

**CHALLENGES FACING DEVELOPMENTAL LOCAL GOVERNMENT IN SOUTH AFRICA
WITH SPECIFIC REFERENCE TO THE CAPRICORN DISTRICT MUNICIPALITY IN
LIMPOPO PROVINCE**

BY

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DECLARATION

I, **Nyasha Alex Hungwe**, declare that this dissertation hereby submitted by me for the degree of Master of Administration at the University of Venda has not been submitted previously for a degree at this University, or any other University and that this is my work in design and execution, and that all reference materials contained therein has been duly acknowledged.

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DEDICATION

This research project is dedicated to the spiritual home that God gave me, Forward in Faith Ministries International (ZAOGA FIF). It is through the teachings in this ministry that has pushed me “to look beyond what my eyes can see”. I also dedicate this dissertation to my parents, Freddie and Revai Hungwe for the support they have given me and continue to give in my life.

ABSTRACT

This study focused on the challenges faced by Developmental Local Government in South Africa with specific reference to the Capricorn District Municipality. Local government in South Africa has undergone significant and far-reaching changes. The Constitution of the Republic of South Africa 1996 stipulates that local government is no longer expected to render basic services only, but also to serve as an agent of development.

Mixed research method was used to obtain a picture on the challenges facing developmental local government. Mixed research method made use of qualitative and quantitative research methodology. Quantitative research methodology in this study was used because it enabled the researcher to test relationships, describe and examine cause and effect relations. Qualitative research methodology was used because it covers issues in great depth and detail and allows for the ability to interact with research subjects. For this study, the researcher used a non-probability sampling and its subtype purposive or judgmental sampling method to select the respondents of the study. The reason for using purposive sampling method was to produce a sample that can logically be assumed as representatives of the population. Two data analysis methods were used, that is thematic analysis and statistical analysis. Data collected through questionnaire will be analyzed using a computer program called Statistical Package for Social Sciences (SPSS) Version 22.0.

The findings of the study are:

- With regards to the importance of developmental local government the findings revealed that developmental local government was important in that it had ensured effective service delivery.
- With regards to the challenges facing developmental local government the study findings revealed that there were indeed challenges with regards to developmental local government. These challenges ranged from lack of understanding of the way local government operates, political differences amongst political parties and failure to implement local economic development policies.
- The study findings revealed that the municipality has no stable financial resources to be able to sustain service delivery without national government support. It was further revealed that the municipality has a shortage of relevant critical skills and quality human resources with the required technical and managerial competence to ensure quality service delivery at the local government sphere.
- The findings on the strategies that can be used to overcome the challenges of developmental local government revealed that communities need to be educated on the meaning and importance of developmental local government.

The recommendations of the study are:

- The researcher recommends that for the communities to be fully aware of the new mandate of developmental local government there is need for Capricorn District municipality to embark on community awareness program to inform people on the importance of developmental local government.
- Alternative service delivery methods should be pursued by the Capricorn District Municipality to reduce pressure on the available resources. Services should not be provided through traditional methods only.
- It is recommended that the municipality need to improve on local participatory governance. Capricorn District Municipality must secure greater participation by residents in matters of governance. Participation will assist in communities to have an understanding of the way local government operates.
- The researcher also recommends that municipal capacity building should be prioritized by the municipality. As a way of mitigating the challenges of critical skills shortages the researcher recommended that relevant municipal officials should attend service excellence training courses.
- The researcher recommends that education on the meaning of developmental local government can enhance the performance of Capricorn district municipality.

Key Words: Development; District municipality; Developmental local government; Local government and Municipality

LIST OF ACRONYMS

ASGISA	Accelerated Shared Growth Initiative of South Africa
BBBEE	Broad-Based Black Economic Empowerment
CDM	Capricorn District Municipality
CONSTITUTION	Constitution of the Republic of South Africa
COGHSTA	Co-Operative Governance, Human Settlement and Traditional Affairs
EPWP	Expanded Public Works Programme
IDP	Integrated Development Plan
JIPSA	Joint Initiative for Priority Skills Acquisition
KPA	Key Performance Area
KPI Key	Performance Indicator
LED	Local Economic Development
LEDA	Limpopo Economic Development Agency
LEGDP	Limpopo Provincial Employment Growth and Development Plan
LGSETA	Local Government Sector Education and Training Authority
NGO	Non-Governmental Organization
RDP	Reconstruction and Development Programme
SALGA	South African Local Government
SPSS	Statistical Package for Social Sciences
SONA	State of the Nation Address
SOPA	State of the Province Address

TABLE OF CONTENTS

Item(s)	Page(s)
Declaration	i
Acknowledgement	ii
Dedication	iii
Abstract	iv
List of acronyms	vi
CHAPTER 1: INTRODUCTION AND BACKGROUND OF THE STUDY	
1.1 Introduction	1
1.2 Background of the study	1
1.3 Problem statement	2
1.4 Aim of the study	3
1.5 Objectives of the study	3
1.6 Key questions pertaining to study	4
1.7 Significance of study	4
1.8 Assumptions	4
1.9 Delimitation of study	5
1.10 Limitation of study	5
1.11 Definition of operational concepts	5
1.11.1 Development	5
1.11.2 District municipality	6
1.11.3 Developmental local government	6
1.11.4 Local government	7
1.11.5 Municipality	7
1.12 Sequence of chapters	8
CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK	
2.1 Introduction	10
2.2 Historical background of South African local government	10
2.2.1 Local government pre-1994	14
2.2.2 Transformation of local government in South Africa	14
2.2.3 Developmental local government system	15
2.2.4 Local government's record of delivery	16
2.2.5 Central tenets of the system	17
2.3 Developmental local government in South Africa	19
2.4 Legislative framework for developmental local government	21

2.4.1	Constitution of the Republic of South Africa, 1996	22
2.4.2	White Paper on local government, 1998	24
2.4.3	Local Government Municipal Systems Act, 2000 (Act No. 32 of 2000)	25
2.4.4	Local government: Municipal Structures Act, 1998 (Act No. 117 of 1998)	26
2.4.5	The Freedom Charter (20 april 1955)	26
2.4.6	Batho Pele principles	27
2.4.7	Municipal Finance Management Act, 2003 (Act No. 56 of 2003)	30
2.4.8	Reconstruction and Development Programme (1994)	30
2.5	Empirical evidence of developmental local government in Capricorn District	31
2.5.1	Vision, mission, values and development priority issues of Capricorn District	31
2.5.2	Capricorn District Municipality key strategic priorities	31
2.5.3	Municipal public participation programme/activities	32
2.5.4	Successes and challenges	32
2.6	Developmental role of local government	33
2.6.1	Characteristics of developmental local government	34
2.6.2	Developmental outcomes of local government	37
2.6.3	Tools and approaches for developmental local government	38
2.7	Principles of local government	43
2.7.1	Needs and objects of local government	44
2.7.2	Categories and types of municipalities	45
2.8	Local government transformation	46
2.9	The policy context: key transitional stages in local government	48
2.10	Status of local government: overview of current local government structures and systems in South Africa	49
2.10.1	Sources of power in local government	49
2.10.2	Co-operative government	50
2.11	Municipal transformation and development of developmental local government in Capricorn District Municipality	52
2.11.1	Establishment, category and type of municipality	52
2.11.2	Description of the municipal area	52
2.11.3	Capricorn District Municipality institutional structures	53
2.11.3.1	Political structures of Capricorn District Municipality	53
2.11.3.2	Administrative structure of Capricorn District Municipality	53
2.11.3.3	Employment equity	54
2.11.4	Local economic development	54
2.11.4.1	Limpopo development plan	55
2.11.5	Major economic sectors	55

2.11.6	Labor market/ employment rates	55
2.11.7	Expanded Public Works Programme	56
2.11.8	Key aspects of the State of the Province Address (SOPA), 2015	57
2.11.9	Performance management system	62
2.11.10	Challenges	62
2.12	Developmental local government and traditional leaders	63
2.13	Developmental local government and social capital	63
2.14	Developmental local government in the rural context	64
2.15	Current challenges facing developmental local government	65
2.16	Strategic interventions to enhance developmental government	78
2.16.1	Project consolidate	78
2.16.2	Joint Initiative for Priority Skills Acquisition (JIPSA) and Accelerated Shared Growth Initiative of South Africa (ASGISA)	79
2.16.3	Stakeholder involvement	79
2.16.4	Strategic sourcing	80
2.16.5	Implementation of Integrated Development Planning	81
2.16.6	Developing skills and knowledge	82
2.16.7	Monitoring and evaluation	82
2.16.8	Community involvement	83
2.17	Conclusion	84
CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY		
3.1	Introduction	85
3.2	Research design	85
3.3	Research methodology	85
3.3.1	Mixed research methodology	86
3.3.2	Quantitative research methodology	86
3.3.3	Qualitative research methodology	86
3.4	Study area	87
3.5	Population of the study	88
3.6	Sampling	88
3.6.1	Sampling method	89
3.6.2	Sampling size	89
3.7	Data collection	89
3.8	Pilot study	90
3.9	Data analysis	91
3.10	Ethical considerations	92
3.11	Conclusion	94

CHAPTER 4: DATA PRESENTATION, INTERPRETATION AND ANALYSIS

4.1	Introduction	95
4.2	Analysis of data collected through questionnaires	95
4.3	Analysis of data collected through interviews	119
4.4	Conclusion	127

CHAPTER 5: FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1	Introduction	128
5.2	Overview of the research study	128
5.3	Major findings of the study	129
5.4	Conclusion	134
5.5	Recommendations of the study	135
5.5.1	Recommendations on the importance of developmental local government	135
5.5.2	Recommendations on the challenges facing the Capricorn District Municipality with regard to developmental local government	136
5.5.3	Recommendations on whether the Capricorn District Municipality has the resources to initiate developmental local government	138
5.5.4	Recommendations on the strategies that can be used to overcome the challenges of developmental local government.	139
5.6	Recommendations for future studies	141
	References	142
	Annexure A: Research Approval Letter	151
	Annexure B: Ethical Clearance Certificate	152
	Annexure C: Research permission letter from the University of Venda	153
	Annexure D: Permission letter from Capricorn District Municipality	154
	Annexure E: Permission letter from Polokwane Local Municipality	155
	Annexure F: Permission letter from Aganang Local Municipality	156
	Annexure G: Permission letter from Blouberg Local Municipality	157
	Annexure H: Permission letter from Mole-Mole Local Municipality	158
	Annexure I: Permission letter from Lepelle-Nkumpi Local Municipality	159
	Annexure J: Letter to respondent	160
	Annexure K: Respondent consent form	161
	Annexure L: Research questionnaires	162
	Annexure M: Research interview guide	166
	Annexure N: Proof reading letter	168
	Annexure O: Turnitin Plagiarism report	169

LIST OF TABLES

Contents	Page(s)
Table 4.1 Gender of respondents	95
Table 4.2 Age of the respondents	96
Table 4.3 Mother tongue of the respondents	96
Table 4.4 Highest professional qualification of respondents	97
Table 4.5 Post level of respondents	97
Table 4.6 Municipality of respondents	98
Table 4.7 Developmental Local Government has ensured effective service delivery	99
Table 4.8 Municipality has become an agent for maximising social development and economic growth	100
Table 4.9 Developmental Local Government is ensuring community development through community involvement, integrating and co-ordinating	101
Table 4.10 Municipalities are becoming agents for social development and employment creation	102
Table 4.11 Developmental local government has become an agent for democratizing development, that is, public participation and regular communication between the Municipal Councils and the community.	103
Table 4.12 Developmental local government has promoted better leading abilities in the Municipality.	104
Table 4.13 Lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities	105
Table 4.14 Political differences amongst political parties are being dealt with so as not to affect community development and service delivery.	106
Table 4.15 Local municipalities are free from political interference as such are able to provide household infrastructure and services.	107

Table 4.16	Municipalities are consulting with key stakeholders and interest groups during IDP processes budget formulation	108
Table 4.17	Huge backlogs in service delivery affect the municipalities` ability to create liveable, integrated cities, towns and rural areas	109
Table 4.18	Local Economic Development policies are being implemented successfully	110
Table 4.19	Capricorn District Municipalities has stable financial resources to be able to sustain service delivery without national government support	111
Table 4.20	Capricorn District Municipality has the relevant critical skills and quality human resources with the required technical and managerial competence to ensure quality service delivery at the local government sphere	112
Table 4.21	Newly developed townships are being accompanied by the necessary amenities and infrastructure	113
Table 4.22	Local government legislation, regulations and other directives that have been enacted recently have been accompanied by development programs to enhance the implementation thereof.	114
Table 4.23	Alternative service delivery methods are being pursued by the Capricorn District Municipality to reduce pressure on the available resources	115
Table 4.24	The communities are being educated on the meaning and importance of Developmental Local Government	116
Table 4.25	South African Local Government Administration (SALGA) is playing its municipal capacity development role effectively.	117
Table 4.26	There is enough internal controls in the Capricorn District Municipality.	117
Table 4.27	Low voter turnout in local government elections can be used as an indication of community dissatisfaction with municipal service delivery.	118

CHAPTER 1: INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION

The study focuses on developmental local government in South Africa. This chapter will present the introduction and background of the study, problem statement, aim of the study, specific objectives, critical research questions, hypothesis, significance of the study, delimitation of the study, limitations of the study, brief literature review, definitions of operational concepts, ethical considerations and organisation of the study.

Local Government in the world and also in South Africa, has gone through significant changes in the past decade (Bekink, 2006:89). Powell (2009:90), further states that the status of local government has changed in that it has been given more responsibilities. In addition structures have had to change to suit the new responsibilities and detailed planning has had to be integrated and be developmental. Municipal performance has had to be measured and judged by the municipality itself, by residents, and by both the National and Provincial government. Tsatsire (2008:70), in context of South Africa, goes on to highlight that other added responsibilities and requirements include the need for local government to be self-sustaining so as to be developmental. This has been followed by greater insistence that local government improve its financial management, budgeting and other credit controls within a framework of acceptable accounting standards and principles and is now expected to be developmental. Local government should exercise its powers and functions in a way which maximises the social development and economic growth of communities.

1.2 BACKGROUND OF THE STUDY

Local government in South Africa has undergone significant and far-reaching changes since 1995 (Government Digest, 2003:13). Section 152 of the Constitution of the Republic of South Africa of 1996, stipulates that local government is no longer expected to render basic services only, but also to serve as an agent of development. Tsatsire (2008:70), also highlights that in a departure from the former centralised tier system of government, local government now constitutes an independent sphere, embedded in a context of co-operative government with the national and provincial spheres, in terms of the 1996 Constitution. Local government is, therefore, no longer simply an extension of the national and provincial spheres of government; it has become an independent sphere in its own right. Any intervention by either of the aforementioned two spheres may occur only in terms of the constitutional principle of co-operative government.

Local government is now required to play a key role in development initiatives, hence the coining of the term of Developmental local government. Local government is now expected to contribute to economic growth, job creation, social development and community participation within its area of jurisdiction, in addition to its traditional service delivery role. However, the White Paper on Local Government cautions that the current social and economic realities in South African cities, towns and rural areas pose challenges to the visionary goals of developmental local government of such a magnitude that its very survival is threatened and its developmental mandate is compromised. This threatens the noble goal of a better life for all and also the ability of municipalities to address the dismal shame of poverty that afflicts a substantial proportion of the South African population.

Section 152 of the Constitution of the Republic of South Africa, 1996, stipulates that local government should give priority to the basic needs of all people and promote the social and economic development of the community. The White Paper on Local Government (1998) states that developmental local government will have to find sustainable ways of addressing service delivery needs and improving the quality of residents' lives. This challenge still looms large, even in this second five-year term of developmental local government. According to Powell (2009:56), the national government began to grasp the enormity of the challenges confronting local government, partly because of the recent wide-spread protests against poor service delivery as communities lost patience with the slow pace of service delivery (The Guardian, 2015:02). It is against this background, with local government still not stable, that the researcher intend to conduct a critical analysis of the challenges facing developmental local government in South Africa, using the Capricorn District Municipality as a case study.

1.3 PROBLEM STATEMENT

Section 152 of the Constitution of the Republic of South Africa, 1996 requires all spheres of government to provide effective, transparent, coherent efficient and accountable government to secure the well-being of the people and the progressive realization of the constitutional rights. Chapter 7: Section 152 of the Constitution, 1996 states that local government should promote social and economic development. The Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), Section 152, requires municipal planning to be developmentally oriented. It states that a municipality must ensure developmentally-oriented planning so as to ensure that it achieves the objects of local government set out in Section 152 of the Constitution. Municipalities must participate in provincial and national development programmes as required in Section 153 (b) of the Constitution of South Africa, 1996. In addition the White Paper on Local Government 1998, states that the local government is not only required to offer basic services but to be also development oriented.

Regardless of these policies being in place, local municipalities in South Africa are failing to meet this developmental requirement. This has been evidenced by strikes that have been noted in the country, furthermore the standard of living continue to fall in most communities, especially rural areas. Service delivery in most municipalities, including Capricorn District, leave a lot to be desired. These sentiments are also echoed by the Executive Mayor of Capricorn District Municipality, Cllr Lawrence Mapoulo, who stated that the District still faces challenges of poverty, inequality, insufficient and ageing infrastructure which encumber accelerated rural development (Capricorn District State of Province address: 2015). Tsatsire (2008:70) also states that one of the most pervasive challenges facing South Africa as a developmental state is the need for government to redress poverty, underdevelopment, marginalization of people and communities and other legacies of apartheid and discrimination. Provinces and local governments are failing to function in accordance with their original founding objectives. This in turn is resulting in inefficiencies in service delivery that is gaps, duplication and non-delivery (Braun and Grote, 2000:56). This is an indication that there is a problem with regards to the implementation of the government policies as far as developmental local government is concerned.

1.4 AIM OF THE STUDY

The primary aim of this study is to critically analyse the challenges facing developmental local government in South Africa with specific reference to the Capricorn District Municipality.

1.5 OBJECTIVES OF THE STUDY

- To determine the importance of developmental local government.
- To determine the challenges facing the Capricorn District Municipality with regard to developmental local government.
- To assess whether the Capricorn District Municipality has the resources to initiate developmental local government.
- To recommend the strategies that can be used to overcome the challenges of developmental local government.

1.6 KEY QUESTIONS PERTAINING TO STUDY

This study attempts to answer the following questions:

- What is the importance of Developmental Local Government?
- What are the challenges facing the Capricorn District Municipality in terms of Developmental Local Government?
- Does Capricorn District Municipality have the resources to initiate Developmental Local Government?
- What strategies can be used to overcome the challenges of Developmental Local Government?

1.7 SIGNIFICANCE OF STUDY

The study findings will assist policy makers in coming up with ways of effectively implementing the notion of developmental local government in the Capricorn District Municipality. Policy makers include local authorities, District Municipalities and the National Government at large. The study will seek to propose a recommendations that is meant to ensure that local authorities can develop their own strategies to meet local needs and promote the development of communities and improve the day to day lives of citizens. The outcomes should be provision of world class social services, local economic and social development and promotion of local democracy. Each of these outcomes needs to be seen within the context of constitutionalism and participatory democracy. This study findings will also assist the communities in realising the role they play in the effective delivery of services. The study will also seek to further clarify on what developmental local government is such that the local communities will have a better insight on the objectives of developmental local government. This will in turn help the communities to play a participatory role in the effectiveness of developmental local government and alleviate of some of the challenges of its implementation.

1.8 ASSUMPTIONS

The study was based on the assumption that the Capricorn District Municipality, like other municipalities in South Africa, is being confronted by numerous challenges in all its five key performance areas of local government transformation agenda. These include basic service delivery and infrastructure development, municipal transformation and institutional development, local economic development, municipal financial viability and management and also good governance and public participation. The above mentioned challenges are threatening its developmental agenda. The researcher intended to investigate the validity of this assumption.

1.9 DELIMITATION OF STUDY

The study is going to focus on the challenges facing Developmental Local Government in South Africa with specific reference to the Capricorn District Municipality as a case study. Capricorn Municipality also houses the capital city of the province which is Polokwane. This makes Capricorn district municipality a strategically positioned place in regard to this research. Furthermore it is multi diverse in the sense that some of its local municipalities are rural based and some of its local municipalities are in somewhat urban areas. This will assist in coming up with recommendations that can be applicable both in rural based municipalities and urban municipalities in the country. The research itself will focus on the post-apartheid era in South Africa, which is the period after 1994.

1.10 LIMITATION OF STUDY

The study will be limited by the unavailability of proper funding to carry out the research as it will require the researcher to travel to Capricorn District Municipality and its local municipalities for data collection. Funds will also be required in getting the resources to carry out the research. This include printers, stationery and some of the respondents will need to be called for appointment and this will require finances for phone calls. Binding is also another expense that the researcher will experience hence finance availability of funds is also a limitation. The respondents might not be willing to participate, especially the senior management in the District Municipality because they might feel they are being audited with regards to how the municipalities have been performing and they might be too busy to be respondents. As a way of counteracting these challenges the researcher will try to minimise travelling expenses through carrying out some of the interviews online, that is, through emails or phone calls. With regards to the management in the municipalities feeling as if they are being audited the researcher will get an official letter from the university outlining that the research is for academic purposes only.

1.11 DEFINITION OF OPERATIONAL CONCEPTS

This section attempts to come up with working definitions to some of the concepts used in the research.

1.11.1 Development

Petroni and Cloete (2005:15) argues that there is no agreement on what exactly 'development' means. Petroni and Cloete (2005:15) further add that the narrowest economic definition is to make poor people less poor by raising their incomes. Other scholars look beyond income, and link development to human 'progresses. As Nel and Binns (2001:355), for instance states that

although the concept of development has been and remains imprecise, it indicates a steady progress toward development in the human condition; reduction and eventual elimination of poverty, ignorance and disease and expansion of well-being and opportunity for all.

1.11.2 District Municipality

In South Africa, a district municipality or Category C municipality is a municipality which executes some of the functions of local government for a district. The district municipality will in turn comprise several local municipalities, with which it shares the functions of local government. District Municipalities are mainly for bulk supplying of services to local municipality (Municipal Structures Act, 1998 (Act No. 117 of 1998)). District municipalities in South Africa are made up of a number of local municipalities that fall in one district. With the exception of the 8 metros, the rest of the country is covered by the 44 district municipalities, which are divided into local municipalities and share responsibilities with them. In 2011, there were 44 District Councils in South Africa. Typically, there are between 4-6 local municipalities that fall under one district council. The purpose of District Municipalities (Category C) and Local Municipalities (Category B) sharing the responsibility for local government in their areas, is to ensure that all communities, particularly disadvantaged communities, have equal access to resources and services. This arrangement is made in order to help local municipalities who do not have the capacity (finances, facilities, staff or knowledge) to provide services sustainably and adequately to their communities. It also helps to cut the costs of running a municipality by sharing resources with other councils ([http://en.wikipedia.org/wiki/Districts of South Africa](http://en.wikipedia.org/wiki/Districts_of_South_Africa)).

1.11.3 Developmental Local Government

According to the White Paper on Local Government (1998:17), developmental local government is characterised by working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives'. Van Donk (2000: 6), defines developmental local government as 'local government meaning to promote social and economic development for all its residents, create a vibrant local democracy by involving local communities in council matters, be accountable and work towards equity and redistribution'. Developmental local government in South Africa is defined as a local government that is not only focused in rendering basic services, but also to serve as an agent of development. Oldfield (2002:92-93), sees developmental local government as 'the primary delivery mechanism of services and infrastructure, the foundation to the national goals of reconstruction and integration'. This is a departure from the former centralised tier system of government. Local government is, therefore, no longer simply an extension of the national and provincial spheres of government; it has become an independent sphere in its own right and an agent for social

development. The above-mentioned extended mandate of local government requires it to play a key role in development initiatives, hence the coining of the term of developmental local government. Local government is now expected to contribute to economic growth, job creation, social development and community participation within its area of jurisdiction, in addition to its traditional service delivery role (Gildenhuys, 1997:90).

1.11.4 Local government

Local government is defined as a form of public administration which exists as the lowest tier of administration within a given state. The term is used to differentiate with offices at state level, which are often referred to as the central government or national government, or (where appropriate) federal government and also cosmopolitan government which deals with governing institutions between states. Local governments generally act within powers delegated to them by legislation or instructions of the higher level of government (Lodge, Olivier and Venter, 2000:89). Local governments are not independent of central government control, they enjoy only relative autonomy due to the division of responsibilities for services between central and local government and it should be captured that the division of these responsibilities is a political or policy issue. Meyer (1999:1-2), defines local government as that part of the whole government of a nation or state which is administered by authorities subordinate to state authority, but elected independently of control by the state authority, by qualified persons resident or having property in certain localities which have been formed by communities having a common interest and common history. Local government is the third tier or level of government deliberately created to bring government closer to the grassroots population and gives these grassroots structures give a sense of involvement in the political processes that control their daily lives.

1.11.5 Municipality

A municipality is regarded as the sphere of government closest to the people and municipalities are at the centre of expanding democracy and speeding-up the delivery of services. Municipality refers to local democratic units within the unitary democratic system, which are subordinate members of the government vested with prescribed controlled governmental powers and sources of income to render specific local services and to develop, control and regulate the geographic, social and economic development of defined local areas (Cloete: 1996:56).

1.12 SEQUENCE OF CHAPTERS

The dissertation is going to be divided into five chapters:

Chapter One – Introduction and Background of Study

This chapter introduces the general background and conceptualization of developmental local government. The chapter also contains the research problem statement, research objectives, research aims, limitation and delimitation of the study and the significance of study. Some of the key words frequently used in the study are explained. The chapter ends with demarcating the area under study and the limitation of the study.

Chapter Two – Literature Review

In Chapter Two, the transformation of local government in South Africa will be traced in an effort to establish the origin of developmental local government. Chapter two is going to be devoted to the literature review and theoretical framework. This chapter, further discuss success factors and barriers to effective developmental local government. The Chapter will also focus on the need for local government, the categories and types of local government in South Africa, co-operative government, the developmental role of local government, and strategic interventions to enhance the developmental role of local government.

Chapter Three – Research Methodology

Chapter three provides the research design and the data collection methods used by the researcher. The methodology of the research will also be covered in this section. It will discuss and the instrument to be used as well as the participants to the research. The chapter ends with the ethical statement. In this chapter, self-administered questionnaires will be distributed to senior municipal officials and chairpersons of standing committees of the Capricorn District Municipality. The responses will be analysed, interpreted and described.

Chapter four - Data presentation, interpretation and analysis

The chapter will provide a detailed account of data analysis from field findings and the discussion of the findings. Two data analysis methods will be used that is thematic analysis and statistical analysis. Data collected through questionnaire will be analyzed using a computer program called Statistical Product and Service Solutions (SPSS) Version 22.0. The information will be presented in a graphical tabular form, frequencies and percentages. Data collected through interview will be analyzed using thematic analysis. The information will be grouped into themes, memos and coding. In addition the information will be presented in a narrative form.

Chapter five – Synthesis, Findings, Conclusions and Recommendations

In this chapter, summaries of the preceding chapters will be briefly synthesised. Finally, conclusions and recommendations regarding the challenges facing development local government, based on the empirical study conducted in chapter four will be done. The last chapter of the research will provide a summary, conclusion and recommendation for further studies with regards to challenges facing developmental local government in South Africa.

CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 INTRODUCTION

This chapter reviews the current state of local government and identifies some of the key challenges being faced by developmental local government. This section reviews the literature on developmental local government and demonstrates how academics, practitioners, activists and observers from different disciplines articulate their views. This section analyses the various debates and observations from different viewpoints pertaining to developmental local government. The chapter will also provide a brief introduction to the recent history of, as well as the legislative framework for local government in South Africa. It discusses the transformation of local government from a racially designed, illegitimate arm of the apartheid government into a system that is designed to produce municipalities which are developmentally oriented. It acknowledges that local government has been given a new constitutional mandate to promote devolution and improve the day to day lives of citizens as a basis for building a democratic developmental local state. Studies pertaining to this subject have been done in other states and they have ascertained that indeed the new mandate of local government is facing serious challenges in the implementation thereof.

This chapter is going to be reviewing some of the already available literature on the challenges being faced by developmental local government. This chapter focuses, inter-alia, on the following issues: history of local government, principles of local government; needs and objects of local government; status of local government in South Africa; the new structures of local government in South Africa; co-operative government; intergovernmental relations; developmental role of local government; new financial management system; and challenges being faced by developmental local government, strategic interventions to enhance developmental local government.

2.2 HISTORICAL BACKGROUND OF SOUTH AFRICAN LOCAL GOVERNMENT

Apartheid has left its inscription on South Africa's municipal institutions and human settlements. For transformation to occur, it is imperative that an understanding of the historical role of local government is attained. This understanding includes creating and continuing local separation and inequity, and also the impact of apartheid on municipal institutions. Equally significant is the history of resistance to apartheid in the local sphere and struggles against apartheid local government (Department of Provincial and Local Government 2008:18). Apartheid was not the commencement of social, physical and institutional separation at the local spheres. Segregation was already a policy by the time apartheid came into existence in 1948. However, the Group Areas Act, 1966 the key piece of apartheid law, established strict residential segregation and enforced 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. The Group Areas Act, 1966 restricted the permanent presence of Africans in urban areas through the pass system, and reserved a viable municipal revenue base for white areas by separating townships and industrial and commercial development (Department of Provincial and Local Government 2008:18).

The Coloured and Indian management committees and local affairs committees were established in 1960s as advisory bodies to white municipalities. The Bantu Affairs Administration Act, 1931 provided for the appointment of Administration Boards, which removed responsibility for townships from white municipalities. In 1977, community councils were introduced, without significant powers and with inadequate resources. The Black Local Authorities, 1982, replaced community councils with no appropriate revenue base and hence were rejected by community mobilisation in the mid-1980s (Vyas-Doorgapersad 2010:45). Only 10 percent of the African population lived in the urban areas in 1910. By the 1930s, more than a million Africans lived in the urban areas and had never lived in the reserves (Welsh 1994:138). Population pressures in the twentieth century had a major impact upon social change in the urban areas. The past 60 years saw a massive relocation of Africans to the urban areas, pushed off the white farms by mechanisation in the 1960s and pulled into the towns by the growing manufacturing and service centres.

By the end of World War II, there were more Africans than whites in the urban areas. By 1970, the number of people living in urban areas had almost doubled to 48% (Natrass 1988:78). By 1994, over 60% of all Africans lived in urban South Africa despite the distortions of apartheid period (Picard, 2005:11). By the 1980s the urban African population was predominantly urban-born. The 20 and 30 year-old second generation urban residents of the 1980s had very different experiences of childhood, and employment to those of their parents. Socialised in urban schools rather than rural villages, they moved into semi-skilled or white-collar rather unskilled employment. Exposed to radical political ideas, they resented apartheid restrictions on their education, their housing and urban services, and their political rights. Unlike their immigrant parents, and especially unlike their peasant grandparents, they could exert considerable pressure on the state through direct action and non-compliance. Given the declining resistance to change among the dominant classes, the settled urban working-class could successfully demand its inclusion in the political system of representative democracy (Natrass and Seekings, 1998:30).

In a nutshell, the political struggles of the 1980s that culminated in South Africa's democratic transition were driven by a settled urban working-class that had not existed in earlier decades. Capitalist development thus moulded the classes that exerted growing pressure for

democratisation from below, and the classes that put up diminishing resistance to social and political change from above. Economic development indeed led to democracy, largely because it transformed the class structure (Natrass and Seekings, 1998:30). According to McCarney (1996:56), countries seeking to remake the structure of their societies place a strong emphasis on the development of a viable and effective system of local government. Democratic local government is assumed to be a prerequisite of national democracy. Strong local government, it is commonly argued, improves service delivery, restrains the excesses of national governments and the anti-democratic tendencies of centralised power. Its physical or spatial proximity compared to national and regional government afford citizens and communities more opportunities to engage officials and politicians. Across the globe, the establishment of strong local government is perceived to be a necessary condition for successful democratisation, market-oriented economic policy frameworks, local economic development, effective management of urbanisation, and the establishment of environmentally sustainable planning and development systems (Swilling and Monteiro; 1994:3).

The foundations for the local government system were laid in the aftermath of the Anglo South African Boer War and the creation of the Union of South Africa in 1910. The *South Africa Act, 1909*, created a unitary state with a three-tier governmental structure comprising central, provincial and local components. The nature of the South African political system was inextricably linked with the country's economy and the dominant role of gold mining. The migrant labour system, introduced to guarantee a steady stream of cheap Black labour to the mines, was adapted to create a broader system of social, political and economic control, which was later refined into the system of apartheid. As the economy developed, urbanisation increased and the government began to seek ways in which Black people could provide labour in white towns and cities but be excluded from living there. It passed restrictive legislation designed to curb the movement of Black people, including the Native Trust and Land Act, 1936 and the Native Laws Amendment Act, 1937. This legislation failed to discourage Black people from migrating to urban areas, where municipalities had to provide basic services for them (Development Bank of South Africa, Development Report 2000:9).

The crisis in local government was a major force leading to the national reform process which began in 1990. National debate about the future of local government took place in the Local Government Negotiating Forum, alongside the national negotiating process. The Local Government Negotiating Forum framed the Agreement on Finance and Services writing off arrears to Black local authorities. It also negotiated the Local Government Transition Act, 1993. The Local Government Transition Act, 1993 did not provide a blueprint for a new local government system but simply provided a framework for change. The process put forward in the Local Government Transition Act was essentially a locally-negotiated transition and resulted in wide

diversity forms of non-racial local government (Department of Provincial and Local Government 2008). The Local Government Transition Act, 1993 provided for a three-pronged phases, namely: Pre-Interim phase: This phase covered the period from the passing of the Local Government Transition Act, 1993 until the first local government elections held in 1995/96.

In 1993 a bilateral forum, the Local Government Negotiating Forum was established to negotiate the transition to the new form of local government. The local government forum confirmed the bipolar division of membership in transitional local authorities. Each transitional local council would have a non-statutory membership of 50% selected under the banner of the South African National Civics Organisation (SANCO) and a statutory 50% which consisted of representatives of existing segregated local government authorities, representatives of local government associations, the provinces and the National Party. The interim phase started with the first local government elections and ended with the implementation of the final constitutional model of local government in 1997 although power-sharing arrangements remained in effect until 2000. The final phase began with the final constitutional model of local government in 1997, although some of the constitutional provisions only took effect after the 2000 local government elections. The 1996 Constitution provided for strong, entrenched local government. It made provision for the different spheres of government to exercise exclusive powers and perform their functions in such a manner that there would be no encroachment on the geographical, functional or institutional integrity of another sphere (Cloete, 1995:4).

With the demise of the apartheid system and its concomitant replacement by a democratic form of local government, the challenge for the newly established structures and elected councillors was to transform deep-rooted socio-political aspirations, particularly those of the poor and marginalised, into tangible, material improvements in living and working conditions. For these social groups, the struggle to dislodge the apartheid system and its practices and the promise for a better life for all could sound hollow were it not to be followed by the elimination of physical and economic discrimination, the creation of opportunities and consequent poverty eradication (Mogale, 2003:231).

Bekink (2006:67) says that the municipalities created during the transition phase were confronted with numerous complex problems. Many of these problems are related to overcoming the legacy of the past. Most municipalities have, to a greater or lesser extent experienced a range of problems associated with their administrative staff. Many municipalities have reported skills shortages as some of the more skilled and experienced municipal managers have left council employment. The amalgamation of former white municipalities with their surrounding Black townships brought with it the challenge of creating a unified administration. The unification of administrative structures has frequently led to the over-staffing of municipalities, placing a severe

burden on the finances of the council. The other challenges that faced municipalities included inadequate training of municipal staff, lack of disciplinary measures, lack of performance management systems as well as financial crises as a result of non-payment of services (Pycroft, 2000:146)

2.2.1 Local Government Pre-1994

According to Government Digest (2003 edition) before 1994, no single, uniform system of local government existed across the country each province had its own structure of local government institutions. Local government as an institution of governance was subservient, racist and illegitimate. The subservience of local government was manifest in that local authorities existed in terms of provincial laws, and in that their powers and functions were dependent on and curtailed by those laws (Hilliard and Wissink:2000). The development of separate local authorities for separated racial groups, under the leading theme of 'own management for own areas', produced a clever scheme of naked exploitation on the basis of race. Without exception, the well-resourced and viable commercial centres with their strong revenue bases were reserved as white areas. The outlying and poor areas without meaningful formal economies were reserved for black people.

In the homeland areas, traditional authorities were tasked with performing local government functions. Transformation of local government into a fully-fledged and non-racial institution of governance was thus impelled by a legacy of an "urban economic logic that systematically favoured white urban areas at the cost of black urban and peri-urban areas," with "tragic and absurd" results (Hilliard:1996). Negotiations on local government between the apartheid government and the liberation movements commenced in earnest in the beginning of the 1990s. They produced a foundation for local government transformation. Essential to the outcome was the adoption of the principle of 'one city one tax base', the slogan with which the grossly inequitable distribution of resources was opposed by the liberation movement. Furthermore, a chapter on local government for the Interim Constitution was agreed upon, as well as a transition Act (the Local Government Transition Act, 1993) to guide the transformation towards democratic local government.

2.2.2 Transformation of local government in South Africa

With the publication of the White Paper on Local Government (1998), the focus on local government shifted from transition to transformation. The new structure of local government was finalised by the Municipal Demarcation Board mid-2000. According to Bekink (2006:27), in order to facilitate the transformation of local government, Section 152 of the Constitution of the Republic of South Africa 1996, mandated national government to enact laws in order to facilitate the new

municipal dispensation. The White Paper on Local Government (1998) was a forerunner to two key pieces of legislation on local government, namely Local Government: Municipal Structures Act, 1998. It became clear that local government could not deliver on its new mandate with the then old structures and systems, hence the need for transformation of local government to developmental local government.

2.2.3 Developmental Local Government System

According to the Green Paper on Local Government (October 1997) local government must be developmental. This means there is need for local government to exercise its powers and functions in ways which promote economic growth of communities and also maximise social development. Local government should plan and manage development in an integrated and sustainable manner. In addition it must promote spatial and social integration. Local government should be responsive and accountable and be able to deliver services which meet community needs in an equitable and efficient manner. There is need for local government to promote democratic values, both within the communities and within its institutions (Mhome and Edigheji: 2003:63).

The transformation of South African local government has a number of implications. The major implication is that the status of local government has changed in that it has been given more responsibilities. Structures also have had to change to suit the new responsibilities. In addition planning has had to be integrated and be developmental and municipal performance has had to be measured and judged by the municipality itself, by residents, and by both the Provincial and National government. Tsatsire (2008:45) further states that the other added responsibilities and requirements include the need for local government to be self-sustaining so as to be developmental. This has been followed by greater insistence that local government improve its financial management, budgeting and other credit controls within a framework of acceptable accounting standards and principles.

As part of its developmental role, local government is expected to form a partnership with its communities, as indicated by the new definition of a municipality, which includes a municipal structure and its residents. Local government cannot fulfil its mandate without a properly having partnership with the national and provincial governments. As a result establishing and maintaining sound intergovernmental relations has become vital in ensuring the success of local government. This means that rendering of services should take place within the spirit of co-operative government, as stated in Chapter 3 of the Constitution of the Republic of South Africa, 1996. Therefore, the national, provincial and local government spheres should work together in confronting the many societal problems facing South Africa. The Constitution of the Republic of

South Africa 1996, places local government as an independent sphere of government, inter-related to and interdependent on the provincial and national governments.

Services have to be provided in partnership with other spheres of government, community-based organisations and agencies of government being supported by the private sector, non-governmental organisations and the community itself. Integration in service delivery can be expedited through creating a sound co-operative ethic in the practice of government. Cooperative government in the form of sound intergovernmental relations forces all spheres to place collective national interest above geographical and personal interests. Every government institution should make a key contribution to the ultimate goal of the state which is the improvement of the general welfare of its people. With new boundaries, new structures and new systems in place, it also became clear that local government could not survive without a new financial management system. This led to the passing of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003 (MFMA)).

2.2.4 Local Government's Record of Delivery

Before venturing into a critical analysis of the progress achieved to date with regard to local government transformation, it is important to recall some of the key benefits to be had from engaging local government in development and service delivery (De Visser, 2005:19). Firstly, local government is the level of government that is closest to the citizens. At least in theory, municipalities are best able to obtain and understand people's wishes and aspirations for the locality. They should also be best placed to identify and unlock local potential, and mobilise resources present in the locality. These characteristics do not automatically lead to a higher quality and legitimacy of decisions but certainly have the potential to do so. This depends on whether local governments are indeed configured and behave responsively, and to what extent local governments are able to pursue their communities' wishes for the locality through broader government structures and partnerships.

Secondly, there is the promise that local government holds for deepening democracy: having many sites of democratic practice is fertile ground for the growth of new leadership and the consolidation of multi-party democracy. Thirdly, the allocation of responsibility to municipalities creates room for local creativity and avoids the phenomenon where the entire country needs to experience the same experiment before it can be evaluated. Fourthly, municipalities are key players in multi-sectoral coordination as they are the witnesses of the actual delivery by all development actors on the ground. Against this background, a broad assessment of progress to date indicates an impressive record of expansion of service delivery. Through the leadership of municipalities, basic service delivery has been extended to the marginalised to a degree that is

unprecedented in South Africa's history, and at a pace that is noted and commended internationally. Access to water supply increased from 59% of total households in 1994 to 86% by April 2007. Access to sanitation increased from 48% to 73% over the same period. In 1994, 30% of houses in South Africa had access to electricity, but by 2006/07 this figure had increased to 73%. From 1994 to 2006 a total of 2,243 million houses were delivered at an average of 249,290 units per annum (Department of Provincial and Local Government 2007:5).

However, the incomplete and, in certain respects, imperfect nature of local government transformation is evidenced by social protests that emerged most intensively during 2005 and 2006 and continued in 2007. Protests revolved around poor records of service delivery, real and perceived instances of corruption, and a lack of developmental impact by municipalities (Atkinson 2007:58). It is also relevant to note that whilst municipal political leadership in South Africa is democratically elected under a national electoral system, voter turnout over the last three local government elections has not been impressive, averaging around 48% (Independent Electoral Commission 2006; Human Sciences Research Council 2006:3). Negative sentiments that contribute to a lower turnout for local than for national and provincial elections relate mainly to a lack of interest and trust in local government (Good Governance Learning Network 2008:34) It is argued here that certain fault lines in the design of the local government system may have contributed to this negative sentiment and the groundswell of protest against municipalities. These fault lines relate to some of the key elements of the legal and policy framework for local government.

2.2.5 Central Tenets of the System

The Constitution terms each sphere of government 'distinctive, interrelated and interdependent' (Constitution of the Republic of South Africa 1993, Section 40(1)). These three labels define the values underlying South Africa's system of intergovernmental relations. The status of local government in the South African system of government can be explained by making use of this constitutional terminology. Local government's 'distinctiveness' as a sphere of government manifests itself in a number of ways. Firstly, municipalities are headed by democratically elected councils (Constitution of the Republic of South Africa 1993, Section 157). The electoral framework, laid down in the Constitution, the Municipal Structures Act and the Local Government: Municipal Electoral Act of 2000, provides that municipal councils generally comprise 50% ward councillors, elected on a 'winner takes all' constituency system, and 50% councillors elected via a party list (Municipal Structures Act 1998, Section 20).

The second manifestation of the 'distinctiveness' of local government is the fact that the Constitution itself allocates 'original' powers and functions to municipalities. It does this by

providing a list of 'local government matters' over which local government has authority (Constitution of the Republic of South Africa 1993, Section. 156). Additional powers and functions can be transferred by national and provincial governments to local government as a sphere, or to individual municipalities (Constitution of the Republic of South Africa 1993, Section 156). Furthermore, a significant part of local government's financial authority is guaranteed through constitutional provisions that secure local government's power to levy property rates and surcharges on fees (Constitution of the Republic of South Africa 1993, Section. 229). Finally, the Constitution provides that local government is entitled to an 'equitable share' of nationally generated revenue, providing municipalities with a legal claim to unconditional revenue streams (Constitution of the Republic of South Africa 1993, Section 227). It also instructs national and provincial governments to respect local government's distinctiveness (Constitution of the Republic of South Africa 1993, Section 151).

The emphasis on the distinctiveness of local government is balanced by the two other constitutional labels, namely the 'interdependence' and 'interrelatedness' of the three spheres. Local government's interdependence in relation to other spheres of government connotes a relationship of supervision. National and provincial governments are constitutionally entitled and mandated to supervise the performance of municipalities. The constitutional division of functions between national government and provincial governments determines the extent to which either of them may supervise municipalities with respect to a particular functional area. A detailed exposition of this division goes beyond the scope of this paper. However, it is safe to say that both spheres of government exercise significant supervisory powers with regard to municipalities. National government establishes an institutional framework for local government that is largely uniform across the nine provinces. National and provincial governments must monitor the performance of municipalities so as to ensure that they discharge their developmental and service delivery responsibilities (Constitution of the Republic of South Africa 1993, s. 155(6) and (7)). National and provincial governments must support local government (Constitution of the Republic of South Africa 1993, s. 154). Finally, provincial governments have the right to intervene in the event of serious problems in a municipality (Constitution of the Republic of South Africa 1993, Section. 139).

The 'interrelatedness' of local government with other spheres of government connotes cooperation: organs of state in the three spheres of government are instructed to cooperate with one another in a relationship of equality (Constitution of the Republic of South Africa 1993, s. 41). This constitutional instruction to cooperate is particularly relevant in the South African context where the constitutional division of functions between the three spheres is not neatly defined. Many overlaps between national, provincial and local functions exist (Steytler and De Visser 2007:5-16; Steytler and Fessha 2007:325). For example, when the Constitution makes national

and provincial governments responsible for 'Public Transport' and municipalities for 'Municipal Public Transport', it is clear that the 'fuzzy edges' between municipal and provincial functions require intensive cooperation between the two spheres to avoid and address role confusion. A key instrument of cooperation is integrated development planning. An important premise of South Africa's planning framework is that the municipality coordinates the planning of development and service delivery by all three spheres of government in its municipal area. Another key manifestation of the inclusion of local government into the broader cooperative venture is that local government is a partner in intergovernmental relations: through organised local government structures (local government associations), it is represented on most relevant intergovernmental structures and institutions (Intergovernmental Relations Framework Act 2005).

2.3 DEVELOPMENTAL LOCAL GOVERNMENT IN SOUTH AFRICA

According to Carrim (2001:67) the vast changes experienced by the local government in South Africa since the 1990s have been manifested through strategic redesign and numerous changes. De Visser (2005:16) further alludes that the concept 'developmental local government' was conceived out of the local government's strategic redesign and changes. These changes were introduced in favour of institutions which were going to be capable of developing, managing and delivering services particularly to those who were excluded by apartheid policies. Mogale (2003: 216) argued that in response to damages caused by apartheid policies there was a need to reduce such historical backlogs through synergic partnerships which should be among all stakeholders involved in development activities. Local government in South Africa has undergone significant changes since 1995 (Government Digest, 2003:13). Section 152 of the Constitution of the Republic of South Africa of 1996, stipulates that local government is no longer expected to render basic services only, but to also serve as an agent of development. Tsatsire (2008:70), also highlights that in a departure from the former centralised tier system of government, local government now constitutes a self-governing sphere, rooted in a context of co-operative government with the national and provincial spheres, in terms of the 1996 Constitution. Local government is, therefore, no longer simply an extension of the provincial and national spheres of government; it has also become an independent sphere in its own right. Any intervention by either of the aforementioned two spheres may occur only in terms of the constitutional principle of co-operative government (Van der Waldt and Helmbold: 1995:89).

Local government because of the mandate given to it by the Constitution, 1996, is now required to play a key role in development initiatives, hence the coining of the term of developmental local government. Local government is now expected to contribute to economic growth, job creation, social development and community participation within its area of jurisdiction, in addition to its traditional service delivery role. However, the White Paper on Local Government cautions that

the current social and economic realities in South African cities, towns and rural areas pose challenges to the visionary goals of developmental local government of such a magnitude that its very survival is threatened and its developmental mandate is compromised. This threatens the noble goal of a better life for all and also the ability of municipalities to address the dismal shame of poverty that afflicts a substantial proportion of the South African population. Section 152 of the Constitution of the Republic of South Africa, 1996, stipulates that local government should give priority to the basic needs of all people and promote the social and economic development of the community. The White Paper on Local Government (1998) states that developmental local government will have to find sustainable ways of addressing service delivery needs and improving the quality of residents' lives. This challenge still looms large, even in this second five-year term of developmental local government. According to Powell (2009:56), the national government began to grasp the enormity of the challenges confronting local government, partly because of the recent wide-spread protests against poor service delivery as communities lost patience with the slow pace of service delivery (The Guardian, 2015:02).

Pieterse and Van Donk (2008:34), states that over the last decade, municipalities have embarked on the extension of infrastructure and development, whilst absorbing essential changes to their management arrangements, internal governance, intergovernmental responsibilities and financial administration. Patel and Powell, (2008:56) further states that the new local government system offers great potential for the realisation of a better life for all citizens, facilitated by a new generation of municipalities. However, there are still challenges and some of these can be as a result of institutional fault lines. These includes the challenges that come with large, all-inclusive municipalities, new executive systems and the politically motivated appointments of senior officials. A decade since the beginning of democracy and seven years into the operation of a completely new local government era, local government in South Africa seems to be in a critical stage (Mbatha:2003:34). Local government has not only survived a fundamental reformation but has also made great steps towards spreading service delivery and development to disregard and disadvantaged communities. In the last decade, local government has emerged from being an institution that was passive, xenophobic and illegitimate to an institution with democratically elected leadership, constitutional status and a developmental agenda. As expectations of local government service delivery have risen, it has become evident that the broader transformation of local government is by no means complete. Chipkin (2002:120) states that in order for one to full understand the concept of developmental local government a brief explanation will be given on the old system of local government in South Africa.

2.4 LEGISLATIVE FRAMEWORK FOR DEVELOPMENTAL LOCAL GOVERNMENT

According to Hilliard (1996:34), a number of statutes that were promulgated after the 1994 democratic elections make provision for Developmental Local Government. The system of developmental local government is not complete without effective public participation structures and systems. Wissink (2000:67), alludes that good governance requires civil society to take part in decision-making at all spheres of government, most notably at local government sphere, because of its closeness to the people at grass-roots level. This citizenry whose participation is to be encouraged includes the poor, the illiterate, rural people, and people with disabilities, women, workers, and the business community. Matters of governance should not be left in the hands of a few individuals, that is, small elite group. True democracy is demonstrated by the abilities of the leaders in government to pull along with them the voting public, especially in difficult and testing times.

Legislation was enacted to guide the establishment of and the functions of metropolitan municipalities, district municipalities and local municipalities. The endorsement of integrated development planning (IDP) as a tool for development were noted in local and district municipal IDP reports. The Municipal System Act, 2000 (Act No.32 of 2000, section 25) requires IDPs to be compatible with provincial and national development plans and also planning requirements. As a result the legislations including national and provincial policies are also referred to in the IDP reports. In South Africa, public participation is not a privilege, but a constitutional right. This is given more prominence by the fact that the Constitution of the Republic of South Africa 1996 (Chapter 1) strongly states that the Constitution is the supreme law of the Republic of South Africa and that any other law or conduct/behavior in conflict with the constitution is invalid and that the obligations imposed by it must be fulfilled. The need for public participation in government, as required by the Constitution of South Africa, 1996, must therefore be met. This constitutional provision puts an obligation on government to establish public participation structures and systems. However, public participation must be pursued, not only to comply with legislation, but also to promote principles of good corporate governance.

In support of the Constitution of the Republic of South Africa, 1996 subsequent local government legislation and policy papers include residents under the definition of local government. Such legislation and policy papers include the White Paper on Local Government (1998), the Local Government Municipal Systems Act 2000 (Act No.32 of 2000) and the Local Government: Municipal Structures Act 1998 (Act No.117 of 1998). For effective public participation to take place, the public must understand how local government operates and all spheres of government. All spheres of government must, therefore, empower communities to ensure effective and meaningful participation in matters of government. The public only sees one government, it does

not differentiate between the various spheres. The three different spheres of government should therefore complement each other. To the public, 'government is government', which underlines how important it is that the three spheres of government work together in a coordinated and integrated manner. Public participation upholds accountability. Democratic government promotes dialogue between government and its citizens. This is essential in establishing accountable government that addresses the needs of citizens. In fact, the citizens should be advising government what they want, not the other way around. The public should actively participate during planning and implementation processes, through the IDP and budget processes. After that, the public must also be able to monitor and evaluate government's performance and demand accountability, which is normally provided through reports. Although public participation is part of a developmental local government and a constitutional requirement, it is, however, also one of the challenges confronting local government. One reason for this is that South Africa does not have a proud history of public participation. Apartheid government denied people the opportunity to participate, give input and assist in decision-making. Most citizens were denied the right to vote, which is the initial and first step in public participation. True public participation entails much more than taking part in elections rather it is an integral part of local government processes, (50 Years of Freedom Charter 1955 to 2005:16).

2.4.1 Constitution of the Republic of South Africa, 1996

The notion of developmental local government was initiated through the constitution. According to Van der Waldt and Helmbold (1995:26), a constitution is the highest legal norm of any society. If an act is in conflict with the constitution, the latter must be regarded as the decisive act. The Oxford Dictionary of Law (1994) states that a constitution can be written or unwritten, and if written, it may only be amended through a special procedure, as is the case with the South African Constitution, which can only be amended by a two-thirds majority. A constitution sets the general principles according to which a country is to be governed. One of the most important objectives of a constitution is to defend the rights of the state's citizens, by ensuring that government authority is not exercised arbitrarily. The relationship between government and the governed is normally determined by the constitution (Fox and Wissink, 1990:32). Constitution of the Republic of South Africa, 1996 states that the South African Constitution is the supreme law of the Republic, to the extent that any law or conduct inconsistent with it is invalid and the duties imposed by it must be performed. According to Fox and Wissink (1990:32), a constitution prescribes the method by which the various organs of government are to be organised. It also determines the range or powers allocated to each organ of government and the way in which those powers are to be exercised.

It can, therefore, be said that if local government in this country fails to provide quality services to its residents, it is in conflict with the constitution. Likewise, if the national and provincial governments do not support local government and recognise its status, they are similarly in conflict. The Constitution of the Republic of South Africa 1996, enshrines the rights of all people in this country to dignity, freedom, security and equality before the law. The constitution upholds the right to culture, freedom of religion, expression, political association, labour as well as property rights. The Constitution further commits government to take reasonable measures to ensure that all South Africans have access to adequate housing, proper health-care, quality education, healthy food, clean water and social security. The Constitution of the Republic of South Africa, 1996, sees local government as a key area for fostering development. In Chapter 7 of the Constitution, 1996, the objectives of local government are expressly spelled out. Among these objectives are the provision of democratic and accountable government to local communities and encouraging the involvement of communities and community organisations in matters of local government. These constitutional provisions further asserts to the concept of developmental local government.

The Constitution of the Republic of South Africa 1996, further stipulates that government shall engage with citizens when making decisions that affect their lives. The citizens can participate in choosing a government of their choice in terms of Section 19. In addition, the Constitution provides the public with the right to participate in legislative and policy-making processes, which goes well beyond the right to vote in periodic elections. In this regard, Section 59 provides for public access to and involvement in the National Assembly; the South African Constitution of 1996, Section 72 provides for the participation of the public in the National Council of Provinces; and Section 118 provides for public participation in government. Provincial legislatures and Council meetings at local government level are also open to the public. The new approach of taking the parliament to the people ensures not only that the powerful and organized participate, but also the poor and marginalized sections of the population. This ensures that the local government is truly developmental. The Constitution also emphasizes the principles of accountability, transparency and openness. This has relevance for public participation in that it imposes a general obligation on government, particularly its elected representatives, and creates a climate that encourages and promotes interaction.

Another aspect that the constitution makes as far as developmental local government is concerned is that of public participation. Chapter 10 of the Constitution of the Republic of South Africa 1996 (Act No. 108 of 1996) extends public participation to public administration by identifying elementary values and principles governing public administration. These principles states that public administration must be governed by the democratic values as enshrined in the Constitution. A high standard of professional ethics must be promoted and maintained. Public

admiration must promote an efficient, economic and effective use of resources. In addition public administration must be developmental in nature. Its services must be provided without any impartiality and unfairness. The needs of the people must be responded to, and public-participation in policy-making must be encouraged. There is need for public administration to be accountable and for transparency to be fostered by providing the citizenry with timely, accessible and correct information. As a way of maximizing human potential, good human-resource management and career development practices must be cultivated. Public administration must be broadly representative of the people in South Africa, with empowerment and personnel management practices based on fairness, ability and the need to redress the unevenness of the past to attain a broad representation.

The above mentioned principles are applicable to administration in every scope of government, state-organs and public enterprises. National legislation should promote the values and principles listed in the subsection. The appointment in public administration of certain individuals on policy considerations is not prohibited, however the national legislation must regulate these appointments in the public service. Legislation governing public administration activities may differentiate between different institutions and sectors. The nature and functions of different institutions and sectors of public administration are relevant factors to be taken into account in legislation governing public administration. (Capricon District Municipality, Integrated Development Plan, 2015). In Chapter 9, the Constitution of the Republic of South Africa 1996 (Act No. 108 of 1996) makes provision for the establishment of institutions or the appointment of individuals supporting democracy. These include the Human Rights Commission, an ombudsman and access to the information commissioners. They play an important role in enhancing public awareness of good governance and rule of law issues. With reference to public access and participation, the most significant role player is the public protector, whose role is to investigate, report on and act against any misconduct in state affairs. Other important role-players include the Auditor-General and the Electoral Commission. The Constitution of the Republic of South Africa 1996 (Act No. 108 of 1996) sees developmental local government as a key area for fostering democratization. The constitution of 1996, Chapter 7 clearly spells out the objectives of local government. Among these objectives are the provision of a democratic and accountable government to local communities and encouraging communities' involvement in issues to do with local government.

2.4.2 White Paper on Local Government, 1998

The central idea of the White Paper on Local Government, 1998 is developmental local government. Developmental local government is defined as local government committing to working with its citizens and groups within the community in order to find ways to sustainably

meet their economic, social, material needs and improve the quality of their lives. The White Paper on Local Government, 1998, stipulates that municipalities must devise means to ensure that citizens participate in policy initiation and formulation. The citizens must also be encouraged to monitor and evaluate decision-making and implementation of policies. Approaches that should be followed to realise this include creation of forums to allow structured participation, structured stakeholder involvement, participatory budgeting initiatives aimed at community priority needs, research on community needs and values and support of organisational development of community associations and other organised community groupings to enhance their capacity to participate.

2.4.3 Local Government Municipal Systems Act, 2000 (Act No. 32 of 2000)

In the Preamble to the Local Government: Municipal Systems Act, 2000 (Act No.32 of 2000), reference is made to the engagement of communities in the affairs of local government with regard to planning, service delivery and performance management. This will result in local government becoming development oriented. The legislative scope of the Municipal Systems Act, 2000 (Act No.32 of 2000) is to give effect to developmental local government. The Municipal Systems Act (Act No.32 of 2000) also outlines the principles, mechanisms and processes to promote social and economic development of local communities. It also ensures access to affordable services for all and to set a framework for planning, performance management, resource mobilisation and organisational change. Section 21 of the Local Government Municipal Systems Act 2000 (Act No. 32 of 2000) deals with the development of values for community participation, mechanisms and procedures with regards to community participation, communication of information concerning community participation, public notice of council meetings, and communication between council and the local community. This is a core principle of developmental local government. The Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) defines community participation as the individuals comprising the residents of a municipality, the ratepayers of a municipality, the civic organizations involved in local affairs, and the visitors who make use of the services and facilities within a municipality. It is, therefore, the responsibility of municipalities to ensure that these groupings indeed participate in local governance.

Section 16 of the Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) recognizes that although by electing political representatives in government, the public is in a way indirectly participating in matters of governance that is not sufficient. This must be supplemented and complemented by direct citizen participation. Section 16 of the Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) calls upon municipalities to create favorable conditions for public participation. This includes making it possible for the public to participate during the

development of IDPs, budgets and Performance Management Systems (PMS). Furthermore, appropriate funding must be made available in order to realize this objective. Section 18 of the Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) states that whenever mechanisms have been put in place to promote community participation, these should be communicated to the community, together with the processes and procedures to be followed. The communication of the information should take into account language barriers and people with special needs. Section 19 of the Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) states that Council meetings should be accessible to the public and that notice of Council meetings must appear in the media, together with the relevant date, time and venue. Section 21 of the Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) promotes the use of local media for communication with the public to ensure that all sections of the local community are reached. This should take into account the languages that are spoken in the local area.

2.4.4 Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998)

Chapter 4 of the Local Government: Municipal Structures Act 1998 (Act No.117 of 1998) states that councilors should undertake their duties with the help of appointed or elected ward committees, established from the ranks of their respective communities. Ward committees are chaired by ward councilors and should act as a linkage between ward councilors and the community and between the community and their municipal council. This is public participation as a principle of developmental local government. The legislative framework of Municipal Structures entails that municipalities should ensure provision for the establishment of municipalities in accordance with the legislative requirements relating to the types and the categories of municipality, the divisions thereof of functions and powers between the municipalities and appropriate electoral systems and also to govern internal structures, systems and office-bearers.

2.4.5 The Freedom Charter (20 April 1955)

Participation as a way of effective local government was also coined in the Freedom Charter of 1955. In terms of the Freedom Charter, which was adopted on 26 June 1955 at the Congress of People, Kliptown. South Africa is a nation that belongs to all who abide in it, regardless of skin color, and no government can rightly claim authority unless it is based and founded on the will of all the citizens. The Freedom Charter also pledges that the people shall govern, have equal rights, share in the country's wealth and land, be equal before the law, enjoy equal rights, work and security, and have access to education, houses, security and comfort under the banner of peace and friendship.

2.4.6 Batho Pele Principles

Batho Pele is from Sesotho origin, meaning People First. It is the name of the South African government's programme for transforming public service delivery from an inefficient bureaucracy, with an overemphasis on rules, to an efficient, streamlined organisation with a culture of customer care, in which the needs of all the citizens of South Africa are truly served, irrespective of race, gender or creed. This programme is set out in the White Paper on Transforming Public Service Delivery (Government Gazette No. 18340, dated 1 October 1997), which stipulates that the guiding principle of the public service in South Africa shall henceforth be that of service to the people. Batho Pele seeks to do this by calling on public sector organizations to delivery responsive and quality services in terms of its eight national principles. These principles are:

2.4.6.1 Consultation

All relevant role-players, especially citizens, should be consulted on how service delivery should be taking place and should, whenever possible, be given a choice about the services that are offered. According to White Paper on Local Government, 1998 all national and provincial departments must, frequently and methodically, consult its citizens on the services currently being provided and also the provision of new basic services to those communities in need. Consultation will give people in the community an opportunity to influence decisions on public services. This can be done through providing objectives evidence which will determine service delivery priorities. Consultations also helps in fostering a more participative and co-operative relationship between the service-providers and users of the public services. Citizens should be consulted about the level, quality and relevance of the public services they receive and should be given a choice about the services that are offered to them (Mahole 2012:21).

2.4.6.2 Service standards

Mahole (2012:22) states that citizens should be informed on the level and the quality of public services that they are going to receive from the municipality so that they are conscious of the kind of service to expect. Local municipalities must set-up standards on the quality of services they will provide. This include the introduction of new services to those who have previously been denied access to them. In case of services such as health or education, service providers should set standards which will serve as baseline or benchmarks. This is a principle that governs developmental local government.

2.4.6.3 Access

All citizens should have equal access to the government services they are entitled to. Batho Pele aims at providing a framework for making decisions on the delivery of public services to the many citizens of South African who were previously disadvantaged and are still being denied access to services. While some citizens in South Africa have the privilege to enjoy first-world class quality public services, many others live in third world conditions. Batho Pele seeks to provide a framework for making decisions about delivering public services within the parameters of the government's Growth, Employment and Redistribution (GEAR) strategy (Mahole 2012:21). Batho Pele also aims at correcting the inequalities of distribution within the current services. All local, provincial and national departments are required to specify and set goals for gradually increasing access to services by the previously disadvantaged. In determining these targets, institutions that promote the interests of the historically underprivileged groups, such as the Gender Commission, and also groups representing the disabled should be consulted. All citizen must have equal access to the public services to which they are entitled.

2.4.6.4 Courtesy

Citizens should be treated in a friendly and respectful way and with consideration. The notion of courtesy goes much broader than requesting public servants to give a polite smile and to say please and thank you. Even though these are certainly required, the code of conduct for public-servants issued by the Public Service Commission, makes it clear that courtesy and regard for the public is one of the important obligations of public servants. Public servants must treat citizens and members of the public as customers who are entitled to be given the highest and best standard with regard to services. Other public servants do this instinctively. This is because they joined the public service because they had an honest desire to serve the public. The Principles of Batho Pele requires that the behaviour of all public servants at the workplace must be to the best of standards. Provincial and national departments must document the ideals for the way in which the public should be treated. Citizens should be treated with courtesy and consideration.

2.4.6.5 Information

The public must be informed on what services they are entitled to receive. Information is one of the most powerful tools that the public can use as far as exercising their rights to good service is concerned. The local, provincial and national departments must ensure the provision of complete, precise and timely information about the services they provide. The departments must also state who is entitled to receive those services. There is need for the local, provincial and national departments to be pro-active when carrying out these activities so as to ensure that information is received equally by all community members, especially the previously disadvantaged group.

The consultation process should also be used to find out what the community are in need of and then work out on how the information can be best conveyed to the citizens. The citizens have a right to be given full and accurate information about the public services they are entitled to receive.

2.4.6.6 Openness and transparency

This is a policy of 'no secrets in Government Service'. Transparency and openness are the fundamentals of a democratic government and are fundamentals to the public services transformation process. In terms of public service delivery, the significance lies in the need to build trust and confidence between the local government and its citizens. A key aspect of this is that the public should know how the national and provincial departments are run and the cost involved.

2.4.6.7 Redress

When the public service providers undertake to provide a service that they fail to provide in the end, an explanation must be given and amends should be done where possible. If the promised service is not delivered or delivered not to the agreed standard of the citizens, an explanation and apology must be given. The service providers must also come up with a speedy and effective remedy to mitigate the problem. In addition when complaints are made there is need for the citizens to receive considerate, kind and positive feedback. The ability and readiness to take action when things don't go according to plan is a fundamental step in the standard setting process. It is also a key principle in the constitution. A number of institutions have been provided for by the constitution of South Africa. These include the human rights commission, the public protector and the Auditor-General. The above mentioned institutions have been established to serve and to protect the public from impropriety and maladministration by government departments. However, it should be noted that these institutions should be seen as a last resort by citizens after exhausting departmental remedies, and are not a substitute for swift, effective action by service deliverers when services are failing below the promised standard.

2.4.6.8 Value for money

This principle recognizes the fact that services are sponsored by the citizens in the form of taxes and services should therefore be provided efficiently and economically in order to give citizens best value for money (White Paper on transforming public service delivery, 1997). Developmental local government should put people first, because development is about people, for the people. Mahole (2012:24) states that Batho Pele principles commit all municipal officials to quality service delivery, to setting of and striving for international recognized service standards and to honest and transparent communication with the country's citizens.

2.4.7 Municipal Finance Management Act, 2003 (Act No. 56 of 2003)

Another legislative framework on developmental local government is the Municipal Finance Management Act, 2003 (Act No. 56 of 2003). Section 130 of the Local Government: Municipal Finance Management Act, 2003 (Act No. 56 of 2003) states that council meetings at which an annual report is to be discussed and decisions taken thereon, must be open to the public and organs of state. A reasonable time must also be allowed for the discussion of any written submissions received from the local community or organs of state on the annual report and for members of the local community or any organs of state to address the Council. Section 23 further states that the Municipal Council must consider any views raised by the local community with regard to annual budgets. This will improve the effectiveness of developmental local governments. The purpose of the Finance Management Act, 2003 (Act No. 56 of 2003) is to control financial management in the local sphere of government. It requires for the efficient and effective management of all revenue, expenditure assets and liabilities of municipalities and municipal entities. The act also determines responsibilities of individuals assigned with financial management at local spheres and to determine certain conditions and to provide for matters connected therewith.

2.4.8 Reconstruction and Development Programme (1994)

The Reconstruction and Development Programme (RDP) advocates for a people centered development. A people-driven process is its key principle. The RDP does not advocate the role of the state as delivering services and goods to an inactive and non-participative citizenry. Rather, as part of developmental local governance, it emphasizes growing empowerment and reliance on the energies of communities (<http://www.anc.org.za>). Apart from the strategic role of government in the RDP, mass participation in its implementation is essential. The Policy Framework of the RDP stipulates that within the first nine months of 1994, the RDP must be taken to people's forums, rallies and meetings in the various communities. In the course of 1994, trade unions, sectoral social movements and community-based organizations, notably civics, were encouraged to develop RDP programmes of action and campaigns within their own sectors and communities. Because these social formations were faced with the challenge of transforming themselves from politically orientated opposition to the then apartheid government, capacity development programmes were therefore provided to these formations to enable them to play a meaningful role during the RDP process.

2.5 EMPIRICAL EVIDENCE OF DEVELOPMENTAL LOCAL GOVERNMENT IN CAPRICORN DISTRICT MUNICIPALITY

The notion of Integrated Development Planning was introduced in the Local Government Transition Act, 1996 through the requirement that municipalities should develop Integrated Development Plans (IDPs). The content and purpose of Integrated Development Planning were then further described in the White Paper on Local Government and formally introduced through the Municipal Systems Act, 2000 (Act No. 32 of 2000). The MSA requires municipalities to develop five year IDPs in order to respond to identified developmental challenges. The Municipal Systems Act, 2000 (Act No. 32 of 2000) also requires municipalities to review the IDP on an annual basis to trace and reflect on progress made in responding to the identified development challenges. Capricorn District Municipality has been effective in adhering to the existing legislative framework on Developmental Local Government.

2.5.1 Vision, Mission, Values and Development priority issues of Capricorn District

The vision of Capricorn District Municipality is “Capricorn District, the home of excellence and opportunities for a better life”. The mission is to provide quality services, in a cost effective and efficient manner, through competent people, partnerships, information and knowledge management creating sustainability of economic development in the interest of all stakeholders” The values are Integrity Responsibility, Excellence Service, Partnership, Empowerment, Communication/Commitment and trust. The District conceptualised the Development Priority Issues as long term goals, which are linked to the vision and mission, as follows: Health and Dignity Secure Living Conditions Education Financial Security and Good Governance

2.5.2 Capricorn District Municipality Key Strategic Priorities

To improve spatial development and environmental management. To provide sustainable basic services and infrastructure outcome. To enhance conditions for economic growth and job creation. To enhance financial viability and management. To increase the capacity of the district to deliver its mandate. In pursuit of proper coordination of the IDP process, the Capricorn district followed the five critical phases of the review, namely, pre-planning process, analysis, strategy, projects and integration. Pre-planning phase: The District, during this phase, developed the IDP/Budget Review Framework and Process Plan which was adopted by Council on the 30 August 2013. The Framework/Process Plan sets timelines and serves as a guide on how the 2013/14 IDP/Budget Review processes will unfold. Analysis Phase: This phase involved an assessment of the existing level of development with specific reference to service gaps, key development priorities and challenges and culminated in the compilation of the Draft summary of

the IDP status quo (situational analysis) report. Strategy Phase: Departmental and Management Strategic Planning sessions geared towards reviewing, inter alia, municipal strategies, long term development goals and projects and budgets were convened between November 2013 and February 2014. Projects: This phase involved compiling a detailed list of projects identified during the strategy phase. Integration: The district interacted with local municipalities and sector departments to ensure that plans were integrated in an inclusive, seamless and continuous process. Approval: The 1st Draft IDP/Budget, which served through all the internal structures and recommended for approval, was adopted by the Municipal Council on the 28th of March 2014. Public Consultation: Capricorn District Municipality undertook the IDP/Budget review consultation sessions from the 10th to 29th of April 2014. The stakeholders who were consulted include Traditional Leaders, Sector Departments and Parastatals, Business and Academic Institutions, and NGO/CBOs. The inputs and comments were incorporated into the Final Draft IDP and reported back to stakeholders

2.5.3 Municipal Public Participation Programme/Activities

Capricorn District Municipality has public participation mechanisms within its area of jurisdiction which includes among others Council Outreach programme, IDP Public Consultations, Batho Pele events and information sharing session. The CDWs and councilors are meant to assist communities to participate in issues of governance within their localities. The CDM has achieved remarkable progress in institutionalizing and implementing its Communication Strategy, Corporate Image Strategy, Consultation mechanisms, Stakeholder participation and Customer Care. The mechanisms that the District utilizes in communication include a District-wide 16 page newsletter-CDM Talk and CDM Insight, the annual report, websites, local and national newspapers, provincial , flyers, events, brochures, the ward committee system, CDW"s bulk messages as well as loud hailing and local radio stations. The district has also developed a useful page on Facebook which also assists the district in communicating issues through social media networking. CDM Stakeholders: There is a model for stakeholder participation in place. Stakeholders have been categorized, focused with targeted advertising being followed to build recognition of CDM as a brand. Whilst the model has been developed, there is yet a wider challenge to integrate it across the CDM as well as within the local municipalities.

2.5.4 Successes and Challenges

According to the IDP 2015/2016 Capricorn District Municipality is also contributing to employment creation in the district by creating permanent, temporary jobs as well as internships through the projects and programmes that create short and long term jobs to meet the economic and social needs of communities. In order to address unemployment, the local economic development

function has established job creation targets. With regards to service delivery, Capricorn District has been doing fairly well. According to the Capricorn District IDP 2015/2016 in terms of transport provision. The total length of municipal roads in CDM is 9 510km. The provincial road network in Capricorn District is 3 982 km. The paved road network is 1 067 km (27%) and unpaved road network is 2 916 km (73%) According to STATSSA, Census 2011, households that have access to electricity is at 87.4% meaning 12.6% have no access to electricity and use other sources of energy such as gas, paraffin, candles, solar.

The majority of households in CDM uses candles for energy. About 65% of households use pit latrines, 26.6% have access to flush toilets while 4.2 % has no sanitation facility in their yards and the remaining households either use bucket latrines, or other modes of waste disposal. Pit latrines are mostly used in rural areas where there is no proper piped water system. CDM has provided water tankers as an interim measure to areas which experience water supply shortages. CDM has also employed term contractors for the purposes of maintenance breakdown repairs and improved turnaround period. Local municipalities have been appointed as water service providers thereby decentralising the function from the district. CDM will enforce the service level agreements with the local municipalities, and improve its cost recovery strategy to sustain provision and supply of water. Ground water resource abstraction needs to be carefully monitored to prevent over-exploitation. The municipality is considering phasing out diesel operated boreholes with electrically powered boreholes. From the above statistics it can be concluded that CDM is being developmental oriented.

However an IDP Assessment process was undertaken to determine if municipalities have produced realistic and implementable IDPs as per the legislative mandate and considering the recommendations made in the 2013/14 MEC's IDP Assessment Report. It was discovered that the environmental destruction caused by uncontrolled urban expansion, deforestation, soil erosion, overgrazing and poor land use management practices. Informal settlements are ripe in the district. The total population of Limpopo is approximately 5,4 million according to the 2011 census results. Approximately 56 945 (5%) households live in informal settlements. This total figure includes traditional structures, farm houses, backyard shacks and other.

2.6 DEVELOPMENTAL ROLE OF LOCAL GOVERNMENT

Section 23(1) of the Local Government: Municipal Systems Act 2000 (Act No.32 of 2000), presents the vision of developmental local government, as envisaged in the Constitution of the Republic of South Africa, 1996, A municipality must undertake developmentally orientated planning so as to ensure that it strives to achieve the objects of local government set out in Section 152 of the Constitution. A municipality give effect to its developmental duties as required by

Section 153 of the Constitution”. As stated in Chapter One of the White Paper on Local Government (1998), developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. SALGA has expressed concern that there seems to be a lack of common understanding, both within and outside local government, of what developmental government really means. It argues that being developmental means that local authorities need to shift their focus from infrastructural services to social and economic development. This implies a shift from an emphasis on service delivery to the impact of service delivery outputs on the quality of life of communities. This approach, SALGA argues, necessitates the formulation of a corporate development strategy that is not just the sum of the service delivery objectives or individual functions, but that represents a set of decisions or choices about what interventions need to be made within a municipality’s external environment to produce the desired development impact.

The Constitution of the Republic of South Africa, 1996, enshrines the rights of all people in this country to dignity, equality before the law, freedom and security. It affirms rights to freedom of religion, expression, culture, association and movement, as well as political, labour and property rights. The Constitution further commits government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health-care, education, food, water and social security. The White Paper on Local Government (1998) cautions that the reality of South African cities, towns and rural areas differs dramatically from this ideal. Many communities are still divided. Millions of South Africans live in dire poverty, isolated from services and opportunities. The previous local government system did very little to address the greatest needs of South Africans, while the current system has not yet been able to reverse these long-standing patterns of inequality and unmet human needs.

2.6.1 Characteristics of developmental local government

In terms of the White Paper on Local Government (1998), developmental local government has four interrelated characteristics, namely:

- Maximising social development and economic growth;
- Integrating and co-ordinating;
- Democratising development; and
- Leading and learning.

The four characteristics of developmental local government, as stated in the White Paper on Local Government (1998), are further explained on the next page.

2.6.1.1 Maximising social development and economic growth

The powers and functions of local government should be exercised so as to maximise the impact on the social development of communities, particularly in meeting the basic needs of the poor and stimulating the local economy. Through its traditional responsibilities (service delivery and regulation), local government exerts great influence over the social and economic well-being of local communities. The closeness of local government to the community makes it an ideal agent of social and economic growth. Local government is responsible for rendering quality services and should redistribute wealth through its preferential supply chain policies and a progressive taxation policy. Furthermore, local government employs many people, thereby providing jobs as well. Local government is also strategically located to boost black economic empowerment and facilitate the development of small businesses. Aspects of Local Economic Development (LED), therefore, become important for local government (White Paper on Local Government, 1998).

Local government exercises great influence on local economics. It is expected to provide an environment conducive to investment, growth and prosperity. In addition, it can initiate new policies and programmes, aimed specifically at alleviating poverty and enhancing job creation. Municipalities, therefore, need to have a clear vision for the local economy, and work in close partnership with local business to maximize job creation and investment (White Paper on Local Government, 1998). Local government can also promote social development through arts and culture related activities, the provision of recreational and community facilities, and the delivery of aspects of social welfare services. The empowerment of marginalised and disadvantaged groups is a critical contribution to social development. Municipalities should also seek to provide an accessible environment for disabled people, so as to facilitate their autonomy and independence. Through their international relations programmes, a number of municipalities are engaged in cultural exchanges as part of social development through art and culture. This assists local groups in obtaining exposure and developing their capacity. Some local artists exhibit at international exhibitions, competing and comparing favourably with international artists. This could potentially also boost economic growth and tourism (White Paper on Local Government, 1998).

Local government cannot provide services in isolation from other spheres of government. After all, all spheres of government operate within a specific local area. Co-ordination is therefore important, in order to ensure integrated and joint planning, so as to enhance the optimal utilisation of resources. In addition to the spheres of government, parastatals, non-governmental organisations and the private sector also operate within local spheres (White Paper on Local Government, 1998).

2.6.1.2 Integrating and co-ordinating

The White Paper on Local Government (1998) states explicitly that developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity. Poor co-ordination between service providers could severely undermine the developmental effort. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet developmental targets. The desired co-ordination and integration can be achieved through Integrated Development Plans (IDPs), which constitute powerful tools for municipalities to facilitate integrated and co-ordinated delivery within their localities. Local government should therefore establish co-ordinating structures, systems and processes to regulate joint planning. Sector departments from both national and provincial departments, parastatals, the private sector and other stakeholders can and should play a meaningful role in IDPs. It is clear that the establishment of sustainable and liveable settlements depends on the co-ordination of a range of services and regulations, including land-use planning, household infrastructure, environmental management, transport, health and education, safety and security, and housing. Municipalities therefore need to work closely with other spheres of government and service providers and assume an active integrating and co-ordinating role (White Paper on Local Government, 1998).

2.6.1.3 Democratising development, empowering and redistributing

Municipal councils play a central role in promoting local democracy. In addition to representing community interests within the Council, municipal councillors should promote the involvement of citizens and community groups in the design and delivery of municipal programmes, with specific emphasis on the participation of marginalised sectors of the communities and excluded groups in community processes. These marginalised sectors include residents who are not receiving services, women, youth, the aged and the physically challenged. Appropriate systems, structures, policies, strategies and resources should be made available for this purpose (White Paper on Local Government, 1998).

2.6.1.4 Leading and learning

Local government operates in a global and ever-changing environment. New and unique challenges arise from time to time, and they need to be addressed. Furthermore, local government needs to be sustainable to fulfil the principles of development local government. Local governments should, therefore, be innovative and become learning institutions. Social and economic growth and knowledge management must become key issues. This should include investing in human capital, which also accommodates citizens. New ways should be found to

create sustainable economies and preserve the environment. Internal human resources, ward committees and councillors should be empowered so that all stakeholders are mobilised to build developmental institutions (White Paper on Local Government, 1998). Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. Municipalities have a crucial role as policymakers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role, and seek to mobilise a range of resources to meet basic needs and achieve developmental goals (White Paper on Local Government, 1998).

2.6.2 Developmental outcomes of local government

In terms of the White Paper on Local Government (1998), the key outcomes that developmental local government seeks to achieve are as follows:-

2.6.2.1 Provision of household infrastructure and services

Local government renders direct services that are needed for survival. This includes the provision of infrastructure such as roads, water, electricity and sanitation. Apart from the fact that basic services are a constitutional right, these services are needed to promote the wellbeing of individuals. Basic services should be provided and extended to those people who were either denied these services before, or who are still not receiving them. National government, job creation initiatives and the establishment of community based contractors to assist in service delivery can serve to expand and improve service delivery (White Paper on Local Government, 1998).

2.6.2.2 Creation of liveable, integrated cities, towns and rural areas

Apartheid separated communities along racial lines, thereby creating segregated communities. Spatial structures in South Africa are characterised by townships being located far away from towns and places of work. This is the reason why the development of a new integrated Spatial Development Framework is so crucial. An integrated Spatial Development Framework enhances social and economic development, and reduces community costs. Unfortunately, the poor and the previously disadvantaged are particularly affected by the existing spatial structures. Integration must ensure affordable mobility between work, home and recreation; combat crime, pollution and congestion; and promote the participation of the previously disadvantaged in the social and economic life of a municipality (White Paper on Local Government, 1998).

Rural areas should benefit from rural development programmes that seek to create liveable environments. Forced removals and the homeland policies of the apartheid government

aggravated poverty in rural areas, which needs to be rectified through developing and investing in these areas. Sustainability should include environmental sustainability, as an integral part of integrated development plans (White Paper on Local Government, 1998).

2.6.2.3 Local economic development

Local government plays an important role in developing local economies, thereby creating jobs. Stimulating the local economy should start with rendering quality cost-effective services and providing an environment favourable for investors. Regulations and policies should not be rigid, but flexible. Supply Chain Management Policies and the Expanded Public Works Programme can all assist in job creation. Municipalities should expedite and simplify processes and procedures around the evaluation and approval of tenders, building plans and rezoning applications. Furthermore, user-friendly one-stop shops for both customers and investors should be established. Incentives can also be offered to attract investment and increase competitiveness. Investment in human capital should be given priority, because the availability of local skills plays an important role in attracting potential investors (Woolridge, 2008:39).

2.6.3 Tools and approaches for developmental local government

The White Paper on Local Government (1998) puts forward three interrelated approaches that can assist municipalities in becoming more developmental. These are to integrate developmental planning and budgeting, to measure performance management and working together with local citizens and partners.

2.6.3.1 Integrated Development Planning

The Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) defines the IDP as a “single inclusive and strategic plan” that links, integrates and co-ordinates a municipality’s sector specific plans; aligns the resources and capacity of the municipality to the overall development objectives of the municipality; forms the policy framework on which annual budgets rest; and Informs and is informed by similar development plans at national and provincial developments plans. The main purpose of IDPs is, therefore, to enhance service delivery and fight poverty through an integrated and aligned approach between different role players and stakeholders. The Capricorn District Municipality’s IDP, 2007 informs all other key institutional policy documents, including the Budget and the Service Delivery and Budget Implementation Plan (SDBIP). It is therefore the Municipality’s principal strategic planning instrument. In addition, the IDP ensures horizontal and vertical co-ordination and integration across the three spheres of government and provides a platform for community and stakeholder participation in the planning processes of the Municipality (Capricorn District Municipality IDP, 2007). As the key guiding planning document of

the Municipality, it is therefore important that the IDP be credible and realistic. Hence, the IDP should have achievable targets and deliverables that can be periodically measured, monitored and evaluated through the implementation of a credible Performance Management System

In terms of the white Paper on Local Government (1998), IDPs are planning and strategic frameworks to help municipalities fulfil their developmental mandate. They ensure the alignment of resources with objectives, integration of planning, the prioritising of essential aspects, sustainability, the prioritising of poverty alleviation and that scarce resources are utilised where they will make the greatest impact on improving the general welfare of society. The fact that they are reviewed annually, during which process new priorities are identified, makes them incremental, relevant and responsive to changing environments and circumstances. According to Bekink (2006:497), Integrated Development Plans have been introduced to local government planning processes in order to encourage municipalities to develop plans to address their developmental role with regard to community needs. Section 26 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) lists the core components of integrated development plans as follows.

An integrated development plan must reflect the municipal council's vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs; an assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services; the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs; the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation; A spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality; the council's operational strategies; Applicable disaster management plans; a financial plan, which must include a budget projection for at least the next three years and the key performance indicators and performance targets determined in terms of Section 41.

Development has to be sustainable. Sustainable development reflects a process that meets the needs of present generations, without compromising the ability of future generations to meet their own needs. It is multidimensional and encompasses complex interactions between economic, social, political and environmental issues. It represents a development framework that makes the reduction of poverty, the goal of full employment and the fostering of a stable, safe and just society the overriding objectives of developmental policy and interventions (South African Human Development Report, 2003:5). Based on the literature on sustainable development and relevant

trends in socio-economic development and policy-making in this country, the South African Human Development Report (2003) has identified and analysed five central challenges facing sustainable development in South Africa. These are the eradication of poverty and extreme income and wealth inequalities; the provision of access to quality and affordable basic services to all South Africans; the promotion of environmental sustainability; a sustained reduction in the unemployment rate; and the attainment of sustainable high growth rates. The IDP of a municipality should therefore respond to these and other challenges facing a municipality.

2.6.3.2 Integrated Development Plan Legislative Framework

The Constitution of the Republic of South Africa, 1996 states that a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community; and must participate in national and provincial development programmes. It is, therefore, imperative that IDPs prioritise key community needs through an integrated approach. National and Provincial IDP hearings and engagements assist in integrating and aligning plans between the three spheres of government and also ensure that credible IDPs are developed. In terms of the Local Government : Municipal Systems Act, 2000 (Act No. 32 of 2000), each and every municipality must develop and adopt a single, inclusive and strategic plan for its development, which must be aligned with the plans of surrounding municipalities and other spheres of government.

2.6.3.3 Performance management

In terms of the White Paper on Local Government (1998), performance management is critical to ensure that plans are being implemented, that they are having the desired developmental impact, and that resources are being used efficiently. It is a strategic approach to management, which equips leaders, managers, workers and stakeholders at different levels with a set of tools and techniques to regularly plan, implement, continuously monitor, periodically measure and review the performance of an organisation in terms of indicators and targets for efficiency, effectiveness and impact. Performance management is aimed at ensuring that municipalities monitor their integrated development plans and thereby continuously improve their operations, performance and accountability. This means that performance on IDPs is constantly assessed to ensure effective and efficient service delivery to local citizens and the effective participation of citizens in government processes.

Performance management for local government is part of a government-wide attempt to promote and develop a performance culture and ethos into the public service. This started with the Constitution of the Republic of South Africa, Act 108 of 1996, that outlines the basic principles that should underpin the public service, and later, the Batho Pele principles (1997), developed by the Department of Public Service and Administration and contained in the White Paper on transforming public service delivery (1997). This White Paper requires national and provincial government departments to develop performance management systems that include the setting of service delivery indicators and performance measurement. The White Paper on Local Government (1998) extended the Batho Pele vision to local government by proposing the development of a performance management system.

The Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998) and the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) were developed to further the vision of the White Paper on Local Government (1998), which includes the development and implementation of an effective performance management system (Government Digest, September 2003). Section 19 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998) stipulates that a municipal council must annually review the needs of the community; Its priorities to meet those needs; Its processes for involving the community; Its organisational and delivery mechanisms for meeting the needs of the community and the overall performance in achieving the objectives set out in Section 152 of the Constitution.

The Local Government: Municipal Structures Act, 1998 (Act No 117 of 1998) provides 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 overall access to affordable basic services. The Local Government: Municipal Systems Act 32 of 2000 also creates an enabling framework for the core processes of planning, performance management, community participation, resource mobilisation and organisation change (Government Digest, September 2003).

Chapter Six of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000) outlines the core components of a performance management system as follows: A municipality must in terms of its Performance Management System set appropriate performance indicators as a yardstick for measuring performance, including outcomes and impact, with regard to the municipality's development priorities and objectives set out in its Integrated Development Plan; the municipality must set measurable performance targets with regard to each of those development priorities and objectives; monitor performance; and measure and review performance at least once a year. Establish a process of regular reporting to the Council, other political structures, political office bearers and staff of the Municipality; and the public and

appropriate organs of state.” Key performance indicators are statements that describe the dimensions of performance that are considered key when assessments and reviews are undertaken.

The setting of Key Performance Indicators (KPIs) needs to be consistent with the following principles:

- **Measurability**

Key Performance Indicators are easily calculable from the data that can be generated speedily, easily and at reasonable costs, given the municipality’s financial and administrative capacity.

- **Simplicity**

Measure one dimension of performance (for example quantity, quality, efficiency, effectiveness and impact) at one given time; Separate different performance dimensions and set indicators for each separately; and avoid combining too much in one indicator.

- **Precision**

Measure only those dimensions that the municipality intends to measure.

- **Relevance**

Measure only those dimensions that will enable the municipality to measure progress in terms of its objectives; Measure performance in areas falling within the powers and functions of a municipality; and Measure performance over the identified period.

- **Adequacy**

Measure quality, quantity, efficiency, effectiveness and impact; and Separate indicators are set for each priority and objective, in terms of quality, quantity, efficiency, effectiveness and impact.

- **Objectivity**

State clearly, without ambiguity, what is to be measured.

The above mentioned performance indicators need to cover all key aspects of performance, including inputs (efficiency); outputs (effectiveness); and outcomes (quality and impact). In addition to setting performance targets, monitoring and reviewing performance, improving performance and auditing performance measurements, a municipality is expected to report on performance. Section 46 of the Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) stipulates that a municipality must annually prepare a report, which includes a performance report covering.

The performance of the municipality during the financial year and a comparison with targets and performance in the previous financial year. The development of service delivery priorities and the performance targets set by the municipality for the following financial year. Measures that were or are to be taken to improve performance. An audit report of the financial statements and the

report of the results of the performance measures. Any other reporting requirements stipulated in other applicable legislation. The report must be presented at a community meeting for discussion. After consultation with the community, the municipality must adopt the report and, within 14 days, make copies available to the public and any other interested parties. Copies should also be submitted to the Member of the Executive Council (MEC) for Local Government, the Auditor-General, and any institution as may be prescribed by legislation. In terms of Section 47 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), the MEC for Local Government must compile a consolidated report on the performance of municipalities, on an annual basis, and provide the report to the provincial legislatures. A copy of the report must also be submitted to the National Council of Provinces. Finally, in terms of Section 48 of the Local Government: Municipal Systems Act, 2000 (Act No.32 of 2000), the Minister must annually compile a report on the performance of local government in terms of the general KPIs. A copy of this report must be submitted to Parliament and the MECs for Local Government, and published in the Government Gazette.

2.7 PRINCIPLES OF LOCAL GOVERNMENT

Local government in South Africa, like any other sphere of government, is governed by the principles and rules laid down in the Constitution of the Republic of South Africa, Act 108 of 1996. In addition, the Constitution describes the framework within which other spheres of government must adhere to in dealing and interacting with local government. As the Constitution is the supreme law of South Africa, this highlights the importance accorded to the local government sphere in this country. The broad principles underlying the system of local government are as follows. The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996) grants local government original powers. Local government is no longer a function of provincial government, or a third level of government. It has become a sphere of government in its own right. It is part of a system of co-operative government and governance, which includes provincial and national spheres. Local government is no longer a site for the delivery of services only, but a crucial site for social and economic development. Local government, within its constraints, has to appropriately contribute to both economic growth and social redistribution. Local government is a key arena for the democratic participation of ordinary citizens. Municipalities constituting the new local government system have to be financially viable and sustainable; and over time, through appropriate negotiations, more powers and functions can be devolved to local government.

2.7.1 Needs and Objects of Local Government

Local government is as old as the history of man. It is the first known form of government on earth. Its existence can be traced as far back as when people started living together as a community, with collective needs to be satisfied (Fox and Wissink, 1990:84). The most important value underlying local government is democracy. This value is best served at local government sphere, because of its closeness to the local community, both in a geographical sense, and as far as its potential responsiveness is concerned. It is at local government sphere that ordinary people have direct access to government (Heymans and Totemeyer, 1989:2). The importance of local government cannot be underestimated, especially in the South African environment of pressing socio-economic demands and major inequalities. The catchword to describe the main mission of local government in the new dispensation is developmental. Whereas national government's foremost role is one of policy-making, provincial and local governments perform a key role in the provision of social and basic services. If local government is to fulfil and achieve such a developmental system, it has to be properly supported by the two other spheres of government (Bekink, 2006:497).

The White Paper on Local Government (1998) states 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. The nature and status of local government have therefore changed dramatically. In its new role, it is at the coal-face of South African society in which substantial levels of impoverishment and poor standards of service delivery have persisted, perpetuating racial polarities and inequality. Section 152 (1) and (2) of the Constitution of the Republic of South Africa, Act 108 of 1996, confers constitutional obligations on local government to provide democratic and accountable government for local communities. It must ensure the provision of services to communities in a sustainable manner and promote social and economic development. Promoting a safe and healthy environment and to encourage the involvement of communities and community organisations in matters of local government. A municipality must therefore strive, within its financial and administrative capacity, to achieve the objects set out in sub-section 1.

The preamble to the Local Government: Municipal Systems Act 2000 (Act No. 32 of 2000) confirms the importance of local government in ensuring universal access to essential services by citizens, specifically the poor and disadvantaged who were neglected or largely ignored under the apartheid regime. It further recognises the social and economic developmental orientation of local government, to ensure that municipalities fulfil their obligations, as stated in the Constitution of the Republic of South Africa of 1996. The success of the other two spheres of government, therefore, depends on the success and survival of local government.

2.7.2 Categories and Types of Municipalities

The geographical areas covered by each municipality in the Republic of South Africa have been determined in terms of the Local Government: Municipal Demarcation Act, 1998 (Act No. 27 of 1998). The dawn of South Africa's new dispensation in 1994 witnessed the establishment of the Municipal Demarcation Board (MDB). In executing their mandate the board created a spatial design that would leave no part of the country outside a jurisdiction of a municipality. This definition of the politico-economic space eliminated the distinction between urban and rural areas which historically were reported on. Statistics South Africa therefore is not in a position to provide population results in terms of urban and rural population. In establishing the municipalities, the board established three categories of jurisdiction namely, Category A, comprising of six stand-alone metropolitan areas. These are municipalities that have exclusive municipal executive and legislative authority in its area. Category B, comprising of 231 local municipalities and 25 District Management Areas (DMAs). Category B municipality is defined as a municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls and Category C, comprising of 47 district municipalities. Each district municipality is made up of a group of local municipalities and DMAs. Category C municipalities are municipalities that have municipal executive and legislative authority in an area that includes more than one municipality

New municipal boundaries were released in December 2005. The December 2005 municipal boundaries dealt with cross-boundary municipality problems as well as some DMAs. The demarcation was done by an Independent Demarcation Board, which was charged with the responsibility of re-evaluating and redrawing all municipal boundaries in the country. In this regard, self-sustainability and financial viability were key determining factors. To achieve a degree of redistribution between the rich urban areas and the poor rural areas, some rural areas have been incorporated into the expanded boundaries of towns. The need to reduce the number of municipalities was also a factor in the demarcation process. It must be noted that the 2001 municipal boundaries had six district municipalities, eight local municipalities, four DMAs and one metro (Tshwane) straddling provincial boundaries. These were referred to as cross-boundary municipalities. Provincial boundaries were re-determined to realign the above district and local municipalities to a particular province. (Act No. 108 of 1996); the Local Government: Municipal Structures Act (Act No. 117 of 1998), and the Organised Local Government Act (Act No. 52 of 1997).

Local Government: Municipal Structures Act 1998 (Act No. 117 of 1998) established new categories and types of municipalities. In terms of Chapter 1 of this Act, municipalities are now divided into three categories, namely A, B and C. Category A is a metropolitan council, which is

for large urban areas with extensive business and industrial activity and a maximum of 270 councillors. Category B (local councils) is for smaller urban areas, while Category C is for district councils. In a few sparsely settled areas, there are no local councils, but district management areas. In addition, there are 241 local councils, 52 district councils and 14 district management areas in the whole of South Africa. Chapter Four of the Local Government: Municipal Structures Act 117 of 1998 provides for a variety of arrangements through which these different categories of councils can be governed.

There are six metropolitan municipalities in South Africa, namely the Nelson Mandela Metropolitan Municipality; City of Johannesburg; Cape Town Unicity; Tshwane; Ethekeini; and Ekurhuleni. In councils with an executive committee system, executive authority is vested in the executive committee, which is elected by all councillors. Alternatively, councils may be governed through an executive mayoral system, in terms of which an executive mayor is elected. Mayors may appoint advisory mayoral committees, which resemble a cabinet at the national sphere of government. Normally, members of the mayoral committee come from the ruling party (Lodge, Olivier and Venter, 2000:5). The third type of government consists of plenary systems, in which all the councillors together represent an executive authority. This government system is suitable for smaller municipalities (Lodge, 2000:5).

2.8 LOCAL GOVERNMENT TRANSFORMATION

The Interim Constitution (Constitution of the Republic of South Africa 1993) paved the way for the first democratic elections in 1994 and for the formulation of a final Constitution by the newly elected Parliament. It ushered in constitutional recognition for local government by recognising its autonomy and guaranteeing it revenue generating powers, as well as a right to a share of nationally generated revenue. The Interim Constitution set the scene for the amalgamation of over 1000 racially defined and disparate local government structures into 842 transitional local authorities (Steytler 2006:187). The final Constitution of 1996 then contained a definitive statement on local government, in the form of a progressive chapter in which local government is firmly established as a mature sphere of government. Furthermore, the Constitution posited local government as a critical development agent by listing the 'constitutional objects' and 'developmental duties' of local government. These centre around democracy, sustainable service delivery, social and economic development, environmental protection, community participation, poverty alleviation and intergovernmental cooperation (Constitution of the Republic of South Africa 1993, section 152 and 152).

The 1998 White Paper on Local Government (Department of Constitutional Development 1998) preceded the implementation of the constitutional provisions. It proved to be a policy that rallied

friend and foe around new concepts. It introduced a discourse that would reverberate until long afterwards. It translated the constitutional objects and duties into the concept of 'developmental local government', and defined the new mandate as "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives." Developmental local government would be characterised by four features which are maximising economic growth and social development: local government is instructed to exercise its powers and functions in a way that has a maximum impact on economic growth and social development of communities. Integrating and coordinating: local government integrates and coordinates developmental activities of other state and non-state agents in the municipal area. Democratic development and public participation: local government becomes the vehicle through which citizens work to achieve their vision of the kind of place in which they wish to live. Leading and learning: municipalities must build social capital, stimulate the finding of local solutions for increased sustainability, and stimulate local political leadership.

The transformation of local government institutions began in earnest with the adoption in 1998 of the Local Government: Municipal Demarcation Act, providing for the demarcation of municipal boundaries by an independent Municipal Demarcation Board (MDB). The Constitution contains the imperative of creating a 'wall-to-wall' system of inclusive and viable municipalities (Constitution of the Republic of South Africa 1993, Section 151(1)). This represented a break with the past where not all areas, particularly traditional rural areas, were governed by a local authority. The Local Government: Municipal Structures Act, 1998 provided a legal framework for the establishment of local government institutions. It established two modes of local government: single-tiered metropolitan municipalities in large urban areas, and a two-tiered system of district and local municipalities throughout the rest of the country. It further provided a framework for the internal functioning of municipalities. Critical new aspects were the introduction of firstly, an 'executive mayor' system of municipal governance alongside the classic 'collective executive committee' system; secondly, a separate municipal speaker; and thirdly, ward committees as vehicles for community participation. The impact and success of these changes is discussed below.

On 5 December 2000, municipal councils were elected into this new system of local government. A new generation of municipalities thus commenced their journey towards realising the constitutional vision of developmental local government (Intergovernmental Relations Framework Act No. 13 of 2005). In the meantime, transformation work had continued with the adoption in 2000 of the Local Government: Municipal Systems Act. This Act represents a detailed definition of developmental local government as espoused in the White Paper on Local Government. It engages the developmental vision of municipalities working together with citizens by establishing a framework that instructs municipalities to involve citizens in decision making, particularly

through the regulation of a framework for participative development planning. In 2003, the institutional and developmental chapters of local government transformation were complemented by a financial chapter. The Local Government: Municipal Finance Management Act, 2003 establishes a robust framework for local government finance, dealing with financial management and accounting, revenue, expenditure and debt management, responsibilities of accounting officers and mayors, and financial supervision by national and provincial governments. The Act was widely welcomed as a long awaited and necessary framework and financial management tool for municipalities.

2.9 THE POLICY CONTEXT: KEY TRANSITIONAL STAGES IN LOCAL GOVERNMENT

This section highlights the key policy changes in local government over the last decade as a background against which to explore the challenges faced by developmental local government in South Africa. Three phases in local government transition in South Africa have been identified. These are: First generation issues, focusing on political concerns of the amalgamation of Transitional Local and Regional Councils. A second phase or second generation issues focus on developing a model for local government in accordance with the provisions set out in the Constitution (Chapter 7) and third generation issues are those that concern the practicalities in the provision of services and development management. The model of Developmental Local Government adopted in 1998 was concretised through legislation in the form of the Municipal Structures Act (1998) and the Municipal Systems Act (2000).

In 2001 municipal entities were rationalised from 1 000 to 284 municipalities. This was aimed at promoting effective local government in order to make better use of limited development resources, including finances. To facilitate participative democracy outlined in the Municipal Systems and Structures Acts, the Ward Committee system was introduced. By 2004, this system had become the main form of community participation in local government. The major structural and policy changes to local government between the late 1990s and early 2000s placed an additional strain on this poorly-resourced third tier of government and service delivery problems over this period did not end. In accordance with the Constitution, obligating National and Provincial government to strengthen and support municipalities through legislative and other measures, a review of local government began in 2007. The review was aimed at addressing the ongoing service delivery challenges facing local government. The purpose of the review was, among other issues, to focus on examining existing systems of participatory governance to improve the quality of citizen participation in decision-making at the local municipal level, in determining the content of Integrated Development Planning. The outcome of this process was meant to lead to the development of a White Paper on Provincial Government as well as a review of the existing White Paper on Local Government.

2.10 STATUS OF LOCAL GOVERNMENT: OVERVIEW OF CURRENT LOCAL GOVERNMENT STRUCTURES AND SYSTEMS IN SOUTH AFRICA

According to Section 151 of the Constitution of the Republic of South Africa, 1996, the local sphere of government consists of municipalities, which must be established for the whole of the territory of South Africa. The executive and legislative authority of a municipality is vested in its municipal council. The municipality has the right to govern, on its own initiative, the local affairs of its community, subject to national and provincial legislation, as provided for in the Constitution. However, national and provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions. The above provision in the Constitution positions local government as an independent sphere of government, interrelated and interdependent with national and provincial government. According to the South Africa Year book 2002/2003, the formal recognition of local government in the Constitution as a sphere of government has enhanced the status of local government as a whole, according municipalities a new, dynamic role as instruments of service delivery.

2.10.1 Sources of Power in Local Government

Local government has two sources of power, namely original powers and assigned powers.

a Original powers

Section 156(1)(a) of the Constitution of the Republic of South Africa, 1996, states that a municipality has authority over local government matters as listed in Schedules 4(b) and 5(b). Municipalities receive these powers from the Constitution itself, which cannot be withdrawn by ordinary statutes or by provincial acts. Provincial legislation can add to the Schedule 4(b) matters, but cannot withdraw any power conferred on local government. These powers can be withdrawn only through an amendment to the Constitution. Provincial governments also have powers over Schedules 4(b) and 5(b) matters, but only when these refer to the monitoring and supporting of and ensuring effective performance by municipalities of their functions listed in these schedules, in line with Sections 156(6)(a) and 155(7) of the Constitution of the Republic of South Africa, 1996.

b Assigned powers

Assigned powers are the second source of powers for local government. Section 156(1)(b) of the Constitution of the Republic of South Africa, Act 108 of 1996, states that a municipality has authority over any other matter assigned to it by national or provincial legislation. Assignment takes place when national or provincial government delegates one of its own legislative competencies, or parts of that competency, to local government.

2.10.2 Co-operative Government

It differs with the former centralised system of government. Local government now constitutes an independent sphere of government that is embedded in a context of co-operative government with the provincial and national spheres. Under the Constitution of the Republic of South Africa, 1996, the term 'co-operative' is meant to express the distinction, interdependence and inter-relations of different government powers and functions at different spheres. Section 40(1) and (2) of the Constitution of the Republic of South Africa, Act 108 of 1996, gives effect to the concept of co-operative government by stating that in the Republic, government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated: All spheres of government must observe and adhere to the principles in this chapter and must conduct their activities within the parameters that the chapter provides.

According to Caulfield and Schultz (1993:32), local government cannot manage to provide direct services in isolation. Certain services have to be provided in collaboration with other agencies of government, such as the national and provincial spheres. The role of local government is not entirely separate. It shapes, and is in turn shaped by, the activities of the other agencies of state. For example, health and social security services are also provided directly by other spheres of government, besides local government. Section 154(1) and (2) of the Constitution of the Republic of South Africa, 1996, goes a step further and states that the national government and provincial governments, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions. In addition they must draft national and provincial legislation that affects the status, institutions, powers or functions of local government must be published for public comment before it is introduced in parliament or a provincial legislature, in a manner that allows organised local government, municipalities and other interested persons an opportunity to make representations with regard to the draft legislation.

In the forward speech to the Guideline Document on Provincial and Local Inter-governmental Relations (2002:13), the then Minister for Provincial and Local Government stated that the experience of governing had confirmed government's views that the only way to facilitate and expedite integration in service delivery was by engendering a sound co-operative ethic in the practice of government. Whilst the Constitution provides for the distinctiveness of the different spheres of government, it is by no means connoted exclusivity in the delivery of services. Co-operative government binds all spheres to put the collective national interest above parochial geographic/spherical interests and places an obligation for efficient intergovernmental collaboration on all three spheres. National, provincial or local goals, especially in relation to

improving the lives of people, cannot be achieved by the endeavours of one sphere only, but by all spheres acting in unison.

A Discussion Document: Towards a National Policy on Intergovernmental Relations (2002: 2-3), states that the system of government established by the Constitution of the Republic of South Africa, 1996 has three basic elements, in that it requires the three spheres of government to be distinctive, interdependent and interrelated. The distinctive element refers to the autonomy that all three spheres of government enjoy. The element of interdependence makes it possible for national and provincial government to regulate the affairs of local government through acts of parliament, regulations, monitoring, support and intervention. Annual reports, budgets, performance reports and consolidated provincial reports indicate that a degree of control, supervision and monitoring takes place between the three spheres of government. To strengthen the status of local government recognised in the Constitution, the Organised Local Government Act, 1997 (Act No. 52 of 1997) formally recognises South Africa Local Government Authority (SALGA), which provides a collective voice for local government, thereby enhancing its collective strength. SALGA has a mandate to represent the interests of organised local government in the country's intergovernmental relations system with a united voice. It is an association of municipalities in South Africa.

South Africa Local Government Authority (SALGA) business plans sets out a number of aims which include promoting sound labour relations practices that can achieve high levels of performance and responsiveness to the needs of citizens; representing, promoting, protecting and giving voice to the interests of local government at national and provincial spheres, in intergovernmental processes and in other policy-making; and building the capacity of local government to contribute towards a developmental and democratic governance system that can meet basic human needs. SALGA is funded through a combination of sources. These include a percentage share of the national revenue allocated to local government, membership fees from provincial and local government associations that are voluntary members, and donations from the donor community that funds specific projects (<http://www.gov.za/structure/local-gov>). Although local government is an independent sphere of government, this does not by any means suggest that other spheres of government and the community may and should not exercise oversight over it to ensure transparency and accountability.

2.11 MUNICIPAL TRANSFORMATION AND DEVELOPMENT OF DEVELOPMENTAL LOCAL GOVERNMENT IN CAPRICORN DISTRICT MUNICIPALITY

This section will give a brief overview of the developmental structure in Capricorn District. It will also include some of the successes and challenges that the municipality is going through as far as Developmental Local Government is concerned.

2.11.1 Establishment, Category and Type of Municipality

Capricorn District Municipality was established in terms of the Municipal Structures Act, 1998 (Act No. 117 of 1998) on 01 October 2000 - Provincial Government Notice No. 307 of 2000. CDM is a Category C municipality as determined in terms of Section 4 of the Municipal Structures Act, 1998.

2.11.2 Description of the Municipal Area

The Capricorn District Municipality (CDM) comprises of five Local Municipalities, which are Aganang Local Municipality Blouberg Local Municipality Lepelle-Nkumpi Local Municipality Molemole Local Municipality Polokwane Local Municipality. Capricorn District Municipality (DC35) is situated in the centre of the Limpopo Province, sharing its borders with four district municipalities namely; Mopani (east), Sekhukhune (south), Vhembe (north) and Waterberg (west). The district is situated at the core of economic development in the Limpopo Province and includes the capital of the province, the City of Polokwane. One national and various major provincial roads pass through the district municipal area, that is, the N1 - National Road from Gauteng to Zimbabwe and the rest of Africa, the P33/1 (R37) from Polokwane to Burgersfort/Lydenburg, the P94/1 (R521) from Polokwane to Alldays and Botswana and the P17/1 (R71) from Polokwane to Tzaneen and Phalaborwa (Capricorn District Municipality, Integrated Development Plan, 2015)

The district's population has increased by 0.8% between 2001 and 2011. However, there is a decrease in growth rate from 1.6% in 1996-2001 to 0.8% in 2001-2011. The predominant gender in the district population is female with an average of 53.2%. The development of the municipal policies should involve a holistic socio-economic analysis which addresses gender relations in order to fully understand the situation with the goal of ensuring that policies and directives promote gender equality. According to Socio-Economic Impact Assessment Study conducted by CDM, there are 39 365 people with disabilities in the district. People with disability are considered as the most vulnerable group. Out of the district total population, 96.1% are Black African of whom the majority stay in black townships such as Seshego and others and rural tribal villages. Polokwane city has majority of white people retained from apartheid system of ethnic designated areas. One can still observe a majority of coloured in the former coloured townships of

Westernburg and Indians in the former Indian townships of Nirvana. With 11 official languages spoken in the district and other unofficial ones, the municipality is a place of remarkable cultural diversity. The most spoken language in Capricorn is Sepedi followed by Afrikaans with the least being SiSwati (Capricorn District Municipality, Integrated Development Plan, 2015).

2.11.3 Capricorn District Municipality Institutional Structures

The Council comprises of the political and administrative components responsible for decision-making and implementation respectively.

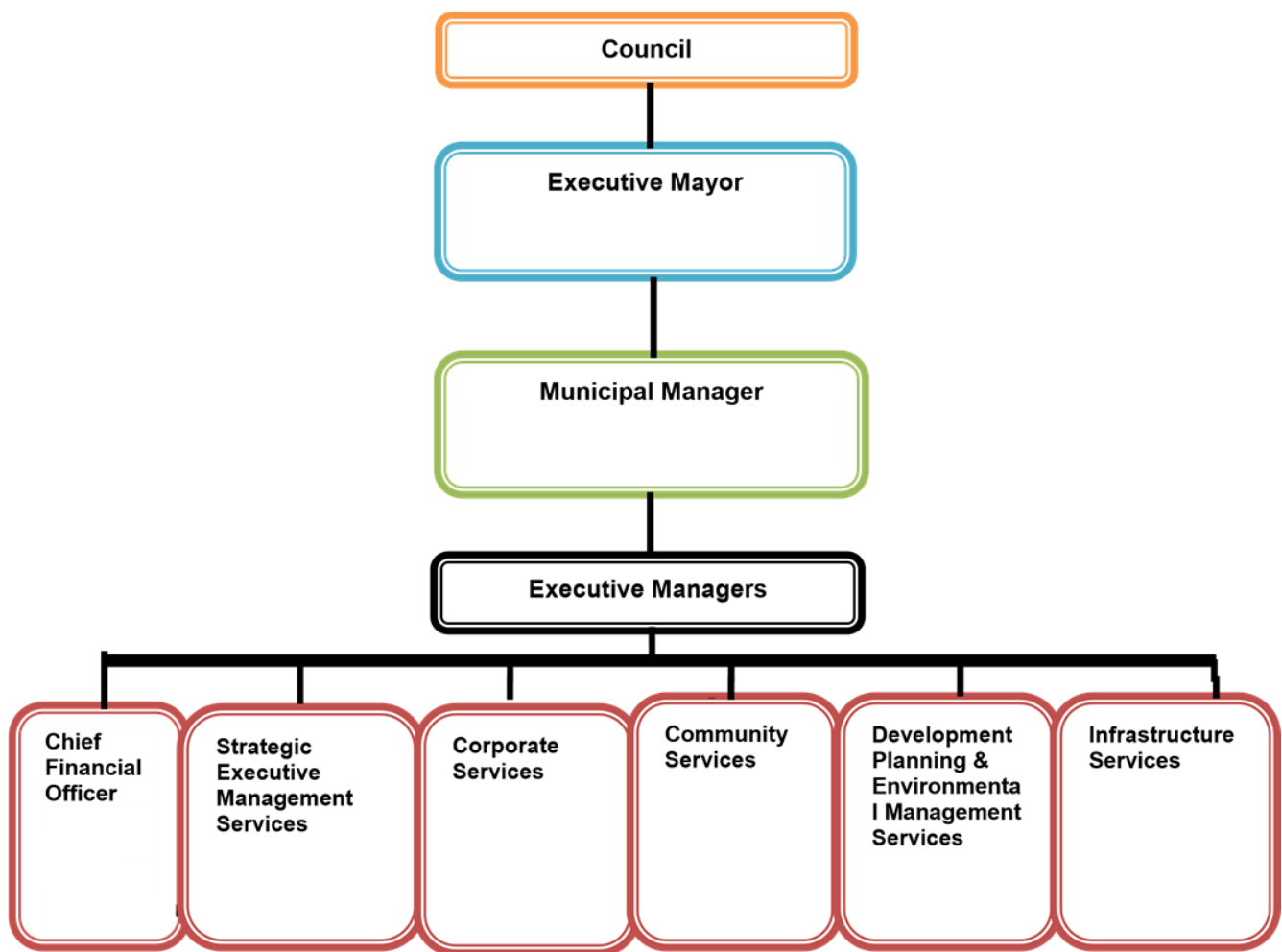
2.11.3.1 Political Structures of Capricorn District Municipality

The Executive Mayor and the Speaker head the political component of the municipality. The overall executive and legislative authority vests in Council. However, CDM has an approved delegation system that seeks to decentralize and democratize decision-making within the institution, and improve the pace at which services are delivered to the community. This is intended to maximize administrative and operational efficiency and provide for adequate checks and balances. In line with the delegations system, some decision-making powers have been cascaded from Council to the Executive Mayor, Mayoral Committee, its Portfolio Committees and the full-time Councilors. Other powers have been delegated to the Municipal Manager. The Council of the District Municipality consists of 53 Councilors (27 males and 26 females) and 10 (6 males and 4 females) out of 28 Traditional Leaders sit on the district Council in terms of section 8(12) (a) of the Municipal Structures Act.

2.11.3.2 Administrative Structure of Capricorn District Municipality

The council of Capricorn District Municipality approved an organizational structure. The district ensured alignment of the structure to powers and functions as well as support functions. In terms of the structure the following managerial levels have been indicated, 6 Executive Managers reporting directly to the Municipal Manager (Capricorn District Municipality, Integrated Development Plan, 2015)

Figure 1: Top Structure of Capricorn District Municipality



(Source: Capricorn District Municipality Administrative Records, 2013:67)

The municipality has 527 employees, of which 358 are Males and 169 are Females. There is currently a 32/68 balance across the municipality in terms of female and male balance. However this is proliferated at the lower levels of the employment categories and not at the senior managerial levels.

2.11.3.3 Employment Equity

Capricorn District Municipality is currently reflecting 5.06% men, 2.07% women and 0.18% people with disabilities representation in the abovementioned levels.

2.11.4 Local Economic Development

The district had an average economic annual growth rate of 2.4% in 2013. Agriculture, Tourism, Manufacturing and Mining are strategic pillars to the district economy. According to Global Insight, July 2013, the district has large informal sector which employed 72 977 people in 2013. According

to TIL Investment Tracking system 2013, over the period 2010-2012, Capricorn's fixed capital investment has shown signs of growth from R 0.877 Billion in 2010 to 1.8 Billion in 2012, representing an increase of 108.7 %. CDM accounted for 17.8% of provincial exports and 9.5% imports in 2013, resulting in a positive trade balance of R1.1 billion according to Global Insight, July 2014.

2.11.4.1 Limpopo Development Plan

10 High-Level Development Targets to be attained by 2020: The achievement of economic growth rate of 3% revised in the light of the current performance of the global economy.

- The creation of 429 000 jobs
- Increased access to basic water from 83% in 2014 to 90%
- Increased access to electricity supply from 83% in 2014 to 90%
- Increased access to sanitation from 43% in 2014 to 50%
- Increased Matric Pass Rate from 72% in 2014 to at least 80%
- Increased Geographic Gross Product contribution to the national GDP from 7.15% in 2014 to 9%;
- Reduction of the unemployment rate from 16.9% in 2014 to 14%
- Increased average life expectancy from 58.3 in males in 2014 to 60, and 62.5 in females in 2014 to 65, and above all Government re-affirmed the role of SMME's and Cooperatives in the productive sectors as a critical component towards radical economic transformation (Capricorn District Municipality, Integrated Development Plan, 2015:56)

2.11.5 Major Economic Sectors

Community services is the largest contributor to the district's economy (31.4%) with Finance (26.1%) being the second-largest contributor followed by Trade (17.4%), Transport (9.8%) and the least being the mining sector (1.1%). Polokwane Local Municipality is the highest contributor to the district economy while Aganang Local Municipality is the lowest contributor.

2.11.6 Labor Market/ Employment Rates

According to STATSSA, Census 2011 the unemployment rate in the District stands at 37.2% and the dependency ratio at 67.0. The official unemployment rate in Capricorn remained virtually unchanged between 1996 and 2001. The rate in the district decreased from 45.9 percent in 2001 to 37.1 percent in 2011. Aganang Local Municipality recorded highest unemployment rate of 50

percent, with the lowest unemployment rate recorded in Polokwane Municipality at 32 percent. Capricorn District Municipality is also contributing to employment creation in the district by creating permanent, temporary jobs as well as internships through the projects and programs that create short and long term jobs to meet the economic and social needs of communities. In order to address unemployment, the local economic development function has established job creation targets as indicated below: Capricorn District municipality is focusing on more labour intensive methods during the construction of projects so that more labour is employed. This will result in skills development, income generation and poverty alleviation for the local population. Emphasis must be placed on sustained partnerships with private sector to accelerate development initiatives in the mining, tourism, agriculture and agro-processing to realize shared growth in the district. More focus should be directed towards SMME development, which has the potential to create a significant number of jobs. Job creation can play a significant role in reducing income equality in the district (Capricorn District Municipality, Integrated Development Plan, 2015).

2.11.7 Expanded Public Works Programme

In the 2013/2014 financial year the Capricorn District Municipality was able to create the 2 537 work opportunities through EPWP Expanded Public Works Programme with 1005 women, 1 208 youth and 15 people with disability. The municipality was able to implement projects in all sectors of the EPWP namely: Infrastructure, Environment and Culture, Social and Non- State sectors. The municipality has potential to create more work opportunities and longer working period. The municipality needs to implement all projects (MIG, Grants, and Equitable Shares) as part of the Expanded Public Works Programme (EPWP) to increase work opportunities and also be able to increase working periods. In the past financial year the municipality has won two Kamoso Expanded Public Works Programme (EPWP) awards at Provincial level. The municipality received recognition in a special category sector as the best functional district forum as well as in the environmental and cultural sector. EPWP Kamoso Awards encourage, motivate, recognise and reward the best performing government departments and municipalities for their significant contribution in creating work opportunities for the unemployed as advocated in the National Development Plan.

2.11.8 Key aspects of the State of the Province Address (SOPA), 2015

The State of the Province Address that was done by His honorable Mayor showed the significant in-roads that the province has made over the past 21 years of democracy in the country:

2.11.8.1 Economic Development and Transformation

The district has managed to identify strategic programmes across the mining, agriculture and tourism sectors. The Goal is to ensure an industrialization programme through mineral beneficiation, development of agro-processing cluster and logistics.

2.11.8.2 Investment

Limpopo has become a destination of choice for international investors. During the trade and investment mission to the People's Republic of China in October 2014, memorandums of Agreement were signed with biggest investors. The first memorandum of Agreement was signed with Hong Kong Mining Exchange Company (Hoi Mor) for the establishment of South Africa Energy Metallurgical Base Project with investment value estimated at R38.8 billion, will be based in the Musina Special Economic Zone, and will create 19 000 direct jobs over a period of three years (Capricorn District Municipality, Integrated Development Plan, 2015). The South Africa's Women Investment Holdings has entered into a joint venture agreement with Jidong Development Group and China Africa Development Fund for a R1.65 billion investment into cement manufacturing which will be based in Thabazimbi.

2.11.8.3 Employment

Capricorn District Municipality has managed to reduce the unemployment rate by a percentage point from 16.9 to 15.9 in the intervening period. The expanded unemployment rate declined on a quarterly basis by 1.2 percentage points to 37.2%. There is therefore no doubt that the municipality is faring better, in creating more decent and sustainable jobs for the people. Nevertheless, more work still needs to be done.

2.11.8.4 Land and Agriculture

Opened Madzivhandila and Tompi Seleka Agricultural Colleges which are now fully functional and operational and have a student enrollment of no less than 140. The District has begun the Fetša Tlala program have introduced in agriculture to ensure food security and sustainable livelihoods. There has seen some challenges in terms of management, coordination and monitoring. Instructed the MEC for agriculture to appoint a task team to help deal with these challenges.

2.11.8.5 Road Infrastructure

Investing more resources to roads infrastructure development and maintenance. 21 bridges have been constructed in the past five years alone, upgraded from gravel to tar about 407 kms of road network and rehabilitated over 173 kms of tarred road network. Put aside an amount of R3.187 billion to upgrade from gravel to tar 18 projects over the next three years.

2.11.8.6 Education

Trained over 1060 Educators through the Continuous Professional Development Programme in order to capacitate and equip Educators and Curriculum Advisors with a deeper knowledge of both content and teaching methodology, particularly in Mathematics, Science, Technology, Commerce and Language subjects. Plans for this year is to place a further 300 Educators and 80 Curriculum Advisors on the same training programme. Increased Public Primary Schools that offer Grade R to 2 340, and intend increasing this number to 2 485 in the next Financial Year. A provision has been made to expand Scholar Transport to cover no less than 21 000 learners. Continue to provide all no-fee paying schools with nutritional meals. Isolated incidents of food poisoning, the Acting MEC for education have since been instructed to review the current model of supplying food to schools in order to ensure safety, efficiency and effectiveness. Ensure eradication of inappropriate sanitation facilities and unsafe school infrastructure. 1.7 million Learners have already been provided with textbooks for this current academic year. School principals, educators, learners, parents, and other relevant stakeholders to help us with the retrieval of text books at the end of every academic year.

2.11.8.7 Universal Access to Primary Healthcare

The district Purchased and handed over 50 state-of-the-art ambulances to healthcare facilities across the province. Plan to buy 50 more ambulances in the next financial year so that more lives could be saved. Spent no less than R145 million to purchase and repair critical equipment's for the hospitals in need. In September last year, the District managed to send 110 students to Cuba to study medicine.

2.11.8.8 Fight against HIV/AIDS

The Provincial AIDS Council, chaired by the Premier himself, has since been revived. Established a dedicated unit in the Office of the Premier to support the work of the Council. Thus far empowered 12 Community Nutrition Development Centres to manage and distribute food to needy individuals across the province. Number of Community Development Centres will be increased from 12 to 17 in the province in order to improve conditions of those living below the poverty line.

2.11.8.9 Good Governance

Capricorn District Municipality has reduced the number of disclaimers from 9 in 2012/13 to 6 in 2013/2014. Reduced the number of qualified audit opinions from 18 in 2012/13 to 10 in 2013/14. Increase in the unqualified audit opinions from 0 in 2012/13 to 12 in 2013/14. Challenge of municipalities which are unable to spend their Municipal Infrastructure Grant (MIG). The Department of CoGHSTA and the Provincial Infrastructure Development Hub that we have established in the Provincial Treasury last year are working on a mechanism to help municipalities to improve in this regard. The implementation of the Back-to-Basics Programme as launched by the President must also be implemented without delay.

2.11.8.10 Housing and Integrated Human Settlement

Over the past 21 years of democracy, in Limpopo alone, no less than three hundred thousand houses have been built, benefitting about 1.4 million households. In an effort to ensure that where one lives, is where one works, recreates, go to church, go school and do everything relating to life, the long-awaited Bendor Extension 100 project has finally commenced. The project is poised to benefit 756 households and business people. The people, who ordinarily would not qualify for housing loans from commercial banks will finally benefit and have houses of their own. Established a task team composed of CoGHSTA, Provincial Treasury and LEDA together with the national task team appointed by the Minister will to help fast-track procurement, and ensure enhancement of project management and implementation in CoGHSTA.

2.11.8.11 Water Supply

More than 86% of the people with access to basic water. Provincial Multi-Stakeholder Task Team have been appointed to help develop a medium term Water Resources and Services Strategy that will help with the planning, management and allocation of water to support both economic social and environmental needs of the province. Completed and launched De Hoop Dam in Sekhukhune which will provide Sekhukhune district, Polokwane and Mogalakwena municipalities with water. The focus will be to speed up reticulation of water to households so that the people can enjoy clean water. The President launched water reticulation plant to the value of R77. 4 million in Greater Giyani Local Municipality. 55 villages will benefit from this programme, and Lepelle Northern Water has since been appointed as an implementing agent. The MEC for CoGHSTA has been mandated, to coordinate an implementation plan to Wastewater Treatment Works in consultation with relevant stakeholders. Province is convening a Provincial Water and Sanitation Summit to help find long lasting solutions to the problems of water.

2.11.8.12 Provision of Electricity

According to STATSSA, Census 2011, households that have access to electricity is at 87.4% meaning 12.6% have no access to electricity and use other sources of energy such as gas, paraffin, candles, solar e.t.c. The majority of households in CDM uses candles for energy. 87% of the people have access to electricity. Challenges of Eskom to meet the energy demands of the growing economy. Eskom has reduced every consumer's supply as equitable as possible through load shedding programme. Lot of resources will be invested in research and development especially in the area of renewable energy sources such as solar heating (Capricon District Municipality, Integrated Development Plan, 2015)

2.11.8.13 Traditional Leadership

80% of the population is under traditional leadership. Vehicles for traditional leaders will be purchased over the next medium term period. Traditional leaders have access to Medical Aid. Other tools of trade to help traditional leaders perform their function, is work in progress.

2.11.8.14 Crime and Corruption

As part of implementing the Provincial Crime Prevention Strategy, the district has been engaged in various programmes (community mobilization, crime awareness campaigns and community education) that are aimed at squeezing crime and criminals out of the communities and institutions. The war against crime can only be won through effective partnerships between the police, the community and the government. There is a significant improvement in the administration and corporate governance of the province, especially the financial management systems. The public sector union who are signatories to the Public Service Charter, organs of civil society and the community at large must join government in the fight against this scourge.

2.11.8.15 Youth Development Programmes and Initiatives.

Hosted the Provincial Art and Culture Indaba to look into ways to support the creative industry, and more importantly, to unlock job and other opportunities for the young people in the province. Hosted the Draft National Youth Policy Consultative Summit aimed at sourcing stakeholder inputs into the draft National Youth Policy 2015/2020.

2.11.8.16 Refuse Removal and Waste Disposal

Almost 30% of households have access to removal of refuse by local authorities and about 70 percent of them either use their own dumping or have no means of disposing of their rubbish. Improper disposal of disposable nappies has been a concern raised during the stakeholder consultations. CDM has budgeted for waste removal campaigns to address this challenge. About

65% of households use pit latrines, 26.6% have access to flush toilets while 4.2 % has no sanitation facility in their yards and the remaining households either use bucket latrines, or other modes of waste disposal. Pit latrines are mostly used in rural areas where there is no proper piped water system.

2.11.8.17 Sport, Arts and Culture

Sports and recreational activities are the core competencies of the Department of Sport, Arts and Culture. Municipalities coordinate activities within their municipal areas and, as per their constitutional mandate, address those issues linked to the provision and upgrading and renovations of Sport and Recreation, Arts and Culture facilities. There are established Sport and Recreation Councils in the district (constituted by members of the local Sports and Recreation Councils) and in all the local municipalities constituting a coordinating structure between the district municipality, local municipalities and the provincial sport and recreation council. The district population participates in activities such as S.A games, Indigenous games, Wellness games, Sports Against Crime, Race Against HIV and AIDS, Mapungubwe Arts Festival organized by the Department of Sport, Arts and Culture, municipalities and sector departments. For recreational purposes, communities also participate in various indigenous games such as *morabaraba*, *kgati* and so forth. Of all the fifty-three (53) sporting codes, soccer and netball are the most dominant within the district. This is due to the fact that the district is predominantly rural.

2.11.8.18 Level of Education

The number of people who completed matric has increased between 2001 (recorded 17.5%) and 2011 (recorded the highest at 25.2%), followed by those with no schooling (13.20%) and lastly by those with higher education (12.2%). The illiterate or no schooling category of people are functionally unemployable as their education level is below the minimum requirements for most skills development programs offered by various SETAs. The high level of secondary school leavers accounts for low levels of both matriculants and graduates. The Turfloop campus of the University of Limpopo is located in Mankweng and the Tshwane University of Technology has a satellite campus in Polokwane. The absence of higher learning institutions in other local municipalities could be a contributing factor to the low number of graduates within the Municipality. CDM has public participation mechanisms within its area of jurisdiction which includes among others Council Outreach programme, IDP Public Consultations, Batho Pele events and information sharing session. The CDWs and councilors are meant to assist communities to participate in issues of governance within their localities.

2.11.9 Performance Management System

Capricorn District Municipality has established the PMS as envisaged in the Act and the PMS Framework/Policy is currently under review. The framework details the implementation of the PMS, as well as the procedures and processes of maintaining the PMS. Capricorn District municipality has managed to report on organizational, functional and individual performance to enable a critical assessment of its progress. The CDM has achieved remarkable progress in institutionalizing and implementing its Communication Strategy, Corporate Image Strategy, Consultation mechanisms, Stakeholder participation and Customer Care. The mechanisms that the District utilizes in communication include a District-wide 16 page newsletter-CDM Talk and CDM Insight, the annual report, websites, local and national newspapers, provincial , flyers, events, brochures, the ward committee system, CDW"s bulk messages as well as loud hailing and local radio stations. The district has also developed a useful page on Facebook which also assists the district in communicating issues through social media networking. CDM Stakeholders: There is a model for stakeholder participation in place. Stakeholders have been categorized, focused with targeted advertising being followed to build recognition of CDM as a brand. Whilst the model has been developed, there is yet a wider challenge to integrate it across the CDM as well as within the local municipalities.

2.11.10 Challenges

Regardless of these successes the, Capricorn District Municipality has been facing some challenges with regard to implementation of developmental local government. The District has struggled with implementing information management systems to enhance access to information for strategic planning, implementation assessment and benchmarking purposes. Implementation of mechanisms to monitor political effectiveness has been a challenge to the district. There is a need for capacity building of ward councilors which needs to be coordinated at a district level; and there is no measurement tool for performance of councilors across all municipalities in relation to targets for performance. Poor interdepartmental collaboration. Lack of clearly defined responsibilities within the municipalities. Lack of monitoring the implementation of policies Lack of classification of information Lack of adherence to service standards inadequate monitoring and evaluation .Lack of integration of programs with other stakeholders. Insufficient funds. Lack of forward planning. Inconsistencies in submission of records to registry. Loss of documents, non-adherence to records management file plan. Ineffectiveness and failure to meet deadlines. Skills gap for transferred staff. Leaking of confidential information. Lack of clarification of roles on 3 spheres of government. Lack of backup personnel ,HIV/AIDS and other communicable diseases. Resignations. Global warming. Economic crisis. Urbanization. Vandalism and theft of boreholes equipment. Community dissatisfaction about services. Inadequate internal training.

2.12 DEVELOPMENTAL LOCAL GOVERNMENT AND TRADITIONAL LEADERS

Most researchers are critical about the new local government with its constitutional recognition of traditional leaders, but which does not give much clarity about their roles and functions. Pycroft (2002:121) advocated: 'the government needs to resolve the constitutional and legal ambiguity that surrounds the relationship between developmental local government and traditional authority', as this would adversely impact on development projects. Pycroft (2002: 121) further argued that 'traditional authorities retain a constitutional right to be consulted on all issues that have bearing on land under their control'. The relationship between traditional leaders and elected councillors needs to be addressed so that development does not suffocate. Pycroft (2002:121), for example, observing this contestation, comments as follows: Traditional leaders remain an integral component of rural local government's constituency-not viewed as individual citizens within a uniform democratic system, but as a special interest group worthy of careful consultation. Through such negotiation and by ensuring that the development agenda of traditional leaders and their constituents is integrated into the development plans of the rural municipalities, confrontation should be replaced by cooperation to the benefit of all, particularly the rural poor.

There is a view that these two institutional systems are largely operating separately and in isolation, but local communities seem to be relying on both institutions. Research conducted by Bornstein (2000:185) revealed that the process of establishing the new local government system resulted in enormous costs. The other cause for concern in this study given the constitutional protection of local government system is how this local government sphere is actually going to promote social development and democracy at local level given the contradictions stemming from the legal framework. The failure by South Africa to attend these contradictions/tensions between traditional leaders and councillors would actually lead the country in experiencing similar socio-economic and socio-political trends obtained in other parts of the African continent (Mhome and Edigheji, 2003: 350).

2.13 DEVELOPMENTAL LOCAL GOVERNMENT AND SOCIAL CAPITAL

Developmental Local Government is aimed at involving people in development activities. Commentators such as Harrison (2002: 219), for example, observed that DLG will experiment social capital. As he puts it: 'very little empirical work has been undertaken, and, thus far, local government has not expressly tried to experiment with the concept'. Harrison (2002: 220) further argued that for social capital to effectively operate local government should develop a more 'astute understanding of its citizenry and the circumstances under which communities will actively engage in synergic relationships with the public sector'. According to Pycroft (2002: 122) 'DLG requires municipalities to coordinate the activities of local development actors, organisations and

institutions, and thus improve the community's access to social capital'. Hezelton (2001) concretises this issue by noting that the new local government approach calls for the engagement of communities in the affairs of municipalities and in particular in planning, service delivery and performance management. Cashdan (2002: 174) appreciated the progress done by the White Paper on Local

Government in recognising social capital, but criticises its failure to explain what kind of social capital would tip the balance of power in civil society in favour of the poor. This is a valuable critique because most conflicts that emanate from participation are due to power relations which are unequal. Conceiving social capital in local government where there are different opinions among different stakeholders DLG would be able to assist in preventing the conflict that might occur. The social capital would also assist in capacitating community members so that they would be able to identify skills that would assist them in maintaining and identifying sustainable development projects. This view is put forward because social capital involves networking skills which are rare in rural local government

2.14 DEVELOPMENTAL LOCAL GOVERNMENT IN THE RURAL CONTEXT

Lemon (2002: 25) was highly concerned about local government restructuring which seems to put more efforts in 'consolidating power at national or local level, or at undermining the position of powerful competing groups at local level '. Lemon does not specify who those competing groups at local level are. He remarks: 'it is important that national government does not use developmental local government as a means of shifting responsibility. The limited financial and human capacity of many local authorities is an obvious constraint, especially in rural areas' (Lemon, 2002: 28). Mogale (2003: 217) stated that 'the main challenge for developmental local government in South Africa will be to ensure that existing decentralization moves hand and hand with deliberate efforts to mobilize and strengthen civil society structures, processes and institutions at lower levels in a manner that would allow their relationship with central and sub-national governments to be more interactive and mutually reinforcing'. Although new local government has some autonomy but, it has to ensure that stable relationship is maintained with other spheres of government and even with other stakeholders involved in development.

Mogale (2003: 239) further argued that 'most of the writing and documentation on developmental local government does not make explicit connections nor interrogate the relationship between structural transformation, good governance, integrated planning and poverty reduction'. Hazelton (2001: 42) maintained that it is necessary to motivate communities to engage with developmental local government, because 'rural people are already loosely organized from the days of the mass struggle for political freedom and are still prepared to work hard to change their lives'. To him,

rural people have long been prepared to work hard and they demonstrated that in the liberation struggle before 1994. Hazelton was able to capture as to what have brought democracy and change in local government, but he fails to account whether people on the ground that need to be motivated to engage with developmental local government are aware of the democratic and public policy processes. In view of this, if people are not aware of these public policy and democratic processes, they would automatically view or conclude that DLG is excluding them. However, the problem will be situated on the unclear understanding of the proper channels to follow so as to have access on local government processes.

According to Hazelton (2001: 42) power hungry councilors who are the ones who prepare a fertile ground for opposition by spreading lies that 'government will supply everything, and where municipal officials are consciously or unconsciously still aligned to the previous order with respect to how things should be done' . Such councilors can do such activities so that they will be able to protect their constituency and secure votes. It should be noted that at times councilors do not have adequate training in that they even bridge the code of conduct. Councilors must adhere to the code of conduct at all times when serving the council. It could be suggested that the code of conduct should not be ignored by rural councilors with an aim of trying to be popular in constituencies since they are competing with other powerful structures such as traditional leaders.

2.15 CURRENT CHALLENGES FACING DEVELOPMENTAL LOCAL GOVERNMENT

Since 1994, South Africa has been making progress in achieving the developmental goals that the democratic government has set for itself. Despite improvement of the quality of life for its people and the political will to bring about positive change and development in the country, the government remains faced with serious challenges in pursuit of growth and development. Despite significant progress in the rationalization and modernization of municipal governance, there are specific challenges inherent in the new system which are possibly hampering the successful transformation of local government. What follows is an examination of some of the most pertinent institutional difficulties that have arisen in the first decade of developmental local government in South Africa. The functional competences of local government should reflect the constitutional vision of developmental local government as outlined in the White Paper. The decentralized developmental strategy can only work if the institutional framework for local government gives expression thereto. Part of this expression must be the allocation of powers and functions that are relevant to the developmental mandate of local government. According to Thornhill (1995:6) the success of any local government action is determined by the perceived quality of services rendered to the community by officials acting on behalf of the municipal council. In South Africa, local government is confronted with the following challenges, among others: the inability of

municipalities to financially sustain themselves; the lack of capacity to deliver constant and regular services; and ¹the failure of officials to comply with regulations (Thornhill 1995:6).

2.15.1 Inability of municipalities to financially sustain themselves

The challenge of financial sustenance is mostly created by the situation where municipalities fail to institute proper mechanisms to ensure they collect their revenue accordingly. For instance, municipalities rendered services in the financial period 2013/2014 and were defaulted by more than R93.4 billion (\$8.7 billion) (SA Local Government Research Centre, 2014a:27). Without appropriate funding, it becomes difficult for local government to render services. The shortage of skills has been a concurrent theme in public sector. According to Sheoraj (2007:67) states that skills and capacity shortages have been identified as the single greatest impediment to the success of Developmental Local Government in South Africa. Adequate capacity in the form of appropriate structures with fully skilled and professional personnel is a key success factor for the success of DLG. In some government entities, the quality of the municipality personnel's skills and ability are well below standard. According to Migiro and Ambe (2008:67) assert that many municipal officials in the South African public sphere have attended a number of training workshops on effective public management, but they still lack the appropriate knowledge for proper implementation. There is a lack of capacity and knowledge by the officials/actors to handle procurement processes that have led to bad governance. The South African government embarks on programmes that educate practitioners, but implementation of these programmes always falls short.

2.15.2 The lack of capacity to deliver constant and regular services

Consequently the capacity to deliver regular and constant services becomes compromised. Although lack of funding is a major issue, the situation is worsened by unethical practices. It is a common practice in most municipalities that the process of appointing service providers is influenced by politicians, thereby influencing the accurate supply chain processes.

2.15.3 Failure of officials to comply with regulations

In some municipalities, municipal managers (accounting officer in a municipality) have been suspended by the municipal council for failing to appoint service providers that the politicians favored (SA Local Government Research Centre 2014b:21). This has been clearly seen in issues involving procurement. Developmental Local Government is guided by a number of related policies and regulations (National Treasury, 2005). Compliance with procurement policies and regulations is a problem and some of the practices relating to non-compliance with the rules and procedures relate to the tendency not to utilise a competitive process for both quotations and bids,

and incorrect utilisation of the preference points system. According to Van Zyl (2006:49) asserts that there is a lack of appropriate bid committees; use of unqualified suppliers, passing over of bids for incorrect reasons; utilisation of the incorrect procurement process in respect of the thresholds; extensions of validity periods; and incorrect utilisation of the limited bidding process. Furthermore, there are inadequate controls and procedures for the handling of bids, appointment of bid committee members not aligned to policy requirements and insufficient motivation for deviations from the procedures. This has proved to be a challenge in Developmental Local Government.

2.15.4 Inadequate planning and the linking to the budget

According to Van Zyl (2006:49) many government entities are still faced with the challenges of improper planning and linking demand to budget. Cost-effective procurement depends on a specialist's skills to ensure that buying requirements are reliably determined, appropriate contract strategies are developed, contracts are well managed and opportunities are seized to secure the best deals at the right time and at the right price. The importance of drawing up accurate and realistic strategic plans cannot be overestimated. At times there is an absence of coherent plans. Some government entities cannot properly quantify the needs of those requiring their services or properly estimate costs, nor they accurately track, control or report on expenditure. According to Luyt (2008:103) indicates that there is a need to monitor the delivery of services properly to ensure that scarce resources are efficiently and effectively procured. Poor planning and budgeting have also affected the implementation of Developmental Local Government.

2.15.5 Non-accountability, fraud and corruption

Accountability constitutes a central pillar to Developmental Local Government. Without transparent and accountable systems, the vast resources channelled through public procurement systems run into the danger of being entangled with increased corruption and misuse of funds. According to Mahlaba (2004:90) states that fraud and corruption cost South African tax payers hundreds of millions of rand each year. Over the last few years, the impact of fraud has led to the promulgation of special legislation and improvement in existing legislation that led to the creation, among others, of the Directorate of Special Operations, commonly known as the Scorpions, the Asset Forfeiture Unit, the Public Protector, the Special Investigation Unit, Commercial Crime Units, Internal Audit Units, Special Investigation Units within departments, and the appointment of forensic consultants (Mahlaba, 2004:13).

According to Boateng (2008:56) states that since 1994, South Africa has enjoyed unprecedented social and infrastructural programmes and yet the majority of people who had hoped freedom would bring with it relative socio-economic liberation and improvement are feeling increasingly

bitter towards government over issues that include a lack of perceived quality of governance, service delivery failure, fraud and corruption in some spheres of the economy and disillusionment with empowerment policies. The Public Service Commission Committee (2011) indicated that a total of 7 766 corruption cases had been reported through the National Anti-Corruption Hotline since its inception in September 2004 up till June 2010. Corruption, incompetence and negligence by public servants were to be blamed and about 20 per cent of government's procurement budget alone went down the drain each year. This was because officials had their fingers in the till, overpaid for products and services or failed to monitor how money was spent (De Lange, 2011:47). Among government entities probed for procurement irregularities was the Tshwane Metro where about 65 municipal officials were investigated for striking business deals worth about R185 million with their own Council (Pauw, 2011:34). The National and Provincial governments and their entities notched up R21 billion in irregular expenditure in 2010, a 62% rise (R13 billion) over the previous year (De Lange, 2011). The auditor general highlighted weaknesses in SCM, controls over information technology, human resource management, and capital assets and performance reporting during a briefing to Parliament's Standing Committee on Public Account (Smart Procurement, 2011:23).

Hence, there is an urgent need to rethink innovative ways of curbing corruption and some other administrative malpractices within South African spheres of government. To fight the scourge of maladministration, mismanagement of finances, fraud and corruption, government needs to strengthen and review existing internal control systems to detect deficiencies.

2.15.6 Mismatch between the notion of developmental local government and the powers of local government

Before the 1996 Constitution, there was enormous variety in the functions performed by municipalities. A municipality's functions depended on, amongst other things, the institutional framework of the various local government ordinances, the administration's capacity and which racial group it was supposed to serve. The Schedules 4B and 5B that appeared in the 1996 Constitution mostly listed functions that (most) municipalities were already performing with some additions (such as child care facilities and air pollution). Some functions were removed from local government by the Constitution. For example, prior to the 1996 Constitution, municipalities in the Cape Province were responsible for libraries. The Constitution now allocates this to provinces.

The problem is that the current local government functions do not enable it to make the maximum social and economic impact envisaged by the Constitution and the White Paper. There is a growing concern in government about this mismatch between the notion of developmental local government and the powers of local government. At a Special President's Coordinating Council

(PCC) Workshop held on 14 December 2001, the PCC resolved to commence an appraisal of Schedules 4 and 5. Finance Minister Trevor Manuel, when addressing the National Council of Province's Intergovernmental Relations (IGR) Summit in 2007 made an appeal for an 'objective look' at whether the current configuration of powers and functions, including the constitutional aspects, is appropriate

It needs no argument that the Schedules are not meant to be an all-inclusive and exhaustive list of local government functions. As stated before, powers and functions can be added through assignment, delegation and agency. Many reports show that, in real terms, many functions and responsibilities are transferred from central and provincial governments to local government. International literature and experience suggests that decentralization initiatives are most successful if they are implemented 'incrementally', which thus seems to be taking place. There is a need to be concerned with the content of Schedules 4B and 5B if indeed functions are being transferred to local government.

It is submitted that incremental decentralization should not mean that there is a series of isolated policy decisions that each provide an opportunity to review the end objective. International experience again suggests that this approach results in retention of power at the centre. Translated to the mismatch between the Schedules and the developmental objective, this suggests that the Schedules should represent the 'primary constitutional expression' of municipal instruments towards achieving developmental objects. This 'primary constitutional expression' can then be complemented and refined by incremental decentralization that does not detract or deviate materially from the vision enunciated in the Constitution. This approach is also in line with the role and function of the Constitution, which is a 'blue print' or 'transformative' Constitution, aimed at guiding transformation rather than capturing and safeguarding the results of transformation. The mismatch between the Schedules and the notion of developmental local government results in two problems, namely, the concept of developmental local government is not followed through and creeping decentralization.

2.15.7 Inadequate measures for monitoring and evaluation

Another challenge facing Developmental Local Government is that little or no evaluation is being done. Effective policy making requires information on whether governments are doing things right and whether they achieve the results intended. Strong monitoring and evaluation systems provide the means to compile and integrate this valuable information into the policy cycle, thus providing the basis for sound governance and accountable public policies. Inadequate monitoring and evaluation is linked to the absence or poor presence of a control environment, and the government entities are placed in a difficult position to give effect to or implement SCM as required

by the policy. Hence, deviations or non-compliance goes undetected or is identified after the fact. According to a Business Day Report (2011:11), procurement actors in government have spent millions of rand in ways that contravened laws and regulations. The national and provincial governments and their entities have notched irregular, unauthorised, fruitless and wasteful expenditures that contravene laws and regulations.

2.15.8 Size

A significant challenge in Developmental Local Government is the size of the average South Africa municipality. The country has 283 municipalities that serve a population of close to 48 million and cover a landmass of 1,220,813 square kilometres (Statistics South Africa, 2007:1.1 and 2.1). Quick comparisons with Spain (50 provinces and 8,108 municipalities), and Germany (323 districts and 12,477 municipalities), show that South Africa's municipalities are vast in size and population. In fact, municipalities are actually charged with a regional mandate. Not only are municipalities slowly emerging from the painfully difficult amalgamation of varied previous municipal administrations, but the management of often very diverse communities is itself a difficult task. There are many examples of contestation between communities in single municipalities. It is also suggested that the size of the South African municipality is a considerable challenge for that municipality when it wants to realise effective community participation. This challenge relates specifically to rural areas. In the quest for economically viable municipal units with redistributive potential, the norm is that a number of towns are demarcated into one municipality together with their rural hinterlands, which are thus very extensive and, again, often diverse in character.

2.15.9 Executive Mayors

As stated above, strong municipal executive leadership is a characteristic of the new generation of municipalities. Many municipalities have 'executive mayors'. This means that municipal executive powers are concentrated in one councillor who is elected by the council as its executive mayor (Municipal Structures Act 1998, Section 55 and Section 56). The executive mayor, in turn, chooses a mayoral committee (Municipal Structures Act 1998, Section 60). This system stands in contrast to the conventional collective executive system that obtained in all municipalities prior to 2000, and which is still practiced in those municipalities that do not have an executive mayor. The collective executive system entails the election by the council of an executive committee that broadly 'mirrors' the composition of the municipal council (Municipal Structures Act 1998, Section 43 and Section 44).

It is suggested that the introduction of the indirectly elected executive mayor has been particularly successful in large cities, where it has contributed to visible executive leadership. In general,

stakeholders appear to be “relatively satisfied with the system”. There are, however, concerns around potential exclusionary effects. The executive mayor system appears to have created a wide gap between executive councillors, that is councillors on the mayoral committee and ‘ordinary’ councillors who are not part of the mayoral committee. These ‘ordinary’ councillors who are not part of the mayoral committee councillors feel increasingly disadvantaged due to the lack of access to documentation and information flows. A report on the functioning of the mayoral executive system remarked that it is clear that the relationships between the mayoral executive committee and nonexecutive councillors are not based on democratic values, but display a lack of transparency; autocratic decision-making; and accountability. This is expressed by stakeholders as a lack of respect for one another, a culture of secrecy, and perceptions of marginalisation.

2.15.10 Unclear Role Definitions

The issue of the division of responsibilities and powers among political office bearers in a municipality has proved to be a persistent source of tension and contestation. As stated above, the speaker’s office was a novelty when it was introduced in 2000. Generally, municipalities have not found it easy to adapt to this new political office-bearer. A persistent source of tension and conflict can be found in the role definition of the speaker vis-à-vis the municipal executive, or more specifically, the mayor. An earlier study found the relationship between speakers and executive mayors to be poor. Self-defeating patterns of behaviour characterise interaction between the executive mayor and the speaker. Both act in a way that is detrimental to themselves and the municipality and there is little understanding and concern about the consequences of the poor relationship between them and the negative impact this has on the municipality.

The constitutional reality that the municipal council possesses both legislative and executive authority (the Interim Constitution of the Republic of South Africa 1993, Section.151) sets the scene for a possibly uneasy relationship between the speaker and the municipal executive. South Africa’s national and provincial parliaments are configured in a Westminster style. Their speakers are responsible for managing the affairs of the legislature: they generally have no authority over the affairs of the executive save for the occasion when its members participate in the legislature. In contrast, the speaker in a municipality occupies a different role, simply because the municipal council is not a body that is exclusively tasked with passing laws and overseeing the executive. It is also tasked with discussing and disposing of a range of executive and administrative issues. The mere fact that the municipal speaker presides over and participates in meetings where administrative and executive issues are debated and discussed, calls for a more nuanced role definition.

In terms of statutory law, the municipal speaker is at a minimum responsible for chairing council meetings and enforcing the Code of Conduct for Councillors (Municipal Structures Act 1998, Section 37). However, additional powers may be delegated to the speaker (Municipal Structures Act 1998). It is common practice for the council to delegate to the speaker responsibilities related to community participation and councillor support. However, both these functional areas attract a great deal of politics. The engagement of municipal office-bearers with the municipal community is an intensely political activity where the municipal executive is involved. At times, speakers do not limit themselves to organising and guarding the quality of the community engagement. They then become active participants, often to the chagrin of the municipal executive. Similarly, councillor support may become an arena for 'petty politics' in the council. Unfortunately, the power to decide who is entitled to training, conference visits and other types of councillor support often represents political leverage. The mayor may seek to preserve control over this.

Mostly, tensions arise from an unclear definition of roles. By law, municipalities must define the roles and responsibilities in written 'terms of reference' for each political office-bearer, and provide for internal conflict resolution mechanisms. Research indicates that most municipalities have not adopted such 'job descriptions' for their speakers and do not have standing procedures for resolving these possibly debilitating conflicts (De Visser, Baatjies and Akintan 2008:23).

2.15.11 Council Appointees

Another challenge facing Developmental Local Government is that the role of the most senior municipal official, now called the municipal manager, has changed significantly. Since 2000, the municipal council has had the authority to appoint the municipal manager as well as those managers that report directly to him or her (Municipal Structures Act 1998, Section 82/ Municipal Systems Act 2000, Section 56). This configuration was designed to produce a senior management team in the municipality that understands, and operates in sync with its political principals in the municipal executive. Whilst this objective is supported, there appear to be a number of important side-effects. Firstly, political instability in a municipal council now has an immediate 'knock-on' effect on senior management. A change in local political leadership, shifts in a ruling coalition, or even a reform within a ruling party, often leads to the dismissal of the municipal manager and sometimes even to the dismissal of managers reporting to the municipal manager (Wooldridge 2008:475). This is evidenced by the large number of unfilled vacancies in the top two echelons of municipal administration. In 2006 and 2007, 15% of the posts in senior municipal management stood vacant (National Treasury 2008:184). Municipal administrations are thus suffering from a lack of continuity at senior management level (Municipal Demarcation Board 2007:89).

Secondly, the highly charged political profile of these positions has contributed to a shift in control over appointments from the municipal council to the internal workings of political parties. There is widespread concern that the need for 'political suitability' is starting to eclipse the need for qualified and skilled senior managers in the municipality (Atkinson, 2007:67). The fact that 30% or more of senior municipal management has five years or less local government experience reveals a disconcerting trend towards the appointment of inadequately skilled senior managers. It is suggested that this is partly the result of excessive political involvement in what should be appointments on the basis of merit. In order for local government to further improve its performance, a new balance needs to be struck between the need for political alignment of top management with the municipal executive on the one hand, and an insistence on quality on the other. Serious consideration should be given to removing the appointment of the second layer of management from the realm of the municipal council and leaving this to the municipal manager. It is suggested that this will assist in reducing political involvement in the administration, whilst leaving the political alignment between the municipal manager and the municipal executive intact.

2.15.12 Lack of Community Participation

The involvement of communities in municipal affairs is not only a key objective of local government but also one of the main reasons for South Africa's choice of developmental local government. Success in this area is thus of paramount importance. Government's recognition of this importance is evidenced by an elaborate and progressive legal framework for participatory governance at municipal level. Municipalities are tasked to involve communities in the drafting of their integrated development plan, their budget, and in the taking of decisions regarding service delivery and development. Furthermore, the law contains a legal framework for ward committees. These committees generally comprise ten representatives of various sectors or geographical areas in the ward. They are elected by the voters in the ward. The committee is chaired by the ward councillor. Its role is to advance participation of the community in the affairs of the municipality, particularly in relation to development planning. The concept of a ward committee follows similar practices elsewhere, such as the village development committees in Botswana (Serema, 2002:1).

However, an apparent contradiction exists between the progressive legal framework for community participation and persistent incidences of protest targeting councillors and municipal administrations. Although government has created ample spaces, platforms and procedures for community engagement with local government, it is clear that communities still elect to take their grievances to the streets. These protests expose not only the current shortcomings in service delivery but also the presence of untapped local energy and involvement with municipal governance. Atkinson suggests that the frustrations of communities are threefold. They relate to

poor service delivery, unresponsive decision-making and conspicuous consumption by councillors and officials (Atkinson, 2007:58).

There are many underlying reasons for the protests that are not always within the realm of what municipalities are responsible for, and an extended discussion of these tensions falls outside of the scope of this paper. However, a general observation relates to the wisdom of institutionalising community participation. The legal framework impacting on municipal governance is awash with institutions, procedures and platforms that are used to capture diverse interests and channel them into a discourse to which a municipal bureaucracy can relate. The danger that lurks in the creation and nurturing of institutionalised forms of public participation such as ward committees, is that it removes the imperative to continuously look for innovative ways to engage communities. There may be good reason to revisit this approach and seek more insights into how communities really wish to relate to municipal administrations. This observation does not detract from the potential that local government has for deepening community participation or from the noble intentions behind the current legal framework. It rather emphasises the need for adequate strategies at municipal level for translating this potential and the enabling framework into genuine engagement.

2.15.13 Low Capacity for integrated development planning at municipal level

The IDP has become a tightly regulated process that must absorb the input of a multitude of development actors towards the adoption of a document within tight deadlines. This process has thus become a 'pressure cooker', which is incompatible with unwieldy community input which tends to disrupt intergovernmental cohesion and adherence to the intergovernmental deadlines (Good Governance Learning Network 2008:52). Capacity for integrated development planning at municipal level is low. The dependency on consultants to realise an IDP is staggering. A recent report suggests that 28% of local municipalities lack the most basic capacity to prepare an IDP and will struggle even with additional support. Only one in three (37%) municipalities has independent capacity to prepare an IDP, whilst another 35% have some basic capacity and can prepare an IDP with additional support (Good Governance Learning Network 2008:51). Against the backdrop of these figures, the assignment to municipalities to be the coordinator of all of government's development efforts in the municipal area may be a tall order for some time to come. Thus when they reflect on the municipality's role in intergovernmental planning, Pieterse and Van Donk remark that: "it is unlikely that municipalities will have the political clout (let alone the institutional capabilities) to persuade a national department to delay or redefine its particular programmes." (Pieterse and Van Donk, 2008:62)

There is then a real danger that communities and community organisations will become disgruntled with the IDP, as they perceive the process to be inadequate in responding to their

needs. A more realistic approach to intergovernmental planning and alignment may be apposite. It may be worthwhile to consider the identification of a limited number of national key priorities and insist on their alignment, whilst relaxing the effort towards synchronisation on other, less important policy areas. This may provide the necessary room for municipalities to develop their planning capabilities, devise mechanisms for genuine interaction with communities, and display creativity. When the municipal capacity is set off against these expectations, however, the picture looks bleak for many municipal areas. The intergovernmental aspiration, embedded in the planning framework, which envisages the IDP to be a reflection of the entire government's vision for the municipal area, may be an ambitious attempt at cooperative planning across the three spheres. However, the insistence on this wholesale alignment of municipal budgets and plans with national and provincial budgets and plans may also just be an offshoot of the distrust of municipalities as the custodians of local development. There is no doubt that pervasive trends of corruption, mismanagement, immature politics and a skills deficit in many municipalities do little to dispel this distrust. However, the solution that is now imposed through legislation is, by all accounts, extremely difficult to achieve and harbours significant dangers for the achievement of bottom-up development.

2.15.14 Lack of clarity with regards to Intergovernmental Framework

Central to many of the problems besetting developmental local government is the lack of clarity with regards to the intergovernmental framework. The Constitution combines a strong expression of autonomy for municipalities with a weak definition of the areas that they are responsible for. The precise demarcation of the functional responsibility of a municipality is dependent on a variety of processes and interventions, such as functional definitions in statutes, the outcome of judicial proceedings solving disputes over who does what, or the conclusion of intergovernmental agreements and protocols (Steytler and Fessha, 2007:325). The uncertainty over functional areas renders it difficult for municipalities to plan and budget for current and capital expenditure (National Treasury 2008:152). There is a perception that the goal posts are changing continuously (Atkinson 2007:71). The challenges pertaining to the mismatch between the constitutional allocation of powers and the realities of the developmental mandate are traversed in another contribution to this journal (Christmas and De Visser, 2009).

It may be argued that an insistence on a clear demarcation of functional local government responsibilities is naïve that the complexities of governance cannot be confined to legal definitions, and that flexible governance arrangements are more important. However, three reasons are proffered for greater clarity. Firstly, the constitutional context in South Africa gives rise to an expectation surrounding clarity of responsibilities. If the Constitution itself puts forward a list of functional areas and seeks to protect municipal discretion with regard to these areas,

there is an expectation that these constitutional prescripts should be given a reasonably precise meaning. It would not be in keeping with the constitutional promise of autonomy if the Constitution contains a list of functional areas but then the content of these areas is actually immaterial, and that flexible governance arrangements are considered more pressing than giving effect to constitutional provisions.

Secondly, flexible governance arrangements are likely to work better in countries with strong municipal governments and a long history of decentralisation. In such a context, municipalities will enter these governance partnerships as equal partners. But in countries such as South Africa, where decentralisation is a new phenomenon, municipalities (with the exception of strong metropolitan municipalities) are underdogs in negotiations with strong provincial or national government departments. A reasonably clear understanding of the content of the functional areas equips municipalities to enter negotiations surrounding the fuzzy edges as equal partners. Lastly, the uncertainty surrounding functional responsibilities is undermining the legitimacy of intergovernmental fiscal arrangements. In South Africa, fiscal arrangements and calculations are premised on an understanding of constitutional mandates. If this understanding is contested at a fundamental level, the integrity of the intergovernmental fiscal system is endangered.

2.15.15 Undefined Role of Big Cities

An example of incoherence in the intergovernmental framework that should impel law and policy makers to reflect on the adequacy of the institutional and policy environment for local government, relates to the role of big cities. A concern for more coherence in the institutions of local government and the powers it possesses should not be misunderstood as a drive for uniformity. In fact, the imposition of uniformity on an unequal environment produces a lack of coherence. It is argued that this type of incoherence may be emerging in the system of local government. Despite having a dedicated institutional arrangement for metropolitan areas in the form of single tiered metropolitan municipalities, the local government system pays too little regard to the variations in challenges, capacity and progress between areas (Cities Network 2006:2-28; Van Ryneveld, 2007:67). There are two bases for this concern.

The first relates to the fundamental economic importance of large cities. The majority of South Africans now live in cities and large towns and this figure is generally on the rise. In 2006, 42 percent of the national population lived in the 21 biggest cities and towns that cover just 2 per cent of the South African land surface. Secondly the majority of wealth is created in urban areas. The 21 biggest cities and towns together contribute 70 per cent of the national General Value Added (GVA). The 21 biggest cities and towns are also home to 25 per cent of persons living below the breadline (Cities Network 2006:2-12). The second basis for concern relates to the fact

that this concentration of both economic activity and poverty in urban areas requires specific, specialised approaches to issues such as: Dealing with the informal economic activity and settlements; and Planning and implementing in an integrated manner around typical urban governance issues, such as housing, transport and infrastructure. South Africa's biggest cities are consistently appealing to provincial and national governments, with varying success, to consider the devolution of certain critical functions.

The Constitution itself permits and envisages an 'asymmetrical' approach to municipal powers by providing for individual assignments, that is the transfer of authority to individual municipalities (Steytler and De Visser 2007:539). To date, this instrument has not been used to empower big cities with authority that goes beyond their 'original' functions. In reality, however, big cities perform a myriad of additional functions, on behalf of or in partnership with organs of state in other spheres of government. These are often based on fluid, informal or contractual arrangements. Critical areas that have been consistently identified as being in need of a differentiated approach include housing and transport (SALGA 2007:103,108). Authority over housing, and the entitlement to the intergovernmental finances for housing development, is with the provincial governments. However, the eradication of slums and inadequate shelter through the provision of low cost housing is without doubt a key priority of cities such as Johannesburg, Cape Town and eThekweni (Durban). Similarly, the redesign and upgrade of South Africa's appalling public transport system, historically designed to accommodate the transfer of the black labour force into city centres and white suburbs, is a top concern of the cities. Yet, cities have little authority over public transport matters (National Treasury 2008:153). It is suggested that this lack of authority compromises cities' ability to ensure an integrated approach to the provision of housing and the upgrading of public transport facilities in an environmentally sustainable manner. There is no doubt that, through innovative and cooperative arrangements at a regional and provincial level, much can be achieved without resorting to changing the formal division of powers (National Treasury 2008:153). However, it is submitted that the devolution of housing and public transport authority to South Africa's cities would contribute to the acceleration of delivery in these areas. The same does not apply to smaller towns and rural municipalities: in that case, different public transport needs, economies of scale and capacity constraints render it necessary for housing and public transport authority to be exercised at a higher level than the municipality.

2.16 STRATEGIC INTERVENTIONS TO ENHANCE DEVELOPMENTAL GOVERNMENT

With new systems and structures in place, not only at local government sphere, but at all spheres of development government, strategic interventions became vital to complement these new systems and structures. The strategic interventions which were initiated by national government as a way of enhancing Developmental Local Government include Project Consolidate, the Accelerated Shared Growth Initiative of South Africa (hereinafter referred to as ASGISA) and the Joint Initiative for Priority Skills Acquisition (hereinafter referred to as JIPSA). Central to growth and development are economic growth, skills development and development of institutional capacity, hence the above interventions.

2.16.1 Project Consolidate

Project Consolidate entails forging partnerships between the three spheres of government, resulting in practical improvements in the quality of people's lives at local level. It instils an organisation-wide sense of urgency in service delivery. It is, therefore, a hands-on local government support and engagement programme (Woolridge, 2008:39). Project Consolidate acknowledges the milestones that have been made by government since 1994. At the same time, it demands a systematic analysis and evaluation of the nature of the challenges that must be addressed by individual municipalities (Woolridge, 2008:39). Project Consolidate was launched nationally in October 2004, for commencement during the 2005/06 financial year. Initially, Project Consolidate was scheduled to run from the 2005/06 to the 2007/08 financial years. However, national government subsequently decided to make Project Consolidate an ongoing exercise of identifying bottlenecks in institution building, service delivery and growth and development (Woolridge, 2008:39). Project consolidate was going to be implemented at three different levels. These are national, provincial and local level.

National level

A support unit has been established at national level under the Department of Provincial and Local Government, together with other relevant departments. The support unit assists in unblocking bottlenecks inhibiting the acceleration of service delivery and sustainability measures at the coalface (Woolridge, 2008:39).

Provincial level

A support unit was established at provincial level as well. This is a complementary project management unit and support structure that enables the various provinces to play their Constitutional role with regard to local government. This complementary process includes the systematic refinement of policy, fiscal and institutional matters that will enable the consolidation

of the local government system in the medium to long term. This is critical in ensuring the sustainability of the government's efforts (Woolridge, 2008:39).

Local level

At local level, a Project Consolidate programme is developed, as well as an institutional co-ordinating structure. The programme should be practical and should recognise challenges that need to be addressed (Woolridge, 2008:39).

2.16.1.1 Key focus areas of Project Consolidate

Focus areas of Project Consolidate resort under the following Key Performance Areas (KPA) as:

- Municipal transformation and institutional development
- Municipal financial viability and management
- Basic service delivery and infrastructure development
- Local economic development
- Good governance and public participation

2.16.2 Joint Initiative for Priority Skills Acquisition (JIPSA) and Accelerated Shared Growth Initiative of South Africa (ASGISA)

Skills shortages, especially at local government sphere, have been blamed for the poor service delivery by municipalities. In response, government introduced Joint Initiative for Priority Skills Acquisition (JIPSA), an intervention strategy to accelerate the acquisition of scarce skills in the country and especially in government. Project Consolidate has laid a solid foundation for JIPSA, as the acquisition of scarce skills is one of its priorities. This requires a systematic approach: firstly, a skills audit; then a skills gap analysis; a skills profile and skills development; and an acquisition plan (Woolridge, 2008:39). JIPSA is one of the legs of Accelerated Shared Growth Initiative of South Africa (ASGISA). If properly implemented, it will contribute to growth and development, not only at local government sphere, but in the country as a whole. Other strategic programmes include the Expanded Public Works Programme (EPWP), the implementation of capacity development programmes for small and medium enterprises; and women and youth empowerment. Furthermore, business support centres are critical in promoting and developing entrepreneurs.

2.16.3 Stakeholder involvement

Developmental Local Government could be enhanced through stakeholder involvement. Malpractices could be limited through the employment of stakeholders such as civil society organisations to be part of the service delivery process. For example the current status of the procurement system requires the creation of three bid committees, namely the bid specification

committee, the evaluation committee and the adjudication committee. For the purpose of compliance and to minimise unethical and corrupt practices, stakeholders should be involved in the evaluation and adjudication process. This will ensure and support open governance. Open governance creates the conditions for effective collaboration between governments and citizens in a process that enhances legitimacy and accountability of public decision-making.

The executive Mayor of Capricorn District Municipality, Cllr Lawrence Mapoulo states in the Capricorn District Municipality: Final 2014/2015 IDP/Budget. "Drawing lessons and inspiration from the Freedom Charter, we take the view that a solid partnership between all sectors of society is the only effective way to address the myriad of complex service delivery challenges and infrastructure backlogs which confront us. We further believe that the future of the Capricorn District Municipality requires renewed social contracts and open engagements between sector departments, local municipalities, communities, civil society, academia, private sector corporations and labor to attain our goals". From the words of the executive mayor of Capricorn District it can be safely concluded that stakeholder involvement will also encourage public servants to be more deliberate about decisions they make and will provide citizens as well as stakeholders with the opportunity to hold their leaders accountable. It will improve the efficiency of government institutions, reduce fraud and waste of public finances, strengthen the management of natural resources and ensure better service delivery.

2.16.4 Strategic sourcing

Another improvement strategy for developmental local governance in public procurement is the use of centralised and decentralised procurement strategies for different categories of goods and services. There are many arguments for centralisation, specifically better control and expertise. However, the answer for poor public procurement practices should rather be sought in strategic sourcing. An analysis of public procurement requirements at all levels of government should be done and high risk–low cost items (known as bottleneck items) and high risk–high cost items (strategic items) should be purchased on a centralised basis with longer-term contracts and high levels of contract and supplier management. Leverage items that are low risk but high cost can be purchased through one agency, for example a procurement consortium. The different public institutions then order from the contractor/supplier against a contract, typically through e-procurement, and distribution takes place on a decentralised basis. Here, contract management, and particularly feedback on supplier performance, is essential for this type of purchasing to be efficient. Non-critical, low risk–low cost items (also known as routine items) can be purchased on a decentralised basis by means of quotations from local suppliers (Kaminksi and Simchi-Levy, 2009: 287). Over and above the proposed recommendation, it is important that departments, municipalities and municipal entities engage with the employment of qualified procurement

practitioners, training and employment of internship programmes, development of an effective monitoring and evaluation tool, creation of incentive programmes to motivate good performance, tools and also good.

2.16.5 Implementation of Integrated Development Planning

The legal and policy framework for development planning in South Africa envisages that municipalities will play an absolutely essential role in realising coherent planning across the three spheres of government. Each municipality is required by law to adopt an integrated development plan (IDP). According to the municipal manager of Capricorn District Municipality, Mr. ND Molokomme “Integrated Development Planning is a process through which a Municipality, its constituencies, various service providers, interested and affected parties come together to identify development needs, outline clear objectives and strategies which serve to guide the allocation and management of resources within the Municipality’s jurisdictional area.”

The IDP must be adopted shortly after the beginning of a municipal council’s term and reviewed annually. It is the municipality’s strategic plan that is based on an intensive community participation process to gauge and prioritise the municipal community’s needs. The IDP is expected to integrate the planning of all municipal departments under the umbrella of a united strategy for the municipal area. Importantly, the IDP must go beyond planning rhetoric and be the basis for the municipality’s annual budgets and its spatial planning. Furthermore, the municipality’s senior managers must be held accountable regularly, through a system of performance management, for the realisation of the IDP. As if this configuration is not sufficiently ambitious, the IDP is expected to integrate not only the municipality’s plans but also the plans of all national and provincial departments and parastatals (such as electricity-generating and telecommunication utilities) in that municipal area (Department of Constitutional Development 1998:19). There is no doubt that the introduction of integrated development planning has forced municipalities to engage communities and gauge and prioritise their needs. It has also propelled municipalities into a thinking that goes beyond the municipal council’s term, and into a concerted effort at integrating service delivery and development across spheres, sectors and actors. In this framework, the municipality is expected to be the pivot that skilfully mediates the tremendous and varied needs of a municipal community with the requirements of departments and parastatals in two other spheres of government (Patel and Powell 2008:353). All of this is to be done within the parameters of a tight municipal budget.

2.16.6 Developing skills and knowledge

Institutions of higher learning and other service providers have a critical role to equip learners and practitioners with appropriate skills and knowledge. The capacity for qualified practitioners would only be available when educational institutions contribute to the challenge by way of developing a curriculum that meets the needs of the country. Such programmes should provide for an understanding of the knowledge of the South African public sector and its regulations. For example of a two-model curriculum where learners have a choice to focus on the private or public sector. In this model, the skills required are general procurement skills and industry-specific skills. The private sector-oriented, programme specific skills require an understanding of the general business environment (enterprise management), while the public sector-oriented programme concentrates on the legislative environment (to sensitise learners to an integrated approach in the management of procurement within the highly regulated public sector environment). Both programmes require general procurement skills which should include, among others, the knowledge of and insight into the purchasing and supply environment, sourcing strategies, purchasing and supply tasks, integrated supply management, globalisation, and technological advancement

2.16.7 Monitoring and Evaluation

For developmental local government to be effective there is need for strong monitoring and evaluation systems. Monitoring and evaluation provides the means to compile and integrate this valuable information into the policy cycle, thus providing the basis for sound governance and accountable public policies. Monitoring and evaluation are different in nature and happen at different stages during the implementation of a programme or project. Evaluation is a careful and systematic retrospective assessment of the design, implementation and results of activities. The aim of evaluation is to determine the value of the fulfillment of objectives, efficiency, effectiveness, impact and sustainability of service delivery and development. Evaluation should be useful and enable the incorporation of the lessons learned into the decision making process. Evaluation compares the situation ex-ante and export and analyzes the impact (<http://www.oecd.org/doc/evaluation>).

Inadequate monitoring and evaluation is linked to the absence or poor presence of a control environment, and the government entities are placed in a difficult position to give effect to or implement a local government that is developmental, Hence deviations or non-compliance goes undetected or is identified after the fact. According to a Business Day report (2011), municipalities have spent millions of rand in ways that contravened laws and regulations. The national and provincial governments and their entities have notched irregular, unauthorised, fruitless and

wasteful expenditures that contravene laws and regulations. Commenting on the importance of monitoring and evaluation, the municipal manager of Capricorn District stated that performance standards have been established against which communities can judge whether the municipality is indeed performing in accordance to the expected standards. The introduction of the amended IDP Evaluation Framework, which aims at ensuring that the IDPs really focus on the Five Key Performance of Local Government, the emphasis will also be on the 2030 Growth and Development Strategy which the Municipality has developed.” He further alludes “...Our aim is to have a progressive monitoring and reporting system in which we able to continuously monitor the achievement of Municipal targets and where we are unable to meet them be we will be in a position to detect this early and undertake corrective measures. In line with Municipal Infrastructure Grant (MIG) policy and Division of Revenue Act (DORA) which project indicative budget allocations, we have implemented forward planning in the planning and design of projects.” From the municipal manager’s words it can be concluded that monitoring and evaluation is of paramount importance in effective developmental local government.

2.16.8 Community involvement

In Chapter 7, the Constitution of the Republic of South Africa, 1996, states as one of the objects of local government, the need to encourage the involvement of communities and community organizations in matters of local government. There is therefore a need for a partnership between local government and its community. The community should participate throughout the monitoring and evaluation process. The community should actually start to participate from the planning phase. This is why the Local Government: Municipal Systems Act, 2000 (Act No 32 of 2000) makes provision for community participation during IDP formulation and reviews, as well as in performance management. This makes it easier for communities to participate in monitoring and evaluation from an informed viewpoint. Projects and programmes that are implemented with community involvement usually require community support. Communities know their needs better than officials. Once they have participated in planning, they should also be given a chance to judge and express their views whether they are satisfied with the output and outcome. This is in line with Batho Pele principles of service delivery (1997).

2.17 CONCLUSION

This chapter reviewed the current state of developmental local government and identified some of the already available literature on the challenges being faced by developmental local government. This chapter focused on issues such as the history of local government, principles of local government; needs and objects of local government; status of local government in South Africa; new structures of local government in South Africa; co-operative government; Intergovernmental relations; developmental role of local government; new financial management system; and challenges being faced by developmental local government, strategic interventions to enhance developmental government. It acknowledges that local government has been given a new constitutional mandate to promote devolution and improve the day to day lives of citizens as a basis for building a democratic developmental local state. The new system of local government gives effect to the constitutional notion of developmental local government. Local government is now also an important site for economic and social development.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

Chapter 2 of this study provided a comprehensive literature review gathered from various authors on various challenges facing Developmental Local Government in South Africa with specific reference to the challenges facing Capricorn District Municipality. In this chapter the researcher will discuss research design and methodology to be used when conducting the study. The chapter inclusively outlines the objectives of the study, nature of the study, research design, and population of the study, sampling techniques and methods thereafter, data collection method, data recording, data analysis procedures, assessment of the research and data verification, followed by ethical considerations of the research respondents.

3.2 RESEARCH DESIGN

Research designs are the methods and procedures employed to conduct scientific research. Burns and Grove (2003:195), define a research design as a blueprint for conducting a study with maximum control over factors that may interfere with the validity of the findings. Research design is a plan that indicates how the researcher intends to investigate the research problem (Denzin and Lincoln, 2003:1). According to Schumacher and McMillan (2006:117), research design refers to a plan for selecting subjects, research sites, and data collection procedures to answer the research questions. For the purpose of this study descriptive design was used. According to Burns and Grove (2003:201), descriptive research is designed to provide a picture of a situation as it happens. For the purpose of this study, descriptive research design was used to obtain a picture on the challenges facing Developmental Local Government with specific reference to Capricorn District Municipality. According to Burns and Grove (2003:201), descriptive research is designed to provide a picture of a situation as it happens.

3.3 RESEARCH METHODOLOGY

According to Polit and Hungler (2004:233), research methodology refers to ways of obtaining, organizing and analyzing data. Grove and Burns (2003:488) methodology includes the design, setting, sample methodological limitations and the data collection and analysis techniques in a study. In this study, the researcher made use of the quantitative and qualitative research methods in order to address the research questions (Kumar, 2011:120). Collis and Hussey (2003:67), defined research methodology as the whole approach that the investigation process will follow. For this study the researcher used a mixed method where qualitative and quantitative was used.

3.3.1 Mixed Research Methodology

Creswell (2003:6) states that mixed methods research is a methodology for conducting research that involves collecting, analyzing, and integrating quantitative and qualitative research in a single study or a longitudinal program of inquiry. Foodrisc (2016:09) further states that mixed methods research is a methodology for conducting research that involves collecting, analyzing and integrating quantitative (for example., experiments, surveys) and qualitative (e.g., focus groups, interviews) research. According to Jonhson, Onwuegbuzie and Turner (2014:45) mixed methods research is one of the three major “research paradigms” which include quantitative research, qualitative research, and mixed methods research. Mixed research method is used in research so as to increase validity. A mixed method was used in this research because it was able to answer the question from a number of perspectives and ensures that there are no ‘gaps’ to the information / data collected. When one methodology does not provide all the information required a mixed research will cover the weakness identified.

3.3.2 Quantitative Research Methodology

According to Bless and Higson-Smith (2000:244) quantitative research methods includes the implementation of statistics to measure data. Quantitative method emphasize the use of numerical measures to arrive at specific findings. Quantitative approach is based on the logical positivism and measurement of things that can be seen and observed, that is independent of feelings and opinions (Welman, Kruger and Mitchell: 2005:78). Quantitative approach use complex structured methods to confirm or disapprove the hypothesis. Quantitative methodology was employed in this study because it enabled the researcher to test relationships, describe and examine cause and effect relations.

3.3.3 Qualitative Research Methodology

Creswell (2007:70), defined qualitative research as an inquiry process of understanding where a researcher develops a complex, holistic picture, analyses words, and reports detailed views of information and conducts the study in a natural setting. Qualitative methodology is based on the world view that there is no single reality, perceptions differ from persons and over time and what is known has meaning only within a given context (Burns and Grove, 2003:357). Qualitative approach is based on the narrative nature (Merriam, 2009:45) and it focuses on the experiences of the participants to the study. Qualitative research aims to explore and to discover issues about the problem or/and, because very little is known about the problem. Qualitative methodology is in getting at the process that led to the outcomes, also it used to uncover trends in thought and opinions. Qualitative research was applied because a problem or issue that needed to be

explored. This exploration is needed, in turn, because of a need to study a group or population, identify variables that cannot be easily measured, or hear silenced voices.

3.4 STUDY AREA

The study was carried out in Capricorn District Municipality. Capricorn District municipality has five local municipalities that fall under it and these are Polokwane, Lepele-Nkumpi, Blouberg, Aganang and Molemole local municipality. Capricorn District Municipality is situated in the centre of the Limpopo Province, sharing its borders with four district municipalities namely; Mopani (east), Sekhukhune (south), Vhembe (north) and Waterberg (west). The district is situated at the core of economic development in the Limpopo Province and includes the capital of the province, Polokwane.

- **Aganang Local Municipality**

Aganang Local Municipality is located in the Capricorn District Municipality of Limpopo province. Aganang is a Setswana name that means "building together". The municipality is home to 131 164 (10.4% of district population) and with a population density of 69.7/km². The municipality comprises of 19 wards and covers a total area of 1.881km².

- **Blouberg Local Municipality**

Blouberg Local Municipality is a municipality in the district, bordering Zimbabwe and Botswana. It takes its name from the Blouberg (literally meaning blue mountain), a mountain range located in the area. The municipality is home to 162 629 (12.9% of district population) and with a population density of 17.6/km². The municipality comprises of 21 wards and covers a total area of 9.248 km².

- **Molemole Local Municipality**

Molemole Local Municipality is located in the Capricorn District Municipality of the Limpopo province. The municipality accounts for 8.6% of the district's total population with a population density of 32.4/km². The municipal area is divided into 14 wards and stretches for about 3.347km².

- **Polokwane Local Municipality**

Polokwane Local Municipality is the local municipality located within CDM. It shares its name with the city of Polokwane and also a host to the city. Polokwane city is the capital and the major urban centre of the Limpopo Province. It is also referred to as the "Place of Safety". Polokwane lies roughly halfway between Gauteng (300 km) and the Zimbabwean border (200 km) on the N1

highway, which connects Zimbabwe with the major cities of South Africa, such as Pretoria, Johannesburg, Bloemfontein and Cape Town. The municipality has the highest population density of 167/km² and total population of 628 999. About 49.9% of the district population resides within Polokwane Municipal boundaries mainly because it is the economic hub of Limpopo. In terms of its physical composition, Polokwane Municipality is 23% urbanized and 71% rural. The municipality comprises of 38 wards and covers a total area of 3 766km².

- **Lepelle-Nkumpi Local Municipality**

Lepelle-Nkumpi Local Municipality is located in the Capricorn District Municipality, of Limpopo province. The municipality comprises of 18.2% of the district total population with population density of 66.5/km². The municipal area stretches for about 3.463km².

3.5 POPULATION OF THE STUDY

Welman, Kruger and Mitchell (2005:45), defined population as the full set of cases from which a sample is taken of possible participants to whom the researcher want to generalize the conclusions based on. The researcher defines the research population as the total number of individuals or objects who share common characteristics and the study is aimed at identifying certain characteristics or attributes about them. A population is any specifically distinct set of people, events or things that are of interest to the researcher and from which the members of the sample are drawn (Collis and Hussey, 2003:89). According to Welman et al, (2005:45) , population under study is comprised of what he called the units of analysis, which may include people, objects, human products, organizations and events which they are exposed to. For this study the population consisted of municipal managers, councilors, standing committee chairpersons and members of the community. The total number of people in Capricorn District Municipality is 1 261 463 (STATSSA, Census 2011).

3.6 SAMPLING

According to Tustin, Ligthelm, Martins and Van Wyk (2005:96), a sample is the subset of the population. Sampling is a process used to draw the sample from the population. Denzin and Lincoln (2009: 186), indicates that sampling involves selecting units of analysis (e.g. people, groups, artefacts, settings) in a manner that maximizes the researcher's ability to answer research questions set forth in a study. The sampled group of this study included the Category B municipalities that fall under the Capricorn District Municipality. These municipalities include Polokwane, Lepele-Nkumpi, Blouberg, Aganang and Molemole local municipality. The sampled group of this study included municipal managers, councilors, standing committee chairpersons and members of the community. The reason of selecting the selected group is that the municipal

manager is the chief executive officer and is the head of the administration of the council. He is responsible for the overall functioning of the administration. Councillors and standing committee chairpersons were also chosen because there are directly elected to represent and serve the people. The ward councillors are in touch with the issues in the area. They have better understanding of the key problems in communities. In other words councillors would be having the information on the ground concerning the performance of Developmental Local Government in the communities.

3.6.1 Sampling method

The sampling methods for obtaining representative samples consist of two broad categories which are probability and non-probability sampling methods (Wild and Diggins, 2013:183). For this study, the researcher used a non-probability sampling and its subtype purposive or judgmental sampling method to select the respondents of the study. The main objective of a purposive sample is to produce a sample that can be logically being assumed as representatives of the population. In this regard, the reason the researcher also follows the judgmental approach of choosing group is that the particular group is having better knowledge and understanding on developmental local government. By a purposive method, the researcher will get more information from knowledgeable officials. Since the selection of the respondents is based on the knowledge of a sampled group and the purpose of the study. The sampled group has more information that can help a researcher regarding the research topic.

3.6.2 Sampling size

The sample size helps the researcher to ensure a meaningful plan to determine the number of respondents he or she wishes to draw from the population and also that the sample must be a representative of the whole population. Weirs, (2011:126) states that, "sample sizes larger than 30 and less than 500 are appropriate for most research". The sampled respondents of this study consist of 130 respondents. The sampled group consists of 5 municipal managers, 20 councilors, 15 standing committee chairpersons, 50 municipality employees and 40 members of the community.

3.7 DATA COLLECTION

Data collection method is the raw material to dig out information in a form of data, which can be interpreted and refined into gold of infusion (Welman, Kruger and Mitchell, 2005:83). Gray (2009: 580), defines data collection method as the systematic way towards collection of data so that information to be obtained. For this study, two instruments to collect data were used, namely questionnaire and interview schedule.

The researcher used interviews as a method of data collection. Monett (2008:448), defines an interview as a technique in which the interviewer reads a question to respondents and records the verbal responses by the participants. The researcher will use interview schedule for managers and councilors, in which the interview will be an open-ended because it give the researcher time to prepare the questions before the interview and allows the researcher to review the questions. As the interviews will be of open-ended questions, the respondents who are willing to add some information will do so and thus will be appreciated. For this study the researcher also used an open ended interview, for example face-to-face will be used and the researcher will also make an appointment before any interview is conducted.

According to Bless (2006:184), a questionnaire is an instrument of data collection consisting of a standardized series of questions relating to the research topic to be answered in writing by participants. Kumar (2011:394), defines a questionnaire as a written use of questions, the answers to which recorded by respondents. For the purpose of the study, the researcher used a questionnaire as a method of collecting data because the respondents are many. Reutenburg (2007:188), states that in such cases, questionnaires are handed to respondents who complete them on their own but the researcher is available in case problems are experienced. The researcher used structured questionnaire for respondents, especially managers and administrative officers. The questionnaires were to be attached with the covering letters motivating the respondents to complete it. The questionnaires was made up of two sections: Section A, which contained the Biographical details and Section B which contained the content details of the study. Questionnaire statements were short and precise, to allow the respondents to be able to answer freely by ticking the answer of the choice.

3.8 PILOT STUDY

According to Burton (2000b:426), a pilot study is done so as to remove major biases, check wording in questions or to test whether the questionnaire solicits the required data from respondents. A pilot study is a mini-version of a full-scale study or a trial run done in preparation of the complete study. The latter is also called a 'feasibility' study (Polit, Beck and Hungler, 2001:187). For this study, the researcher will interview two respondents and distribute three questionnaires to the respondents who possess the same characteristics as the respondents but will not be part of the study. This is done to check whether the procedures and methods to be used will be effective. The purpose of the pilot study is to enable the researcher identify items that are not clear, items that needed to be eliminated or corrected.

3.9 DATA ANALYSIS

According to Mouton (2006:23) he stated that research data is sorted, categorized and connected and then interpreted. He further articulated that data analysis includes a stream of activities from separating the information/data to regroup it as to be easily understood or to have the outcomes of the research. Therefore, the process allows the meaning to be derived from the findings. Data analysis is a mechanism for reducing and organizing data to produce findings that require interpretation by the researcher (Burns and Grove, 2003:479). According to De Vos (2002:339), data analysis is a challenging and creative process characterized by an intimate relationship between the researcher and the participants and the data generated. Two data analysis methods were used, that is thematic analysis and statistical analysis.

Data collected through questionnaire was analyzed using a computer program called Statistical Package for Social Sciences (SPSS) Version 22.0. The information is presented in a graphical tabular form, frequencies and percentages. Data collected through interview was analyzed using thematic analysis. The information was grouped into themes, memos and coding. In addition the information was presented in a narrative form. There are various steps which can be used to analyse data according to Zhang and Wildermuth (2009: 2). The researcher used these steps to analyse data which are as follows:

- **Planning for recording data**

The researcher must plan how to record information before collecting commences. The researcher should show awareness techniques for recording, observing, interaction and interview should not intrude excessively into the on-going of daily events.

- **Data collection and preliminary analysis**

The researcher must be able to analyze data and make sure that information collected is rich and that it will generate alternative hypothesis and provide basics for shared construction of reality.

- **Managing or organizing the data**

The researcher must pull all copies of complied information during data collection for further advices someone secure for safe keeping. The data gathered from interview was in the form of field notes which was organized in order to see the trends from the respondents and patterns of data from the respondents.

- **Reading and writing memos**

The researcher is expected to read the transcript in the entirety often several times to get unversed in the details and trying to get sense in the interview as a whole before breaking into it into parts. The data was read several times and the purpose was to give researcher an understanding of the data.

- **Generating categories, themes and patterns**

The researcher should classify information into categories in order to reduce it to a small management set of themes A,B and C each presenting a respondent in order to give a detailed description of the respondent and will maintain confidentiality.

- **Coding the data**

Coding of data is a formal representation of analytical thinking. The researcher will apply some coding scheme to those categories and themes and diligently marks passages in the data using code. Code may take several forms of observation of the key words.

- **Testing the data emergent understanding**

The researcher taste to establish information is relevant to the study. A researcher begins the process of evaluating the plausibility of developing an understanding and explores them through data. Part of this phase is evaluating their usefulness and centrality.

- **Search for alternative explanation**

The researcher must find a way to explain to the respondents again only if the respondents have missed something during the interview.

- **Writing the report**

The researcher has to write a formal report as a proof that they analyzed the data and the report must be kept in a safe place. Data is the written in a narrative form on the themes and also stated whether the findings confirmed or contracted the literature of previous authors.

3.10 ETHICAL CONSIDERATIONS

Ethics is a set of moral principles that concerns human conduct (Albertse, 2007:16). According to Burns and Grove (2003:166) ethics means that researchers must have ethical responsibility to protect participants' human rights during research. Furthermore (Maesschalck 2004:465) stipulates that ethics are rules of behaviour based on ideas about what is morally good and bad or a set of principles of right conduct. On the next are the ethical considerations the researcher will follow.

3.10.1 Permission to conduct study

The researcher obtained permission to conduct study from the Research Ethical Review Committee of the University of Venda, Capricorn District Municipality, Aganang local municipality, Blouberg Local Municipality, Leppelle-Nkumpi local municipality, and Molemole local municipality. The permission letters shall be attached as annexures.

3.10.2 Informed consent for participation

Informing is the transmission of essential information regarding the research from the researcher to the subject (Burns and Grove, 2003:177). Explanations were given to the respondents regarding the purpose of the research and what it entails and respondents were only questioned or interviewed after they had given their consent. Vital information which the respondents needed to know was also given to them. Reason for consent of participation is to allow respondents to enter the research project voluntarily and to ensure that the subjects are not, exposed to risk that are greater than the gains they might derive.

3.10.3 Respect for respondents

Burns and Grove (2003:172), stated that individuals are autonomous, meaning that they have the right to self-determination. The individual has the right to decide whether or not to participate in a study without the risk of penalty or unfair treatment. The respondents have the right to withdraw from the study at any time, or to refuse to give more information or to ask for clarifications about the purpose of the study.

3.10.4 Anonymity and Confidentiality

Research was conducted in a responsible manner and no confidential data is recorded or published. According to Burns and Grove (2003:172) anonymity exists when the subject cannot be linked to the data collected. Confidentiality means that no information that the participant gave to you will be traced back to that same participant (Polit and Hungler, 1999:143). No names therefore of the respondents were captured on the questionnaires and the researcher has kept the respondents identities secret.

3.11 CONCLUSION

This chapter has been focusing on the research design and methodology used in this research. This included the methods used in data collection. Mixed research method was used to obtain a picture on the challenges facing developmental local government. Mixed research method made use of qualitative and quantitative research methodology. Quantitative research methodology in this study was used because it enabled the researcher to test relationships, describe and examine cause and effect relations. Qualitative research methodology was used because of the problem which was going to be explored. For this study, the researcher used a non-probability sampling and its subtype purposive or judgmental sampling method to select the respondents of the study. The reason for using purposive sampling method was to produce a sample that can be logically be assumed as representatives of the population. Two data analysis methods were used, that is thematic analysis and statistical analysis. The use of a questionnaire survey and in-depth interview was deemed the appropriate mechanism to assess the challenges facing Developmental Local Governments in South Africa. The sampled respondents of this study consist of 130 respondents. The sampled group consists of 5 municipal managers, 20 councilors, 15 standing committee chairpersons, 50 municipality employees and 40 members of the community. Two data analysis methods will be used that is thematic analysis and statistical analysis. Data collected through questionnaire will be analyzed using a computer program called Statistical Package for Social Sciences (SPSS) Version 22.0.

CHAPTER 4: DATA PRESENTATION, INTERPRETATION AND ANALYSIS

4.1 INTRODUCTION

The purpose of this chapter is to present, interpret and analyse data collected through questionnaires and interview schedules on Developmental Local Government: The case of challenges facing Capricorn District Municipality. The data regarding challenges facing Developmental Local Government was collected using quantitative and qualitative methods. These methods involve the application of questionnaires and interviews. The responses to the questionnaires items are presented graphically in tabular form and are followed by a brief synthesis of the findings for the item and the responses to the interview schedule are presented in a narrative form and are followed by a brief interpretation of the findings.

4.2 ANALYSIS OF DATA COLLECTED THROUGH QUESTIONNAIRES

In this section, the researcher presents data collected through questionnaire and the information will be presented in graphical tabular format, frequencies and percentages. The section will be categorised into two sections which are section A and Section B.

4.2.1 Section A: Personal particulars of respondents

The researcher in this subsection presents the personal particulars of the respondents in this study. The information is presented in graphical and tabular form and followed by a synthesis of the findings.

Table 4.1 Gender of respondents

	Response	Frequencies	Percentage
1	Male	67	56%
2	Female	53	44%
	TOTAL	120	100%

Table 4.1 presents the personal particulars of the respondents in terms of gender. From the above table 67 (56%) were males, whereas 53 (44%) were females. Majority of the respondents who took part in the study were males. The above statistics can also be interpreted as indicating the *status quo* with regard to gender representation within the management echelon of the Capricorn District Municipality.

Table 4.2 Age of the respondents

	Response	Frequencies	Percentage
1	Less than 21 years	01	1%
2	22 - 30 years	21	18%
3	31 - 40 years	53	46%
4	41 - 50 years	29	23%
5	51 years and above	16	12%
	TOTAL	120	100%

Most of the respondents, 53 (which constitute 46%) who took part in this study were aged between 31 and 40 years. This was followed by the age group between 41 and 50 Years which had 29 (23%) respondents. Twenty one, 21 (18%) of the respondents were aged between 22 and 30 years and 16 (12%) of the respondents were 51 years and above. Of the total respondents, only 01 (1%) was less than 21 years. It can therefore be concluded that the majority of the respondents who took part in this study were aged between 31 to 40 years. This can also be interpreted to mean that responses given are not dominated by people clinging to old school of thought and systems of local government, but are dominated by modern managers which are receptive to change and new ideas.

Table 4.3 Mother tongue of the respondents

	Response	Frequencies	Percentage
1	Sepedi	80	67%
2	Afrikaans	10	8%
3	Isixhosa	25	21%
4	English	05	4%
	TOTAL	120	100%

The majority of the respondents 80 (67%) used Sepedi as the mother tongue, followed by 25 (21%) respondents who use isiXhosa. Ten, 10 (8%), of the respondents use Afrikaans while the remaining 05 (4%) use English as a means of communication. As far as other languages are concerned there are no respondents who spoke other languages apart from those listed by the researcher.

Table 4.4 Highest professional qualification of respondents

	Response	Frequencies	Percentage
1	Grade 11 or less	18	15%
2	Grade 12	44	37%
3	Diploma	36	30%
4	Degree	22	18%
5	Post Degree	0	0%
	TOTAL	120	100%

Only 18 (15%) of the respondents had less than Grade 11 on academic level, while 22 (18%) were at degree level. At grade 12 level the number of respondents stood at 44 (37%) while 36 (30%) had diplomas. There were no respondents who had a post degree qualification. This indicates their general understanding of local government systems and processes, thereby putting them in a better position to respond to the questionnaire from an informed position..

Table 4.5 Post level of respondents

	Response	Frequencies	Percentage
1	Lower level management	40	33%
2	Middle level management	24	20%
3	Senior Management	17	14%
4	Portfolio Chairperson	01	1%
5	Others	38	32%
	TOTAL	120	100%

Table 4.5 outlines that 40 (33%) of the 120 respondents were at lower level management while 38 (32%) were community members. At the middle level management there were 24 (20%) respondents. Seventeen, 17 (14%) of the respondents were at senior management level. Only 01 (1%) were at portfolio chairperson level. A total 38 (32%) respondents were in the others categories. This category constituted members of the community who did not necessarily fall under any job description in the municipality.

Table 4.6: Municipality of respondents

Municipality of Respondent	Frequencies	Percentage
Capricorn District Municipality	27	23%
Aganang	15	13%
Blouberg	18	15%
Polokwane	27	23%
Lepelle- Nkumpi	18	15%
Molemole	15	13%
TOTAL	120	100%

From table 4.6 Capricorn District municipality and Polokwane Municipality had the greatest number of respondents which was 27 (23%) while Lepelle-Nkumpi and Blouberg municipalities both had 18 (15%). Molemole municipality had 15 (13%) while Aganang also had 15 (13%) respondents. From the above statistics it can be realized that there was a fair distribution of respondents. Capricorn district and Polokwane municipality are larger municipalities which have a greater population while the other municipalities a fairly small municipalities. The fair distribution of respondents allows for an accurate assessment of the challenges facing the municipalities with regards to developmental local government.

4.2.2 Section B: Developmental Local Government in South Africa

In this subsection data is analyzed using graphical statistics which arose from the survey questionnaire. This sub-section will be divided into four themes which are the importance of developmental local government, the challenges facing the Capricorn District Municipality with regard to developmental local government, assessment on whether the Capricorn District Municipality has the resources to initiate developmental local government and Strategies that can be used to overcome the challenges of developmental local government.

4.2.2.1 The importance of developmental local government

This sub-section presents data regarding the importance of Developmental local government. Data is analyzed using graphical statistics which arose from the survey questionnaire respondents. The data is presented in the form of tables followed by a brief interpretation.

Table 4.7 Developmental Local Government has ensured effective service delivery

	Response	Frequencies	Percentage
1	Strongly agree	13	11%
2	Agree	102	85%
3	Not sure	0	0%
4	Disagree	05	4%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.7 shows that the majority of the respondents, 102 (85%) agreed to the idea that developmental local government has ensured effective service delivery whereas only 05 (4%) of the respondents disagreed. Thirteen, 13 (11%) of the respondents strongly agreed developmental local government has ensured effective service delivery. There was no respondent who strongly disagreed. There were no respondents who were not sure whether or not developmental local government has ensured effective service delivery. The above statistics can be an indication that the impact of developmental local government with regards to improved service delivery has been felt within the district. This is the reason why the majority of respondents (85%) agreed to the notion that developmental local government has ensured service delivery.

Table 4.8 Municipality has become an agent for maximising social development and economic growth

	Response	Frequencies	Percentage
1	Strongly agree	36	30%
2	Agree	72	60%
3	Not sure	05	4%
4	Disagree	07	6%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.8 indicated 72 (60%) of the respondents agreed that developmental local government has become an agent for maximising social development and economic growth while 07 (6%) of respondents disagreed. Out of the 120 respondents 36 (30%) strongly agreed that developmental local government has become an agent for maximising social development and economic growth whereas there were no respondents who strongly disagreed. Of the total respondents, 05 (4%) were not sure whether the municipality has indeed become an agent for maximising social development and economic growth. From the above table the majority of the respondents agreed to the effect that Capricorn district is maximizing social development and economic growth. The past system of local government only gave service delivery powers to local government; it was not developmental in nature. Now local government is expected to be developmental, which means it also has to focus on economic development.

Table 4.9 Developmental local government is ensuring community development through community involvement, integrating and co-ordinating.

	Response	Frequencies	Percentage
1	Strongly agree	37	31%
2	Agree	75	63%
3	Not sure	05	4%
4	Disagree	03	3%
5	Strongly disagree	0	0%
	TOTAL	120	100%

In Table 4.9, it can be noted that 75 (63%) respondents agree to the idea that Developmental Local Government is ensuring community development through community involvement, integrating and co-ordinating while 03 (3%) chose to disagree to the same statement. Thirty Seven, 37 (31%) respondents strongly agreed that developmental local government is ensuring community development through community involvement, integrating and co-ordinating. Five (4%) of the respondents were undecided on whether developmental local government is ensuring community development through community involvement, integrating and co-ordinating. There was no respondent who strongly disagreed. The Batho Pele principles, states that Local Government should ensure community involvement and participation. The above table is an indication that the municipality is ensuring community development through community involvement, integrating and coordinating.

Table 4.10 Municipalities are becoming agents for social development and employment creation

	Response	Frequencies	Percentage
1	Strongly agree	19	16%
2	Agree	94	78%
3	Not sure	07	6%
4	Disagree	0	0%
5	Strongly disagree	0	0%
	TOTAL	120	100%

According to Table 4.10 a majority 94 (78%) agreed that municipalities are becoming agents for social development and employment creation while none of the respondents were in disagreement. A further 19 (16%) respondents strongly agreed that municipalities are becoming agents for social development and employment creation while no respondents disagreed with the same sentiments. Of the total respondents 07 (6%) were not sure whether or not municipalities are becoming agents for social development and employment creation. The findings indicate that a total of 94% of the respondents indicated municipalities are becoming agents for social development and employment creation. This is an indication of the community awareness with regards to municipalities as agents for social development and employment creation.

Table 4.11 Developmental Local Government has become an agent for democratizing development, that is, public participation and regular communication between the Municipal Councils and the community.

	Response	Frequencies	Percentage
1	Strongly agree	24	20%
2	Agree	83	69%
3	Not sure	10	8%
4	Disagree	0	0%
5	Strongly disagree	03	3%
	TOTAL	120	100%

From the one hundred and twenty (120) respondents who took part in the study 83 (69%) agreed that developmental local government has become an agent for democratizing development, that is, public participation and regular communication between the municipal councils and the community while none of the respondents disagreed. An additional 24 (20%) strongly agreed while in contrast 03 (3%) strong disagreed that developmental local government has become an agent for democratizing development. Only 10 (8%) respondents were not sure whether or not developmental local government has indeed become an agent for democratizing development, that is, public participation and regular communication between the municipal councils and the community undecided. There were no respondents who disagreed. The conclusion can be drawn from table 4.11 is that the majority of the respondents who took part in this study at 107 (89%) agreed with the idea that developmental local government has become an agent for democratizing development, that is, public participation and regular communication between the Municipal Councils and the community.

Table 4.12 Developmental local government has promoted better leading abilities in the municipality

	Response	Frequencies	Percentage
1	Strongly agree	30	25%
2	Agree	74	62%
3	Not sure	11	9%
4	Disagree	05	4%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.12 reveals that 74 out of the 120 respondents (62%) agreed that developmental local government has promoted better leading abilities in the municipality while only 05 out of the 120 (4%) disagreed (5%) with the same statement. Thirty 30 (25%) respondents strongly agreed that developmental local government has promoted better leading abilities in the municipality while none of the respondents strongly disagreed to the same statement. Of the total respondents 11 (9%) were undecided on whether developmental local government has promoted better leading abilities in the municipality.

4.2.2.2 Challenges facing the Capricorn District Municipality with regard to developmental local government

This sub-section presents data regarding the challenges facing Capricorn district municipality with regards to developmental local government. Data is analyzed using graphical statistics which arose from the survey questionnaire respondents. The data is presented in the form of tables followed by a brief interpretation.

Table 4.13 Lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities

	Response	Frequencies	Percentage
1	Strongly agree	57	47.5%
2	Agree	60	50%
3	Not sure	0	0%
4	Disagree	03	2.5%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.13 indicates that 60 (50%) of the respondents agreed that lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities whereas 03 (2.5%) of the respondents disagreed. A further 57 (47.5%) respondents strongly agreed that lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities while none of the respondents strongly disagreed. None of the respondents were not sure on whether lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities. From the table it can be determined that 117 (97.5%) which constitute a majority were in support of the idea that lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities. In terms of the Local Government: Municipal Systems Act 32 of 2000, municipalities have to inform residents about their rights and duties. Furthermore, municipalities must take into account the special needs of women, the disabled, the illiterate and other disadvantaged groups when putting public participation structures and processes in place. Community participation can only be effective when the community are adequately taught and understand developmental local government.

Table 4.14 Political differences amongst political parties are being dealt with so as not to affect community development and service delivery.

	Response	Frequencies	Percentage
1	Strongly agree	6	5%
2	Agree	69	57.5%
3	Not sure	21	17.5%
4	Disagree	24	20%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.14 shows the results on whether or not political differences amongst political parties are being dealt with so as not to affect community development and service delivery. The responses to this indicate that 69 out of the 120 (58%) respondents agree while 24 (20%) of them disagree. Another 06 (5%) strongly agreed with the position that political differences amongst political parties are being dealt with so as not to affect community development and service delivery while there were no respondents who strongly disagreed. A further 21 (18%) of the respondents remained not sure on whether or not political differences amongst political parties are being dealt with so as not to affect community development and service delivery. The majority of the respondents 75 (62.5%) supported the statement that political differences amongst political parties are being dealt with. Political differences amongst political parties affect collective informed political decision-making in council. In some cases the ruling party and the opposition seldom support each other on a motion for the sake of it rather than on a matter of political policy and principle. It is therefore mostly a question of scoring party political points than a collective effort to improve the lives of residents. However from the above table it can be interpreted that these political differences are being dealt with.

Table 4.15 Local municipalities are free from political interference as such are able to provide household infrastructure and services.

	Response	Frequencies	Percentage
1	Strongly agree	03	2.5%
2	Agree	41	34.2%
3	Not sure	26	21.7%
4	Disagree	46	38.3%
5	Strongly disagree	04	3.3%
	TOTAL	120	100%

Table 4.15 indicates that 46 (38.3%) of the respondents strongly disagreed that the local municipalities are free from political interference as such are able to provide household infrastructure and services while in contrast 41 (34.2%) agreed to the same statement. A further 03 (2.5%) of respondents strongly agreed while 04 (3.3%) strongly disagreed to the statement that the local municipalities are free from political interference as such are able to provide household infrastructure and services. Twenty six, 26 (21.7%) respondents were undecided on whether indeed the local municipalities are free from political interference as such are able to provide household infrastructure and services. Conflict between political and administrative leadership affect service delivery. Political/Administration dichotomy has historically always been an issue in public administration. It is difficult to separate the roles of political and administrative leadership in practice. In theory, one determines and develops policy, while the other implement. In practice, this is not actually true, as officials also play an important role in policy development. The majority of the respondents disagreed to the argument that political differences amongst political parties are being dealt with so as not to affect community development and service delivery.

Table 4.16 Municipalities are consulting with key stakeholders and interest groups during IDP processes budget formulation.

	Response	Frequencies	Percentage
1	Strongly agree	09	7.5%
2	Agree	67	55.8%
3	Not sure	29	24.2%
4	Disagree	15	12.5%
5	Strongly disagree	0	0%
	TOTAL	120	100%

From the 120 respondents who took part in this study, Table 4.16. reveals that altogether 76 (63.3%) of the respondents either agreed or strongly agreed with the view that municipalities are consulting with key stakeholders and interest groups during IDP processes budget formulation while 15 (12.5%) disagreed with the same view. Twenty nine, 29 (24.2%) of the respondents were not sure whether or not the view that municipalities are consulting with key stakeholders and interest groups during IDP processes budget formulation was true. There were no respondents who strongly disagreed. The high number of affirmative responses to the statement is an indication that stakeholders are being consulted and taking part in governance. This does not, however, mean that the consultative process cannot be improved.

Table 4.17 Huge backlogs in service delivery affect the municipalities` ability to create liveable, integrated cities, towns and rural areas

	Response	Frequencies	Percentage
1	Strongly agree	53	44.2%
2	Agree	55	45.8%
3	Not sure	12	10%
4	Disagree	0	0%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.17 indicates that 55 (45.8%) of the respondents agreed to the statement that huge backlogs in service delivery affect the municipalities` ability to create live-able, integrated cities, towns and rural areas while an additional 53 (44.2%) strongly agreed to the same sentiments. Only 12 (10%) were undecided on whether huge backlogs in service delivery affect the municipalities` ability to create live-able, integrated cities, towns and rural areas. There were no responses opposing the view. The responses to this statement indicate that an up to date service delivery is the starting point in a developmental state. Service delivery and socio-economic development should therefore go hand in hand.

Table 4.18 Local Economic Development policies are being implemented successfully.

	Response	Frequencies	Percentage
1	Strongly agree	11	9.2%
2	Agree	22	18.3%
3	Not sure	12	10%
4	Disagree	63	52.5%
5	Strongly disagree	12	10%
	TOTAL	120	100%

A greater number of respondents 63 (52.5%) disagreed to the notion that local economic development policies are being implemented successfully while Table 4.18 further shows that in direct contrast, 22 (18.3%) agreed. Twelve, 12 (10%) respondents strongly disagreed to the notion that local economic development policies are being implemented successfully while 11 (9.25) strongly agreed. Only 12 respondents which makes about 10% remained undecided whether or not local economic development policies are being implemented successfully .Local Economic Development policies` implementation success rate at local government sphere are far from satisfactory. The high number of respondents who disagreed with the statement indicates that local economic development policies are still a challenge in the local government sphere when it comes to implementation. There is generally a gap between policy formulation and implementation in local government. This means that attention should not be given to policy formulation only, but also to implementation. Well formulated policies are useless unless they are implemented, monitored and evaluated regularly to check on impact.

4.2.2.3 Assessment on whether the Capricorn District Municipality has the resources to initiate developmental local government

This sub-section presents data regarding the assessment that was done through the questionnaires on whether the Capricorn District Municipality has the resources to initiate developmental local government. Data is analyzed using graphical statistics which arose from the survey questionnaire respondents. The data is presented in the form of tables followed by a brief interpretation.

Table 4.19 Capricorn District Municipalities has stable financial resources to be able to sustain service delivery without national government support

	Response	Frequencies	Percentage
1	Strongly agree	01	0.8%
2	Agree	08	6.7%
3	Not sure	14	11.7%
4	Disagree	91	75.8%
5	Strongly disagree	06	5%
	TOTAL	120	100%

Table 4.19 shows that 91 out of 120 respondents which makes about 75.8% disagreed that Capricorn District Municipalities has stable financial resources to be able to sustain service delivery without national government support while only 08 (6.7%) agreed to the same view. An additional 06 (5%) strongly disagreed with the statement that Capricorn District Municipalities has stable financial resources to be able to sustain service delivery without national government support whereas only 01 (0.8%) respondent strongly agreed. A total of 14 (11.7%) respondents remained undecided on whether or not the municipalities has a stable financial resources to be able to sustain service delivery without national government. According to the Constitution of the Republic of South Africa, 1996 local government is a sphere of government with its original constitutionally enshrined powers and functions. This means that it is not a third level of government, as was the case in the past. It is not a function of national or provincial government or subordinate to them. It is independent, although it is interrelated with provincial and national government in one overall system of co-operative government. However, the results from the survey indicate that municipalities are not perceived as financially autonomous.

Table 4.20 The Capricorn District Municipality has the relevant critical skills and quality human resources with the required technical and managerial competence to ensure quality service delivery at the local government sphere.

	Response	Frequencies	Percentage
1	Strongly agree	17	14.2%
2	Agree	44	36.7%
3	Not sure	19	15.8%
4	Disagree	32	26.7%
5	Strongly disagree	08	6.75%
	TOTAL	120	100%

Of the total respondents, Table 4.15 shows that 44 (36.7%) respondents agreed that the Capricorn District Municipality has the relevant critical skills and quality human resources with the required technical and managerial competence to ensure quality service delivery at the local government sphere while in direct contrast 32 (2.7%) disagree with the sentiments. While 17 (14.2%) respondents where strongly agreeing 8 (6.75%) strongly disagreed. A total of 19 (15,8%) respondents were undecided. From the above table it can be seen that there was a 17% difference between those who were in support of the statement that the municipality has the relevant critical skills and those against the idea. The responses indicate an urgent need for the Capricorn District Municipality to develop a comprehensive response to deal with critical skills shortages. The public sector normally cannot compete with the private sector, which offers competitive salaries and better working conditions. Lack of quality human resources with the required technical and managerial competence is compromising service delivery at the local government sphere.

Table 4.21 Newly developed townships are being accompanied by the necessary amenities and infrastructure

	Response	Frequencies	Percentage
1	Strongly agree	01	0.8%
2	Agree	40	33.3%
3	Not sure	61	50.8%
4	Disagree	16	13.3%
5	Strongly disagree	02	1.7%
	TOTAL	120	100%

Table 4.21 shows that the majority number of respondents 61 (50.8%) were undecided as to whether or not newly developed townships were being accompanied by the necessary amenities and infrastructure. Forty, 40 (33.3%) of the respondents agreed that newly developed townships are being accompanied by the necessary amenities and infrastructure while 16 out of 120 (13.3%) disagreed to the same statement. Only 02 (1.7%) respondents strongly disagreed while only 1 (0.8%) strongly agreed. From the table it can be alleged that most of the respondents chose to stay indifferent. Local Government is currently struggling with building sustainable communities, since newly developed townships are not accompanied by the necessary amenities. The large number of responses agreeing with the statement indicates that local government should not simply build houses, but establish human settlement and sustainable communities. This calls for proper planning and the involvement of all stakeholders at all early stages of township development. Schools, shopping centres, clinics and other amenities are also part and parcel of a township's establishment. This would enhance quality service delivery. A comprehensive package of services should be considered.

Table 4.22 Local government legislation, regulations and other directives that have been enacted recently have been accompanied by development programs to enhance the implementation thereof.

	Response	Frequencies	Percentage
1	Strongly agree	01	0.8%
2	Agree	63	52.5%
3	Not sure	12	10%
4	Disagree	40	33.3%
5	Strongly disagree	04	3.3%
	TOTAL	120	100%

Table 4.22 shows that 63 (52.5%) respondents agree that local government legislation, regulations and other directives that have been enacted recently have been accompanied by development programs to enhance the implementation thereof whereas 40 (33.3%) respondents disagreed with the same view. Only 04 (3.3%) of the respondents strongly disagreed; while 01 (0.8%) strongly agreed. 12 (10%) were undecided on whether local government legislation, regulations and other directives that have been enacted recently have been accompanied by development programs to enhance the implementation thereof. The high positive response to the statement indicates that national and provincial government are playing their role in capacitating municipalities. However there is room for development. Passing legislation without looking at the capacity of local government to implement, means that incidents of legislative compliance are not given much prominence. Legislation, if not implemented, is as good as not being in place.

Table 4.23 Alternative service delivery methods are being pursued by the Capricorn District Municipality to reduce pressure on available resources

	Response	Frequencies	Percentage
1	Strongly agree	01	0.8%
2	Agree	20	16.7%
3	Not sure	29	24.2%
4	Disagree	55	45.8%
5	Strongly disagree	15	12.5%
	TOTAL	120	100%

Table 4.23 shows that altogether 55 (45.8%) and 15 (12.5%) of the respondents disagreed and strongly disagreed respectively with the view that alternative service delivery methods are being pursued by the Capricorn District Municipality as a way of reducing pressure on available resources. A total of 29 (24.2%) were undecided on whether or not alternative service delivery methods are being pursued by the Capricorn District Municipality as a way of reducing pressure on available resources. Twenty 20 (16.7%) agreed; while 01 (0.8%) strongly agreed with the statement that alternative service delivery methods are being pursued by the Capricorn District Municipality to reduce pressure on the available resources. The Municipality needs to pursue alternative ways of service delivery. Services should not be provided through traditional methods only; the private sector and community-based organization can also play an important role. The Municipality cannot be expected to provide services alone. The massive service delivery backlogs necessitate the assistance of other partners and spheres of government hence there is need for the municipality to explore other alternative methods of service delivery.

4.2.2.4 Strategies that can be used to overcome the challenges of developmental local government

This sub-section presents data regarding the strategies that can be used to overcome the challenges of developmental local government. Data is analyzed using graphical statistics which arose from the survey questionnaire respondents. The data is presented in the form of tables followed by a brief interpretation.

Table 4.24 The communities are being educated on the meaning and importance of Developmental Local Government

	Response	Frequencies	Percentage
1	Strongly agree	05	4.2%
2	Agree	97	80.8%
3	Not sure	05	4.2%
4	Disagree	13	10.8%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.24 shows that 97 out of 120 respondents which makes about 80.8% agreed that communities are being educated on the meaning and importance of Developmental Local Government while 13 (10.8%) disagreed with the same view. Another 05 (4.2%) of the respondents strongly agreed to the same statement that communities are being educated on the meaning and importance of Developmental Local Government. According to the shown results in table 4.24 none of the respondents strongly disagreed. However 05 (4.2%) respondents remained undecided with the statement that the communities are being educated on the meaning and importance of Developmental Local Government.

Table 4.25 South African Local Government Administration (SALGA) is playing its municipal capacity development role effectively

	Response	Frequencies	Percentage
1	Strongly agree	01	0.8%
2	Agree	48	40%
3	Not sure	29	24.2%
4	Disagree	40	33.3%
5	Strongly disagree	02	1.7%
	TOTAL	120	100%

The results in Table 4.25 indicate that a total of 59 (40.8%) of the respondents were in support of the statement that South African Local Government Administration (SALGA) is playing its municipal capacity development role effectively. However an almost equal number of respondents 42 (35%) were not in support of the assumption. The remaining 29 (24.2%) were not sure of SALGA`s role in developmental local government. SALGA is an association of municipalities established and mandated to strengthen local government voice and its ability to deliver sustainable services. From the above results 35% of the respondents were in agreement that SALGA is not yet playing there developmental role. The above results indicate that SALGA is not fulfilling its legislative function.

Table 4.26 There is enough internal controls in the Capricorn District Municipality.

	Response	Frequencies	Percentage
1	Strongly agree	05	4.2%
2	Agree	25	20.8%
3	Not sure	23	19.2%
4	Disagree	67	55.8%
5	Strongly disagree	0	0%
	TOTAL	120	100%

From Table 4.26 the majority of respondents 67 (55.8%) disagreed that there is enough internal controls in the Capricorn District Municipality while 25 (20.8%) respondents agreed to the same sentiments. Table 4.26 further shows that only 5 (4.2%) respondents strongly agreed. A total of 23 (19.2%) respondents were not sure on whether or not there is enough internal control in the Capricorn District Municipality. None of the respondents strongly disagreed. The results indicate that there is a lack of internal control. This indicates a serious lack of good corporate governance.

Table 4.27 Low voter turnout in local government elections can be used as an indication of community dissatisfaction with municipal service delivery

	Response	Frequencies	Percentage
1	Strongly agree	37	30.8%
2	Agree	57	47.5%
3	Not sure	09	7.5%
4	Disagree	17	14.2%
5	Strongly disagree	0	0%
	TOTAL	120	100%

Table 4.27 shows that 57 (47.5%) respondents agreed that low voter turnout in local government elections is an indication of community dissatisfaction with municipal service delivery while 17 (14.2%) disagreed with the same statement. Another 37 (30.8%) strongly agreed to the same statement. A further 09 (7.5%) respondents remained undecided on whether low voter turnout in local government elections is an indication of community dissatisfaction with municipal service delivery. There were no respondents who strongly disagreed. Participation in government starts with taking part in an election and goes beyond elections. Voter apathy has a potential to spill over to non-participation in decision-making processes, thereby making the government less accountable.

4.3 ANALYSIS OF DATA COLLECTED THROUGH INTERVIEWS

This section presents data collected through interviews. The information will be presented in narrative form.

4.3.1 Question 1: What is the importance of Developmental Local Government?

Respondent: A

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government ensures adequate levels of basic service delivery to all residents in the municipalities.

Respondent: B

With regard to the question on the importance of Developmental Local Government, the respondent indicated that developmental local government has improved delivery of quality housing to the communities.

Respondent: C

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government has improved the maintenance of infrastructure such as libraries, community halls etc. and also safekeeping of government assets in the local municipalities and communities.

Respondent: D

With regard to the question on the importance of Developmental Local Government, the respondent highlighted that developmental local government builds local democracy.

Respondent: E

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government has managed to identify and address the issues on infrastructure and service delivery backlogs though a lot of work still needs to be done.

Respondent: F

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government developmental local government has reduced poverty, unemployment and socio-economic challenges.

Respondent: G

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government will help municipalities to have long-term development programs.

Respondent: H

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government has led to better leading abilities in communities.

Respondent: I

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government will improve better citizen participation.

Respondent: J

With regard to the question on the importance of Developmental Local Government, the respondent stated that developmental local government has come up with improved procurement policies promoting the previously disadvantaged.

In conclusion with regard to the question on the importance of Developmental Local Government, the respondents stated that developmental local government ensures adequate levels of basic service delivery to all residents in the municipalities. Another respondent indicated that developmental local government has improved delivery of quality housing to the communities. Developmental Local Government, has improved the maintenance of infrastructure such as libraries, community halls etc. and also safekeeping of government assets in the local municipalities and communities. In addition the respondents also highlighted that developmental local government builds local democracy and that developmental local government has managed to identify and address the issues on infrastructure and service delivery backlogs though a lot of work still needs to be done. Another respondent stated that developmental local government has reduced poverty, unemployment and socio-economic challenges. The respondents also stated that developmental local government will help municipalities to have long-term development programs. With regard to the question on the importance of Developmental Local Government another respondent stated that developmental local government has led to better leading abilities in communities and will improve better citizen participation. Developmental local government has also come up with improved procurement policies promoting the previously disadvantaged.

4.3.2 Question 2: What are the challenges facing the Capricorn District Municipality in terms of Developmental Local Government?

Respondent A

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that there is a lack of competent and qualified staff with managerial skills on senior levels.

Respondent B

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that there is a challenge with regards to communication between the municipality and the communities.

Respondent C

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that there is lack of co-ordination between different spheres of government.

Respondent D

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that the municipalities are not making use of alternative service delivery and comprehensive small, medium and micro enterprise development programs.

Respondent E

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that there is challenge of scarce skills in the technical fields.

Respondent F

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that the municipality is failing to develop certain areas because of land invasion and squatters.

Respondent G

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that there are socio-economic challenges such as HIV and AIDS.

Respondent H

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that there is duplication of functions. Some of the roles are not clearly defined. Need for role clarification between political offices, politicians and administrators.

Respondent I

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that there is of lack of existing long-term development programs.

Respondent J

With regard to the question on the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the respondent stated that the other challenge is conflict between politicians and administrators.

In conclusion on the question of the challenges facing the Capricorn District Municipality in terms of Developmental Local Government the respondents stated that there is a lack of competent and qualified staff with managerial skills on senior levels. It was also stated that there is a challenge with regards to communication between the municipality and the communities and lack of co-ordination between different spheres of government. Another noted challenge with regard to the question on the challenges facing the Capricorn District in terms of developmental local government, the respondents stated that the municipalities are not making use of alternative service. The respondents also noted that there is challenge of scarce skills in the technical fields. In addition the respondents stated that the municipality is failing to develop certain areas because of land invasion and squatters and socio-economic ills such as HIV and AIDS. The other noted challenge was that there is duplication of functions. Some of the roles are not clearly defined. Need for role clarification between political offices, politicians and administrators. The respondents also stated that there is of lack of existing long-term development programs and also conflict between politicians and administrators was another challenge facing the municipality.

4.3.3 Question 3: Does Capricorn District Municipality have the resources to initiate Developmental Local Government?

Respondent A

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent gave no for an answer with the reason that there is lack of competent and qualified staff within the municipalities.

Respondent B

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent gave yes for an answer stating that the national government financial support the category C municipalities.

Respondent C

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent gave no for an answer with the motivation that there are vacancy levels in the municipality which is an indication that there is not enough staff.

Respondent D

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent agreed and stated that the community contributes financially through paying taxes and rates.

Respondent E

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent stated that the municipality lacks scarce skills in the technical fields.

Respondent F

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent disagreed and stated that due to corruption available resources are being misdirected.

Respondent G

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent said no and gave the reason that the available infrastructure is now old and dilapidated hence there is need for new infrastructure.

Respondent H

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent agreed and stated that local government do not operate in isolation. They receive support from the national government as such resources are available.

Respondent I

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent stated that there is misappropriation of the available resources which is hampering the municipalities` ability to carry out their developmental role.

Respondent J

With regard to the question on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the respondent disagreed and stated that the municipalities are not making use of alternative service delivery programs.

In conclusion, on whether Capricorn District Municipality has the resources to initiate Developmental Local Government the majority of the respondent disagreed. The respondents stated that there is lack of competent and qualified staff within the municipalities and that there are vacancy levels in the municipality which is an indication that there is not enough staff. Another respondent also concurred and stated that the municipality lacks scarce skills in the technical fields. Another factor that the respondents stated was that due to corruption the few available resources are being misdirected. Misappropriation of the available resources is hampering the municipalities` ability to carry out their developmental role. The available infrastructure is now old and dilapidated hence there is need for new infrastructure. The respondents stated that the municipalities are not making use of alternative service delivery programs. However other respondents agreed and gave yes for an answer stating that the national government financial support the category C municipalities. Communities contributes financially through paying taxes and rates. Local government do not operate in isolation. They receive support from the national government as such resources are available.

4.3.4 Question 4: What strategies can be used to overcome the challenges of Developmental Local Government?

Respondent A

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that as a strategy there is need to appoint competent and qualified staff with managerial skills on senior levels.

Respondent B

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that closer relationships with communities must be established.

Respondent C

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that the municipality must develop credible IDP, Budget and Performance Management System.

Respondent D

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that there is need to develop a human resources development strategy to deal with skills shortages.

Respondent E

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that the municipality must explore alternative sources of funding and prioritising the budget in order to address infrastructure and service delivery backlogs.

Respondent F

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that service delivery backlogs should be dealt with not only by the Municipality, but by all stakeholders, which include other spheres of government, the private sector and donors.

Respondent G

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that the municipalities must improve on internal communication.

Respondent H

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that there is need to review and improve administrative systems.

Respondent I

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that effective land invasion controls must be put in place to deal with squatters.

Respondent J

With regard to the question on the strategies can be used to overcome the challenges of Developmental Local Government, the respondent stated that there is need for Introduction of programs to ensure that the previously disadvantaged are awarded municipal tenders

In conclusion, on the strategies can be used to overcome the challenges of Developmental Local Government. The respondents stated that as a strategy there is need to appoint competent and qualified staff with managerial skills on senior levels. Another proposed strategy that closer relationships with communities must be established. Municipality must develop credible IDP, Budget and Performance Management System. The respondent stated that there is need to develop a human resources development strategy to deal with skills shortages, the municipality must explore alternative sources of funding and prioritising the budget in order to address infrastructure and service delivery backlogs. Service delivery backlogs should be dealt with not only by the Municipality, but by all stakeholders, which include other spheres of government, the private sector and donors. The respondent stated that effective land invasion controls must be put in place to deal with squatters. The respondents further stated that the municipalities must improve on internal communication and that there is need to review and improve administrative systems. The respondents stated that there is need for Introduction of programs to ensure that the previously disadvantaged are awarded municipal tenders

4.4 CONCLUSION

In this chapter, data obtained from the respondents was presented, analysed and interpreted. The results were interpreted against the background of the original assumption, as explained in Chapter One that motivated the researcher to undertake the study. The majority number of respondents who took part in responding to the questionnaires were males and in addition the greater number was between the ages of 31 years to 40 years. The respondents highlighted their understanding of the notion of development local government, its challenges and the strategies that can be used to improve the effectiveness of the local government in their quest to become developmental. The next chapter presents discussions of findings, recommendations for the study and recommendation for further research studies.

CHAPTER 5: FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

In this chapter an overview of the study is presented focusing on the research question, the aims of the study and the research methods applied to solve the research problem. The chapter presents the major findings of the study, recommendations that are brought forward as strategies that can be used by the Capricorn District Municipality to address the challenges being faced as far as the implementation of developmental local government is concerned. The researcher also gives recommendations for future research study on a similar research context.

5.2 OVERVIEW OF THE RESEARCH STUDY

This study focused on the challenges being faced by Developmental Local Government in South Africa with specific reference to the Capricorn District Municipality. Local government in South Africa has undergone significant and far-reaching changes. The Constitution of the Republic of South stipulates that local government is no longer expected to render basic services only, but also to serve as an agent of development. Mixed research method was used to obtain a picture on the challenges facing developmental local government. Mixed research method made use of qualitative and quantitative methodology. Quantitative methodology was employed in this study because it enabled the researcher to test relationships, describe and examine cause and effect relations. Qualitative research was applied because a problem or issue needs to be explored. The sampled respondents of this study consisted of municipal managers, councillors, standing committee chairpersons and members of the community. Two data analysis methods will be used that is thematic analysis and statistical analysis. Data collected through questionnaire was analysed with the aid of tables to present respondents' perceptions in terms of percentage and some excerpts from literature to support the findings.

The objectives of the study were

- To determine the importance of developmental local government
- To determine the challenges facing the Capricorn District Municipality with regard to developmental local government.
- To assess whether the Capricorn District Municipality has the resources to initiate developmental local government
- To recommend the strategies that can be used to overcome the challenges of developmental local government

The critical research questions that the study attempted to answer included the following:

- What is the importance of Developmental Local Government?
- What are the challenges facing the Capricorn District Municipality in terms of Developmental Local Government?
- Does Capricorn District Municipality have the resources to initiate Developmental Local Government?
- What strategies can be used to overcome the challenges of Developmental Local Government?

5.3 MAJOR FINDINGS OF THE STUDY

The section presents the major findings of the study. The researcher made the following major findings. These findings are based on the objectives of the study.

5.3.1 Major findings on the importance of developmental local government

The findings of the study revealed that with regards to the importance of developmental local government, a total of 115 (96%) of the respondents supported the idea that developmental local government was important in that it had ensured effective service delivery. These statistics can be an indication that the impact of developmental local government with regards to improved service delivery has been felt within the district. The study findings revealed that 108 (90%) of the respondents affirmed to the idea developmental local government has become an agent for maximising social development and economic growth. This is an indication developmental local government in Capricorn district municipality is being implemented according to the set principles in the white paper. Municipalities therefore have to identify various mechanisms to stimulate the economy in their areas. The study findings revealed that the majority of the respondents agreed to the effect that Capricorn district is maximizing social development and economic growth

The researcher found that 112 (94%) respondents supported the idea that developmental local government is ensuring community development through community involvement, integrating and co-ordinating. This is an indication that the municipalities are adhering to the Batho Pele principles, which states that Local Government should ensure community involvement and participation. The study findings revealed that municipalities are becoming agents for social development and employment creation. It was further discovered that a total of 113 (94.1%) respondents confirmed that the municipality was ensuring community development. The study findings indicate that a total of 94% of the respondents indicated municipalities are becoming agents for social development and employment creation. The researcher found out that there was a general agreement along the respondents, 107 (89%), that Developmental Local Government has become an agent for democratizing development, that is, public participation and regular

communication between the Municipal Councils and the community. The study findings also revealed that 104 (86.6%) of the respondents agreed that developmental local government has promoted better leading abilities in the municipality. This is an indication that the municipalities has understood the importance of developmental local government in bettering the communities.

From the interviews, the study findings revealed that the respondents agreed that developmental local government was important. The reasons given were that developmental local government ensures adequate levels of basic service delivery to all residents in the municipalities. The study findings further revealed that developmental local government has improved delivery of quality housing to the communities. The researcher also discovered that developmental local government has improved the maintenance of infrastructure such as libraries, community halls etc. and also safekeeping of government assets in the local municipalities and communities. The findings of the study also highlighted that developmental local government builds local democracy. Developmental local government has managed to identify and address the issues on infrastructure and service delivery backlogs though a lot of work still needs to be done. With regard to the question on the importance of Developmental Local Government, the researcher found out that that developmental local government developmental local government has reduced poverty, unemployment and socio-economic challenges. It has also helped municipalities to have long-term development programs and has led to better leading abilities in communities. From the interviews the study findings revealed that developmental local government will improve better citizen participation and that developmental local government has come up with improved procurement policies promoting the previously disadvantaged.

5.3.2 Major findings on the challenges facing the Capricorn District Municipality with regard to developmental local government

With regard to challenges facing developmental local government, the study findings revealed that lack of understanding affects the effectiveness of developmental local government importance. The researcher found out that a total of 117 (97.5%) respondents supported the idea that lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities. Community participation can only be effective when the community are adequately taught and understand developmental local government. A further finding with regard to challenges facing Capricorn district municipality with regard to developmental local government is that there is political differences and interference in the municipality. The findings revealed that 75 (62.5%) supported that political differences amongst political parties are being dealt with so as not to affect community development and service delivery. The study found out that political differences amongst political parties affect

collective informed political decision-making in council. The differences must be dealt with effectively so that they do not hamper development.

The researcher found out that altogether 76 (63.3%) of the respondents either agreed or strongly agreed with the statement that municipalities are consulting with key stakeholders and interest groups during IDP processes budget formulation. Lack of consultation can hinder the effectiveness of developmental local government. The high number of affirmative responses to the statement is an indication that stakeholders are being consulted and taking part in governance. The study also revealed that huge backlogs in service delivery affect the municipalities` ability to create liveable, integrated cities, towns and rural areas. The researcher found out that of the respondents who participated 108 (90%) affirmed to the idea. The study findings also revealed that a total of 75 (62.5%) respondents disagreed to the notion that local economic development policies are being implemented successfully LED policies` implementation success rate at local government sphere are far from satisfactory. The high number of respondents who disagreed with the statement indicates that local economic development policies are still a challenge in the local government sphere when it comes to implementation.

From the interviews that were carried out to ascertain some of the challenges facing the Capricorn District Municipality in terms of Developmental Local Government, the study findings revealed that respondent agreed that there were some challenges regarding developmental local government. The researcher discovered that there is a lack of competent and qualified staff with managerial skills on senior levels. It was also further discovered that there is a challenge with regards to communication between the municipality and the communities and that there is lack of co-ordination between different spheres of government. The study findings revealed that the municipalities are not making use of alternative service delivery. The study found out that there is challenge of scarce skills in the technical fields. The study findings also revealed that the other challenge that was also pointed out was that the municipality is failing to develop certain areas because of land invasion and squatters. The findings of the study also highlighted that there are socio-economic challenges such as HIV and AIDS. Further findings revealed that that there is duplication of functions. Some of the roles are not clearly defined. There is need for role clarification between political offices, politicians and administrators. The study findings also revealed that there is of lack of existing long-term development programs, the researcher also discovered that there was a challenge of conflict between politicians and administrators.

5.3.3 Major findings on whether the Capricorn District has the resources to initiate developmental local government

The study findings revealed that most of the respondents, 97(80.8%) disagreed that Capricorn District Municipalities has stable financial resources to be able to sustain service delivery without national government. The findings from the survey reveal that municipalities are not perceived as financially autonomous. The researcher also discovered that Capricorn District Municipality has the relevant critical skills and quality human resources with the required technical and managerial competence to ensure quality service delivery at the local government sphere. The findings, however revealed that there was a 17% difference between those who were in support of the statement that the municipality has the relevant critical skills and those against the idea. The responses indicate an urgent need for the Capricorn District Municipality to develop a comprehensive response to deal with critical skills shortages. The study revealed that 61 (50.8%) of the respondents were undecided on whether or not newly developed townships were being accompanied by the necessary amenities and infrastructure. Local Government is currently struggling with building sustainable communities, since newly developed townships are not accompanied by the necessary amenities. From the findings, the large number of responses agreeing with the statement indicates that local government should not simply build houses, but establish human settlement and sustainable communities.

The study found out that a total of 64 (53.3%) respondents agreed that local government legislation, regulations and other directives that have been enacted recently have been accompanied by development programs to enhance the implementation thereof. This is an indication that national and provincial government are playing their role in capacitating municipalities. However there is room for development. With regards to whether or not alternative service delivery methods were being pursued by Capricorn district municipality to reduce pressure on resources, the study findings revealed that altogether 70 (58.3%) of the respondents disagreed with the statement that alternative service delivery methods are being pursued by the Capricorn District Municipality to reduce pressure on the available resources.

With regards to data collected through interviews on whether or not Capricorn District Municipality has the resources to initiate Developmental Local Government, the study findings revealed that a majority of the respondents gave no for an answer. From the findings, it was revealed that this was on the basis that there is lack of competent and qualified staff within the municipalities. There are high vacancy levels in the municipality which is an indication that there is not enough staff. The municipality lacks scarce skills in the technical fields. The study findings further revealed that due to corruption available resources are being misdirected and that the available infrastructure is now old and dilapidated hence there is need for new infrastructure. The researcher also

discovered that there is misappropriation of the available resources which is hampering the municipalities` ability to carry out their developmental role that the municipalities are not making use of alternative service delivery programs. The study findings, however, revealed that Capricorn District Municipality has the resources to initiate Developmental Local Government stating that the national government financial support the category C municipalities and that the community contributes financially through paying taxes and rates. The study findings further revealed that local government do not operate in isolation. They receive support from the national government as such resources are available.

5.3.4 Major findings on the strategies that can be used to overcome the challenges of developmental local government.

On the major findings on the strategy that can be used to overcome the challenges of developmental local government, the study findings revealed that 102 out of 120 respondents which makes about 85% were in support of the view that communities are being educated on the meaning and importance of Developmental Local Government. This indicate that education on the meaning of developmental local government can enhance the performance of Capricorn district municipality. The researcher discovered that South African Local Government (SALGA) is another strategy that can be used to improve the status quo of local government. The findings from the study reveal that a total of 59 (40.8%) of the respondents were in support of the statement that South African Local Government Administration (SALGA) is playing its municipal capacity development role effectively. Further findings from the study showed that the majority of respondents 67 (55.8%) disagreed that there is enough internal controls in the Capricorn District Municipality. These findings reveal that there is lack of enough internal control which is an indication of a serious lack of good corporate governance. The study findings also revealed that lower voter turnout can be used as a way of evaluating whether the citizens are satisfied with the level of service delivery. From the questionnaires distributed, the researcher found out that 94 (87.8%) respondents agreed that low voter turnout in local government elections is an indication of community dissatisfaction with municipal service delivery. Participation in government starts with taking part in an election and goes beyond elections. The researcher found out that voter apathy has a potential to spill over to non-participation in decision-making processes, thereby making the government less accountable.

From the interviews the respondents gave some of the strategies that could be used to overcome the challenges of Developmental Local Government. The study findings revealed that as a strategy there is need to appoint competent and qualified staff with managerial skills on senior levels. The study findings also revealed that closer relationships with communities must be established. The municipality must develop credible IDP, budget and performance management

system and there is need to develop a human resources development strategy to deal with skills shortages. The study findings revealed that as a strategy the municipality must explore alternative sources of funding and prioritising the budget in order to address infrastructure and service delivery backlogs. Service delivery backlogs should be dealt with not only by the Municipality, but by all stakeholders, which include other spheres of government, the private sector and donors. The findings also revealed that there is also need for municipalities to improve on internal communication and to also review and improve administrative systems. Another mitigating strategy can be used to overcome the challenges of Developmental Local Government is the use of effective land invasion controls which must be put in place to deal with squatters.

5.4 CONCLUSION

This thesis investigated and analyzed critical challenges facing developmental local government in South Africa with reference to Capricorn District Municipality. The investigation was undertaken using employees, senior officials and chairpersons of portfolios at the Capricorn District Municipality. Although relatively new, the concept of developmental local government is a constitutional and legislative mandate that has to be implemented. The first chapter introduced the general background and conceptualization of developmental local government. In this chapter, the researcher presented the research problem statement, research objectives, research aims, limitation and delimitation of the study and the significance of study. Chapter two then went on to discuss the transformation of local government in South Africa through reviewing the available literature on the subject. The chapter discussed success factors and barriers to effective developmental local government. Focus was also put on the need for local government, the categories and types of local government in South Africa, the developmental role of local government, and strategic interventions to enhance the developmental role of local government. Chapter three provided the research design and the data collection methods that were used by the researcher. The chapter focused on the research design and methodology used in this research. This included the methods used in data collection. Mixed research method was used to obtain a picture on the challenges facing developmental local government. Chapter four provided a detailed account of data analysis from field findings and the discussion of the findings. Two data analysis methods were used, that is thematic analysis and statistical analysis. In chapter five summaries of the preceding chapters were briefly synthesized. Conclusions and recommendations regarding the challenges facing development local government, based on the empirical study conducted in chapter four were done. The chapter also provided a summary, conclusion and recommendation for further studies with regards to challenges facing developmental local government in South Africa.

5.5 RECOMMENDATIONS OF THE STUDY

The following are proposed recommendations that are made based on the findings of the study from the challenges facing developmental local government in South Africa with regard to Capricorn District Municipality. These recommendations are clustered according to the objectives of the study which were to determine the importance of developmental local government, determine the challenges facing the Capricorn District Municipality with regard to developmental local government, assessing whether the Capricorn District Municipality has the resources to initiate developmental local government and to recommend the strategies that can be used to overcome the challenges of developmental local government , based on the results of the study.

5.5.1 Recommendations on the importance of developmental local government

It is proposed that the municipality embarks on community awareness programs to inform people on the importance of Developmental local government. From the findings it was discovered that developmental local government has ensured effective service delivery. The findings statistics can be an indication that the impact of developmental local government with regards to improved service delivery has been felt within the district. However there is need for most of the community members to be also made aware of this new mandate of municipalities. It is also recommended that municipalities must identify various mechanisms to stimulate the economy in their areas. From the findings it was discovered that most of the respondents affirmed to the idea developmental local government has become an agent for maximising social development and economic growth. Therefore as a recommendation there is need for municipalities to come up with ways of enhancing social development and economic growth. As a way of municipality`s self-assessment and auditing, It is proposed that the municipality must improve and prioritize its monitoring and evaluation. Capricorn must come up with ways of evaluating its service delivery and development performance. This will assist in identifying shortfalls within the system and mitigating the consequences internally where possible. The researcher also discovered that most respondents supported the idea that Developmental Local Government is ensuring community development through community involvement, integrating and co-ordinating. However the community involvement is at a much slower rate than is healthy to the municipality. As a recommendation, the municipality must come up with task teams whose sole responsibility is community engagement. This will help the municipality in that they will not only wait until there is a major crisis for them to involve the community, but even on small matters the task teams can be moving around communities collecting information. The Batho Pele principles states that Local Government should ensure community involvement and participation.

With regards to municipalities becoming agents for social development and employment creation it is recommended that the municipality come up with alternative ways of creating employment with the communities. The researcher recommends that when awarding tenders' preference should be made to members of the local communities. Furthermore whoever is awarded a tender by the municipality must undertake to sub-contract and employ members of the local community. This will reduce unemployment and promote social development. The researcher also found out that there was a general agreement along the respondents that Developmental Local Government has become an agent for democratizing development, that is, public participation and regular communication between the Municipal Councils and the community. However because local government is located closer to the people than the other spheres of government it implies that local government is the appropriate sphere of government to be given all service delivery functions. Currently, services like education, sports, and recreational and social welfare services are rendered directly by the provincial government, and it is battling to do so effectively. Education has been the most severely affected and the state of education in the country is generally recognized as cause for concern. It is therefore recommended that, because provincial government is far removed from communities, these functions should be delegated to local government. This will enable provincial and national government to focus more on policy-making, support, capacity building and strengthening local government.

5.5.2 Recommendations on the challenges facing the Capricorn District Municipality with regard to developmental local government

With regard to challenges facing developmental local government the researcher discovered that lack of understanding affects the effectiveness of developmental local government importance. There is need for more community awareness programs to be rolled out. This will assist the municipality in improving its effectiveness with regard to providing services. A majority of respondents supported the idea that lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities. Community participation can only be effective when the community are adequately taught and understand developmental local government. It is therefore recommended that in schools, community participation must be taught as one of the subjects. This will help communities in developing an understanding that violent protest is not the only way of engagement and airing out their grievances. A further finding with regard to challenges facing Capricorn district municipality with regard to developmental local government is that there is political differences and interference in the municipality. Political differences amongst political parties affect collective informed political decision-making in council. The differences must be dealt with effectively so that they do not hamper development. The interference of political parties in matters of

developmental local government must be kept to a minimum. However it is difficult to separate the roles of political and administrative leadership in practice. In theory, one determines and develops policy, while the other implement. In practice, this is not actually true, as officials also play an important role in policy development.

With regards to IDP policy formulation the researcher recommends that the municipality must do thorough consultations with the key stakeholders and interest groups during IDP processes budget formulation. Lack of consultation can hinder the effectiveness of developmental local government. To enhance the development of realistic IDPs, it is recommended that the Department of Provincial and Local Government develop a universally applicable framework for IDPs. This will reflect the minimum requirements needed in an IDP. Once this is done, its costing and budget alignment will be much easier. The responses referred to above indicate that currently it cannot be convincingly claimed that in practice IDPs are informing budgets. It is further recommended that the municipality develop a long-term infrastructure development and maintenance plan and budget accordingly. Another challenge that was confirmed by the respondents was that of huge backlogs in service delivery affect the municipalities` ability to create live-able, integrated cities, towns and rural areas. Majority of the respondents who participated affirmed to the idea. As a recommendation the Capricorn District Municipality should do more to promote forward planning. The Municipality should have a five- to ten-year infrastructure, development and maintenance plan. Proper planning is vital, as the existing infrastructure will not be able to cope with the population and investment growth. This will prevent future generations from also having to deal with huge backlogs left by the current municipalities.

Local Economic Development policies` implementation success rate at local government sphere are far from satisfactory. The high number of respondents who disagreed with the statement indicates that local economic development policies are still a challenge in the local government sphere when it comes to implementation. This means that attention should not be given to policy formulation only, but also to implementation. Well formulated policies are useless unless they are implemented, monitored and evaluated regularly to check on impact.it is therefore recommended that that focus on local government should now move from planning to the implementation of programs and projects. There is a gap between policy making and implementation in local government sphere. The other recommendation is that Capricorn District Municipality should prioritize local economic development. More focus to be placed on economic development as well as poverty and job creation programs. Furthermore, the responses from the study indicate that most of the respondents felt that local government had not yet understood its economic development role. It is recommended that the Municipality develop a realistic economic development strategy and plan, with realistic timelines. The Municipality should not do this alone, but should include other stakeholders, such as business, labour and civil society. This is to enable

collective input and ownership. Poverty and appropriate alleviation programs should also be considered, as well as issues of economic transformation. This can be achieved through the use of various strategies, such as making procurement policies favourable to the previously disadvantaged as well as looking at the capacity development of small and medium enterprises and women, youth and business.

5.5.3 Recommendations on whether the Capricorn District has the resources to initiate developmental local government

Most of the respondents, disagreed that Capricorn District Municipalities has stable financial resources to be able to sustain service delivery without national government. As a recommendation the municipality must come up with its own alternative ways of attaining financial resources. The results from the survey indicate that municipalities are not perceived as financially autonomous. As a result the municipality must come up with ways of reducing expenses and cost within the municipality. One of the ways in which the municipality can cut cost is through doing its own projects. It was discovered that outsourcing cost more money than when a person just does the job themselves. Capricorn district municipality already has the relevant critical skills and quality human resources with the required technical and managerial competence to ensure quality service delivery at the local government sphere. These can be used to do projects in the communities instead of awarding tenders. This will reduce pressure on the available resources. The other recommendation is that there is an urgent need for the Capricorn District Municipality to develop a comprehensive response to deal with critical skills shortages. The researcher recommends that municipal capacity building should be prioritized by the municipality. An analysis of the survey responses shows that the municipalities are experiencing critical skills shortages. It is recommended that the Municipality focus on acquiring skilled qualified and competent officials. Furthermore, staff should not be appointed based on their political connections, but on their ability to do the job. An open, flexible and transparent but effective recruitment framework is also recommended.

The public sector is aggressively competing with the private sector for the scarce skilled personnel available, especially in the technical fields. It is recommended that a programme and strategy for the acquisition of scarce skills be developed. In addition to the acquisition of scarce skills, there is an equally present need to retain these skills. It is also recommended that the Municipality's study aid and bursaries, while being made available to all, must be biased towards areas of scarce skills, without compromising the need to improve other skills. It is also recommended that relevant municipal officials should attend service excellence training courses. It is also recommended that the Municipality should focus its attention not on building houses, but human settlements, with all the necessary amenities like schools, clinics, shopping centres and parks. The responses given

by respondents indicate that most of the respondents believed that local government was struggling with building sustainable communities. Local government should not simply build houses, but establish human settlement and sustainable communities. The majority of respondents agreed that local government legislation, regulations and other directives that have been enacted recently have been accompanied by development programs to enhance the implementation thereof. This is an indication that national and provincial government are playing their role in capacitating municipalities. However there is room for development. In order to enhance service delivery and development performance, it is recommended that councillors and officials are properly empowered and capacitated on local government legislation, regulations and other directives that have been enacted recently. They have to understand what is expected of them in terms of their developmental and service delivery mandates. They need to be properly empowered to do their work. In this regard, regular refresher courses and structured programs are recommended.

5.5.4 Recommendations on the strategies that can be used to overcome the challenges of developmental local government.

On the major findings on the strategy that can be used to overcome the challenges of developmental local government the findings reveal that communities are being educated on the meaning and importance of Developmental Local Government. This indicate that education on the meaning of developmental local government can enhance the performance of Capricorn district municipality. There is a need to improve on local participatory governance. It is recommended that Capricorn District Municipality secure greater participation by residents in matters of governance. Besides the fact that this is a constitutional and legislative requirement, it is also one of the important principles of good corporate governance. Communication between government and citizens should be seen as an integral part of service delivery and governance. A culture of open and ongoing communication should prevail, not limited only to crisis communication, marketing and media statements. The study findings also revealed that South African Local Government (SALGA) is another strategy that can be used to improve the status quo of local government. The findings from the study reveal that the South African Local Government Administration (SALGA) is playing its municipal capacity development role effectively. Municipalities who are members of SALGA should ensure that the association is re-positioned as to be able to provide a meaningful service to member municipalities. It is recommended that the Municipality join other municipalities to review the impact of SALGA and make proposals how it should operate. SALGA, like the provincial government, is failing to capacitate municipalities to enhance service delivery and development. It should focus beyond

wage negotiations, where it is visible in presenting a collective voice. Municipalities should not struggle with capacity, while the provincial government and SALGA are functional.

Further findings showed that the majority of respondents disagreed that there is enough internal controls in the Capricorn District Municipality. The results indicate that there is a lack of internal control. This indicates a serious lack of good corporate governance. The Municipality should improve its internal controls and management. Effective internal controls are a sign of good corporate governance. Without proper internal controls, issues of legislative compliance, risk management and anti-corruption programs cannot receive due prominence and attention. This has a long-term erosive effect on governance. The study findings also show that lower voter turnout can be used as a way of evaluating whether the citizens are satisfied with the level of service delivery. From the questionnaires distributed, the researcher found out that 87.8% respondents agreed that low voter turnout in local government elections is an indication of community dissatisfaction with municipal service delivery. Participation in government starts with taking part in an election and goes beyond elections. Voter apathy has a potential to spill over to non-participation in decision-making processes, thereby making the government less accountable.

The other recommendation is that as part of its sustainable human settlement plan, the Municipality should also plan for urbanization for its rural based municipalities. If not properly managed, urbanization can easily lead to slums and other social problems like crime. However, if managed well, it can lead to a better quality of life. From the interviews the respondents gave some of the strategies that could be used to overcome the challenges of Developmental Local Government. The respondent stated that as a strategy there is need to appoint competent and qualified staff with managerial skills on senior levels. Another strategy was that closer relationships with communities must be established. The municipality must develop credible IDP, budget and performance management system and there is need to develop a human resources development strategy to deal with skills shortages. As a strategy the respondents stated that the municipality must explore alternative sources of funding and prioritising the budget in order to address infrastructure and service delivery backlogs. Service delivery backlogs should be dealt with not only by the Municipality, but by all stakeholders, which include other spheres of government, the private sector and donors. There is also need for municipalities to improve on internal communication and to also review and improve administrative systems. Another mitigating strategy can be used to overcome the challenges of Developmental Local Government is the use of effective land invasion controls which must be put in place to deal with squatters.

5.6 RECOMMENDATIONS FOR FUTURE STUDIES

The following are further recommendations that are proposed, based on the results of the study.

A need exists for further research in developmental local government.

The new developmental mandate given to local government by the Constitution of the Republic of South Africa, 1996 has not yet been fully grasped by local government. In addition, local government is perceived as not to have realized the importance or take advantage of research to find alternative mechanisms to deal with the numerous developmental challenges facing it. Capricorn District Municipality, like many other local authorities in the country, has not yet developed the necessary research capacity. In this regard, a partnership with institutions of higher learning as well as research institutions is being recommended. In order to ensure the successful implementation of the system of developmental local government and to prepare local government adequately to deal with any challenges that emerge along the way, research of this nature is vital. Systems of local government must therefore be constantly adjusted to enable it to adapt to the ever-changing environment. This is exactly why further research and future investigations in developmental local government are always needed and encouraged. Challenges never remain the same over time. As soon as current challenges are solved, new challenges emerge, demanding new solutions and further investigations. Further research in developmental local government will generate more innovative ideas and approaches. This will continue to make South Africa and its localities a better place to live in.

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RESEARCH APPROVAL LETTER

UNIVERSITY OF VENDA

OFFICE OF THE DEPUTY VICE-CHANCELLOR: ACADEMIC

TO : MR/MS N.A HUNGWE
SCHOOL OF MANAGEMENT SCIENCES

FROM: PROF J.E. CRAFFORD
DEPUTY VICE-CHANCELLOR: ACADEMIC

DATE : 24 MARCH 2016

DECISIONS TAKEN BY UHDC OF 24TH MARCH 2016

Application for approval of Master's research proposal in Management Sciences: N.A Hungwe (11616364)

Topic: "Developmental local government in South Africa: A case of the challenges facing Capricorn district municipality in Limpopo province."

Supervisor: Prof. J Mafunisa

Co-Supervisor: Mr. E Mahole

UHDC approved Master's proposal



Prof J.E. CRAFFORD
DEPUTY VICE-CHANCELLOR: ACADEMIC

ETHICAL CLEARANCE CERTIFICATE

RESEARCH AND INNOVATION
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:
Mr NA Hungwe

Student No:
11616364

PROJECT TITLE: Developmental local government in South Africa. A case of the challenges facing Capricorn District Municipality in Limpopo Province.

PROJECT NO: **SMS/16/PDN/04/0607**

SUPERVISORS/ CO-RESEARCHERS/ CO-INVESTIGATORS

NAME	INSTITUTION & DEPARTMENT	ROLE
Prof MJ Mafunisa	University of Venda	Supervisor
Mr E Mahole	University of Venda	Co-Supervisor
Mr NA Hungwe	University of Venda	Investigator - Student

ISSUED BY:
UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE

Date Considered: July 2016

Decision by Ethical Clearance Committee Granted

Signature of Chairperson of the Committee:

Name of the Chairperson of the Committee: Prof. G.E. Ekosse




University of Venda

PRIVATE BAG X5050, THOHOYANDOU, 0950, LIMPOPO PROVINCE, SOUTH AFRICA
TELEPHONE (015) 962 8504/8313 FAX (015) 962 9060

"A quality driven financially sustainable, rural-based Comprehensive University"

ANNEXURE C

RESEARCH PERMISSION LETTER FROM THE UNIVERSITY OF VENDA

SCHOOL OF MANAGEMENT SCIENCES

OFFICE OF THE DEAN

10 October 2016

To : The District Municipal Manager
Municipal Manager
Traditional Leaders

REQUEST FOR PERMISSION TO COLLECT INFORMATION FOR STUDIES OF HUNGWE N.A - STUDENT NO: 11616364.


The above matter refers.

We hereby wish to confirm that Mr. Hungwe N.A (Student No.: 11616364) is a registered Master of Administration (MADMIN) student at the University of Venda. He is researching on the following topic: **“Developmental Local Government in South Africa: A case of the challenges facing Capricorn District Municipality in Limpopo Province”**. In order for him to complete his studies, we request your municipality to provide him with the information that he might need for his study project. As an Institution of Higher Learning, we believe that the research he is undertaking will yield the results that might also assist your municipality. We therefore encourage your municipality to provide him with the necessary information that will be collected through questionnaires and interviews. We undertake that whatever information will be provided to him will be solely used for this studies.

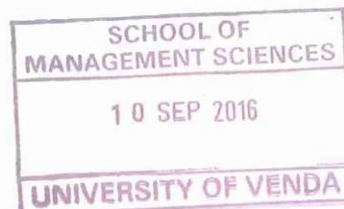
We hope that you find this to be in order and therefore, anticipate your assistance. If any queries, please feel free to contact me at Cell: 073 644 6301 or Email: Ephraim.Mahole@univen.ac.za



Mr. E Mahole
Co-Supervisor: Department of Public and Development Administration



Prof. A Kadyamatimba
Dean: School Of management Sciences



University of Venda

SCHOOL OF MANAGEMENT SCIENCES
PRIVATE BAG XS059, THOHYANDOU, 0950
SOUTH AFRICA
TELEPHONE: (015) 962 8706/8707
E-MAIL: Christinah.Murevhi@univen.ac.za / kadra@univen.ac.za

ANNEXURE D

PERMISSION LETTER FROM THE CAPRICORN DISTRICT MUNICIPALITY

REPORT CONTROL SHEET

SUBJECT: Report to conduct research
DOCS NUMBER# _____

SECTION A: SUBMISSION BY SBU MANAGER
SBU: HR Training NAME (AUTHOR): Ms P Mello
SIGNATURE / SBU MANAGER: [Signature] DATE: _____

SECTION B: AUTHORISATION / SUBMISSION BY
DIRECTORATE: Cooperative & Shared Services
SIGNATURE / DIRECTOR: [Signature] DATE: 11/01/2017

SECTION C: COMMENTS REQUIRED FROM: (TICK IN APPLICABLE BLOCK)

DIRECTOR: ENGINEERING SERVICES	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: DEVELOPMENT & ECON. PLAN	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY SERVICES	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: CORP. AND SHARED SERV.	<input checked="" type="checkbox"/>	SIGNATURE: <u>[Signature]</u>	DATE: <u>11/01/2017</u>
CHIEF FINANCIAL OFFICER	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY DEVELOPMENT	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: STRAT PLAN. MONITOR. & EVAL	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
MAN: COMMUNICATION AND PUBLIC PART.	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____

SECTION D: SECRETARIAT & ADMINISTRATION
REG. NO: _____ REG. DATE: _____ COMMITTEE CLERK: _____

SECTION E: MUNICIPAL MANAGER
APPROVED FOR SUBMISSION: [Signature] DATE: 11/1/17
REMARKS: Approved
ALLOCATION TO COMMITTEE:

FINANCE & LED	ENERGY	HOUSING	CULTURE, SPORTS, REC & SPEC. FOCUS	ADMIN & GOV.
WATER & SANITATION	COMMUNITY SAFETY	ROADS, S/WATER & TRANSPORT	WASTE & ENVIRON.	SPATIAL PLAN & DEV
LAND USE MAN.	LOCAL LABOUR FORUM	COUNCIL	MAYORAL COMMITTEE	

APPROVED ITO DELEGATED POWERS _____ DATE _____
MM/ NUMBER ALLOCATED BY CAO – SECRETARIAT _____ MM/ _____

APPROVAL OF EXECUTIVE MAYOR IN TERMS OF DELEGATED POWERS

APPROVED ITO DELEGATED POWERS _____ DATE: _____
EM/ NUMBER ALLOCATED BY CAO – SECRETARIAT _____ EM/ _____

ANNEXURE E

PERMISSION LETTER FROM THE POLOKWANE LOCAL MUNICIPALITY

515557
MS. P Mello (10/01/2017)

DIRECTORATE: CORPORATE AND SHARED SERVICES

ITEM:

FILE REF:

REQUEST TO GRANT MR NA HUNGWE PERMISSION TO CONDUCT HIS RESEARCH WITHIN POLOKWANE MUNICIPALITY

Report of the Acting Director: Corporate and Shared Services

Purpose of the Report

To request approval from the Acting Municipal Manager to give permission to Mr NA Hungwe to conduct research within Polokwane Municipality.

Background and Discussion

Mr NA Hungwe is a student at University of Venda studying Master of Administration (MADMI) request a permission to conduct his research within the Municipality and his topic of research is: "Developmental Local Government in South Africa: A case of the challenges facing Capricorn District Municipality in Limpopo "

Financial Implication

There is no financial implication.

Recommend

1. That approval is granted for Mr NA Hungwe to conduct his research within Polokwane Municipality.
2. That the findings emanating from the research study be shared with the Municipality before they are published.

PERMISSION LETTER FROM THE AGANANG LOCAL MUNICIPALITY

Contact Details

Postal: PO Box 990, Juno, 0748
Physical: Cnr Gilead & Knobel Hospital Roads, Moletjie Cores Village, Koloti
Tel: 015 295 1400
Fax: 015 295 1447/1401
Web: www.aganang.gov.za



REF: REQUEST TO GRANT MR NA HUNGWE PERMISSION TO CONDUCT HIS RESEARCH WITHIN AGANANG MUNICIPALITY.

This letter serves to inform that the municipality has granted permission for Mr NA Hungwe to conduct his studies within the municipality.

Mr N.A Hungwe is a Master's student at the University of Venda doing a research on the topic *"Developmental Local Government in South Africa: A case of the challenges facing Copricorn District Municipality"*

This research is for academic purposes only and the permission is granted without any reservations.

Conduct Human Resources Section for more information

Municipal Manager



NO: 0034868

ANNEXURE G

PERMISSION LETTER FROM BLOUBERG LOCAL MUNICIPALITY



POSTAL ADDRESS

P.O. Box 1593
Senwabarwana
0780

DATE : 12 Jan 2017

REF: REQUEST TO GRANT MR NA HUNGWE PERMISSION TO CONDUCT HIS RESEARCH WITHIN BLOUBERG MUNICIPALITY.

This letter serves to inform that the municipality has granted permission for Mr NA Hungwe to conduct his studies within the municipality.

PROFILE

Mr N.A Hungwe is a Master's student at the University of Venda doing a research on the topic "*Developmental Local Government in South Africa: A case of the challenges facing Capricorn District Municipality*"

This research is for academic purposes only and the permission is granted without any reservations.

Conduct Human Resources Section for more information

Signed for the Municipal Manager



ANNEXURE H

PERMISSION LETTER FROM MOLE-MOLE LOCAL MUNICIPALITY

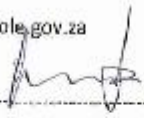
Mogwadi Head Office
303 Church Street
PRIVATE BAG X 44
MOGWADI
0715



TO: Mr N.A Hungwe
FROM: MOLE-MOLE MUNICIPALITY
REF: REQUEST TO GRANT MR NA HUNGWE PERMISSION TO CONDUCT HIS RESEARCH IN MOLE-MOLE MUNICIPALITY.

- 1) This letter serves to inform that the municipality has granted permission for Mr NA Hungwe to conduct his studies within the municipality.
- 2) This research is for academic purposes only and the permission is granted without any reservations.

Municipal Manager's Office
Tel: (015) 501 2321
pholobama@molemole.gov.za

 12/01/17

PERMISSION LETTER FROM LEPELLE-NKUMPI LOCAL MUNICIPALITY



**LEPELLE-NKUMPI
LOCAL MUNICIPALITY**

PHYSICAL ADDRESS

170 B4 Civic Centre
LEBOWAKGOMO
0737

TO: Mr N.A Hungwe

FROM: LEPELLE-NKUMPI MUNICIPALITY

REF: REQUEST TO GRANT MR NA HUNGWE PERMISSION TO CONDUCT HIS RESEARCH WITHIN LEPELLE NKUMPI MUNICIPALITY.

- 1) This letter serves to inform that the municipality has granted permission for Mr NA Hungwe to conduct his studies within the municipality.
- 2) This research is for academic purposes only and the permission is granted without any reservations.

Conduct Human Resources Section for more information

Corporate Services
Ms Maggy Matshivha
015 633 4545 082 494 9112
maggy.matshivha@lepelle-nkumpi.gov.za



11/01/17

LETTER TO RESPONDENT

Hungwe Nyasha Alex

Cell: +27746242458\ +27719986269

Email: hungwena@gmail.com

Flat 5

143 Dorp Street

Polokwane, 0699

Limpopo, South Africa

Dear Respondent

I am registered student at University of Venda studying Masters in Administration (MAdmin). My research topic is “**Developmental Local Government (DLG) in South Africa: A case of the challenges facing Capricorn District Municipality in Limpopo province**”

Developmental local government (DLG) is defined as local government meaning to promote social and economic development for all its residents through creating a vibrant local democracy by involving local communities in council matters. Developmental Local Government ensures accountability and works towards equity and redistribution. It is a local government that is not only focused in rendering basic services only, but also to serve as an agent of development.

I would be most grateful if you would help me with this part of my research project by completing the inventory. I assure you that the information I will get from you will be confidential and will be used for educational purpose only.

In anticipation, please accept my sincere appreciation for your willingness to assist me.

Yours faithfully

MR HUNGWE NYASHA ALEX
STUDENT NUMBER: 11616364

ANNEXURE K

CONSENT FORM

I....., hereby agree to participate in the research study, titled “**Developmental Local Government in South Africa: A case of the challenges facing Capricorn District Municipality in Limpopo Province**”.

By signing this consent form you indicate that you understand the information provided to you by the researcher regarding the study, your question about the research has been answered to your satisfaction and you voluntarily agree to participate in this study. A copy of this signed consent form can be provided upon request.

- The study aims to analyse Developmental Local Government in South Africa using a case of the challenges facing Capricorn District Municipality in Limpopo Province.
- The information that the respondents will provide will be solely used for the purpose of the study
- Participation is voluntary and that I can withdraw anytime without any penalty if I feel like doing so.
- All questionnaire and interview data will be handled with confidentiality
- Participants can refuse to answer certain questions if they feel uncomfortable during the process of collecting data.

I understand that the information I give may not be used for any other purpose except to help the researcher to meet the scholastic expectations.

For more information, respondents can contact Prof M.P Khwashaba, my supervisor, on M.PKhwashaba@univen.ac.za and also Mr E Mahole my Co-Supervisor at Ephraim.Mahole@univen.ac.za

.....

SIGNATURE

.....

DATE

INSTRUMENT - QUESTIONNAIRE
Developmental Local Government in South Africa: A Case of the challenges Facing Capricorn District Municipality in Limpopo province

The primary aim of this study is to critically analyse the challenges facing developmental local government in South Africa with specific reference to the Capricorn District Municipality. This is an opportunity for you to take part in the study by completing the following series of statements. There is no right or wrong answer and please mark the applicable box with an (x).

SECTION A: BIOGRAPHICAL DETAILS OF RESPONDENTS

1. Gender of respondent

Male	
Female	

2. Age of respondent

Less than 21 years	
22-30 years	
31-40 years	
41-50 years	
51 and above	

3. Mother Tongue of respondent

Sepedi	
Afrikaans	
IsiXhosa	
English	
Other (please specify)	

4. Highest professional qualification of respondent

Grade 11 or less	
Grade 12	
Diploma	
Degree	
Post Degree	

5. Post level (if applicable) of respondent

Lower level Management	
Middle level Management	
Senior Management	
Portfolio Chairperson	
Other (Please Specify)	

6. Municipality of respondent

Capricon District Municipality	
Polokwane	
Lepelle-Nkumpi	
Blouberg	
Aganang	
Molemole	

SECTION B: DEVELOPMENTAL LOCAL GOVERNMENT IN SA: A CASE OF THE CHALLENGES FACING CAPRICORN DISTRICT MUNICIPALITY IN LIMPOPO PROVINCE

Items	The importance of developmental local government	Strongly agree	Agree	Not sure	Disagree	Strongly disagree
7	DLG has ensured effective service delivery in CDM					
8	The municipality has become an agent for maximising social development and economic growth through the introduction of DLG					
9	DLG is ensuring community development through continuous community involvement, integrating and co-ordinating.					
10	Through DLG municipalities are becoming agents for social development and employment creation					
11	Developmental Local Government has become an agent for democratising development, that is, public participation and regular communication between the Municipal Councils and the community.					
12	Developmental Local Government has promoted better leading abilities in the municipality					

Items	Challenges facing the Capricorn District Municipality with regard to developmental local government	Strongly agree	Agree	Not sure	Disagree	Strongly disagree
13	Lack of understanding of the way local government operates will affect the ability of local communities to participate in key local government activities.					
14	Political differences amongst political parties are being dealt with so as not to affect community development and service delivery.					
15	Local municipalities are free from political interference as such are able to provide household infrastructure and services.					
16	Municipalities are consulting with key stakeholders and interest groups during IDP processes budget formulation.					
17	Huge backlogs in service delivery affect the municipalities` ability to create liveable, integrated cities, towns and rural areas.					
18	Local Economic Development policies are being implemented successfully.					

Items	Assessment on whether the Capricorn District Municipality has the resources to initiate developmental local government	Strongly agree	Agree	Not sure	Disagree	Strongly disagree
18	Capricorn District Municipalities has stable financial resources to be able to sustain service delivery without national government support					
19	The Capricorn District Municipality has the relevant critical skills and quality human resources with the required technical and managerial competence to ensure quality service delivery at the local government sphere.					
20	Newly developed townships are being accompanied by the necessary amenities and infrastructure.					
21	A lot of local government legislation, regulations and other directives that have been enacted recently have been accompanied by development programs to enhance the implementation thereof.					
22	Alternative service delivery methods are being pursued by the Capricorn District Municipality to reduce pressure on the available resources.					

Items	Strategies that can be used to overcome the challenges of developmental local government	Strongly agree	Agree	Not sure	Disagree	Strongly disagree
23	The communities are being educated on the meaning and importance of Developmental Local Government.					
24	South African Local Government Administration (SALGA) is playing its municipal capacity development role effectively					
25	There is enough internal controls in the Capricorn District Municipality.					
26	Low voter turnout in local government elections can be used as an indication of community dissatisfaction with municipal service delivery.					

THANK YOU FOR YOUR PARTICIPATION

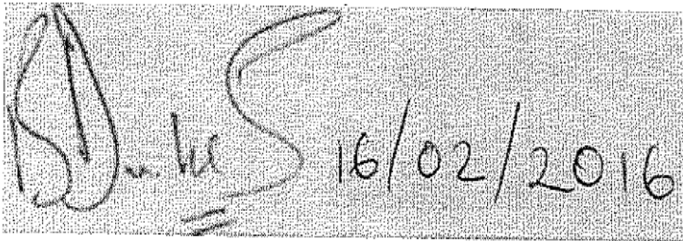
ANNEXURE N

PROOF READING LETTER

EDITOR DECLARATION

I, Dr Bevelyn Dube, of the Communication and Applied language Studies Department at the University of Venda declare that I edited the Master of Public Administration research proposal titled *“Developmental Local Government in South Africa: A case of the challenges facing Capricorn District Municipality in Limpopo Province”* written by Hungwe Nyasha Alex (Student number 11616364).

A few language errors were pointed out to the student and the student assured me that corrections will be effected before submission to the university's Higher Degrees Committee.



Bevelyn Dube 16/02/2016

Dr BEVELYN DUBE: BA, Grad CE, BA Hons (English), MA (English) University of Zimbabwe, DPhil (SU) University of Venda

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TURNITIN PLAGIARISM REPORT

CHALLENGES FACING DEVELOPMENTAL LOCAL GOVERNMENT IN SOUTH AFRICA WITH SPECIFIC REFERENCE TO THE CAPRICORN DISTRICT MUNICIPALITY IN LIMPOPO PROVINCE

ORIGINALITY REPORT

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% **12**

% **42**

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