrace this strategy and not to see it as interference from national and provincial governments. Again punitive measures need to be introduced for parties who are not playing the game. Failures must be identified and dealt with immediately for any turnaround to succeed. Also the issue of not meeting time frames need to be looked into seriously as some of the time frames stated in the strategy have already passed without any person raising an issue about it. If that is allowed the strategy will fail just like any strategy that was introduced before (e.g. MSP).

But on the other hand for any intervention to be successful the municipality itself must acknowledge that it needs assistance. When the turnaround strategy was introduced many municipalities did not see the intervention as part of the solution of their problems. They saw the turnaround as part of national and provincial government interference in the running of their affairs. Some councillors did not attend the briefing sessions and were not part of the formulation of the Municipal Turnaround Strategy (MUTAS). For the turnaround to be successful, the participation of all affected people in the municipality (Councillors, Communities and Administrators) must work as one.

Secondly, the strategy should not be seen as separate from the Service Delivery Improvement Plans (SDIPs) of municipalities as this will create a parallel reporting and thus cause conflict and resistance from the affected municipalities. Presently, municipalities are required by law to establish SDIPs for the improvement of service delivery in their respective areas. The introduction of the turnaround must not duplicate but rather strengthen that part of improvement as this will create parallel structures and difficulty in as far as reporting is concerned.

Thirdly, the only way the turnaround will work well is when there is a political will among the councillors. In order for the Cacadu District Municipality to continue to obtain clean audit outcomes, the municipal manager managed to change the mind-sets of the councillors and made them understand the

implications of getting adverse audit opinions. This change in the mind-sets of the councillors assisted the Municipal Manager and CFO to obtain clean audit opinions. The same stance should be taken in making a success of the turnaround strategy. The councillors as people who give the direction in as far as the municipality is concerned must buy into this strategy and all other things will follow.

Fourthly, in order for the strategy to succeed all the monies that are pumped into the municipal coffers must be properly managed. Currently there are MIG funds, transfers, etc. that get pumped into the municipality but, despite all those monies, there are no measures in place to monitor the utilization of those funds. Proper monitoring and channelling of those monies need urgent attention in order for the turnaround to succeed.

Last but not least, in order for the strategy to succeed the department that will drive the strategy must itself be stable to achieve stability in municipalities. The department does not seem able to address this state of affairs as the department currently has changed names thrice from Provincial and Local Government to Cooperative Governance and Traditional Affairs and now to Cooperative Governance. All these changes have affected the morale of the employees who are tasked to drive this process.

The case of Ngqushwa Municipality, as indicated in the previous chapter, needs special attention as many issues have been raised in the report of the respondents and thus we cannot safely say the turnaround strategy did not work for the municipality.

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TO:	Dr. Sindisile Mactean	FROM:	Ms. V. Mbetani (Mun. Manager)
ATT:	Ms. Nosiphiwo Bokwe	CO:	NGQUSHWA MUNICIPALITY
FAX:	041 504 1506	NO. OF PAGES:	2 including Fax Cover
DATE:	13 JANUARY 2014	SUBJECT:	GRANTING PERMISSION TO CONDUCT RESEARCH IN NGQUSHWA



OFFICE OF THE MUNICIPAL MANAGER

To: Dr. Sindisile Maclean

From: Municipal Manager

Date: 10 January 2014

Dear Sir

**RE: GRANTING PERMISSION TO CONDUCT RESEARCH STUDY AT
NGQUSHWA LOCAL MUNICIPALITY**

I hereby grant Ms. Nosiphiwo Bokwe permission to conduct research study at Ngqushwa Local Municipality.

We are expecting to formalise the arrangements for the interviews with the key stakeholders in the municipal council. We trust that the recommendations will assist the municipality in the drive for service delivery improvement.

Hoping that the process will be followed as promised in the request and subsequent arrangements.

Yours faithfully

V. Mbelani



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11 November 2013

Ngqushwa Municipality

Dear Municipal Manager

**RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH STUDY AT NGQUSHWA
LOCAL MUNICIPALITY**

Nosiphiwo Bokwe is a student at Nelson Mandela Metropolitan University, completing a programme on Masters of Public Administration. Any post-graduate study involves the completion of a Treatise/ Dissertation or Thesis. It is against this background that permission is requested to undertake research in your municipality.

The title of her treatise is: **EVALUATION OF THE LOCAL GOVERNMENT TURNAROUND STRATEGY: THE CASE OF NGQUSHWA LOCAL MUNICIPALITY.**

She will arrange interviews with the key selected participants/respondents chosen from your municipality which will include the Speaker, Mayor, Municipal Manager and identified councillors participating in the municipal council. The study will be beneficial to the municipality as the results and recommendations will assist in understanding how the LGTAS will assist in the enhancement of service delivery in municipality.

The ethical research principles will be strictly adhered to throughout the research process. The information obtained will be used only for the research purposes. Anonymity and confidentiality of potential research participants will be ensured. I therefore request that you grant her permission to do research in your municipality.

Your kind assistance in granting of the permission will be highly appreciated.

Yours faithfully

A handwritten signature in black ink, appearing to read 'S Maclean', written over a white background.

Dr Sindisile Maclean, D. Admin
Supervisor and HOD