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**MANAGERIAL SKILLS AND INSTITUTIONAL CAPACITY FOR  
MUNICIPAL SERVICE DELIVERY**

by

**LUNI MARAIS**

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**Study leader  
PROF H J KROUKAMP**

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## SUMMARY

Since the early nineteen nineties a number of social and political changes emanated from the transformation process in South Africa. These changes had an effect on all spheres of government. The local sphere of government has particularly been affected by the changes since it is the sphere closest to the people and directly responsible for municipal service delivery. The *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)* has furthermore outlined values and principles for public officials to comply with, pertaining to service delivery to inhabitants. It is therefore necessary to have skilled and competent public officials in order to comply with constitutional requirements.

The purpose of the study is to identify and analyse the status and relevance of managerial skills in the local sphere of government as well as its influence on municipal service delivery. Managers in municipalities should exhibit particular skills and competencies in order to fulfil their developmental role and provide quality municipal services to inhabitants. The study focuses specifically on the Nokeng Tsa Taemane Municipality which is categorised as a category B municipality in terms of the *Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)*.

The government of South Africa has promulgated legislation and official policies to assist managers in municipalities pertaining to their roles, functions and responsibilities towards municipal service delivery. Managers in the local sphere of government are compelled to implement the legislative directives in order to improve the effectiveness and efficiency of municipal service delivery and to fulfil their mandate.

This study furthermore investigates the institutional capacity in the Nokeng Tsa Taemane Municipality as well as its influence on municipal service delivery. The institutional capacity of a municipality should support managers in the exercising

of their duties. It investigates the ability of the necessary resources, systems, procedures and managerial tools at the municipality in order to determine whether it could provide adequate support to managers. It became evident that the majority of systems and procedures at the municipality are not in place or not used to its fullest potential, which reflects on the substantial lack of institutional capacity. Not only are inadequate human resources a restricting factor to municipal service delivery, but financial impediments are the single most important obstacle to the delivery of municipal services of quality.

The government of South Africa has furthermore committed itself to the improvement of the skills levels of public officials and to establish a culture of learning in the public service. For these purposes legislation and policies pertaining to skills development and training have also been promulgated. This study outlines the various legislative requirements pertaining to skills development and training, and furthermore make recommendations in this regard.

It became evident that managers of the Nokeng Tsa Taemane Municipality, especially on middle management level do not possess the required skills and competencies to provide quality municipal services to inhabitants. It is therefore recommended that municipalities should make use of training opportunities for senior and middle managers to improve the skills levels of managers.

The Nokeng Tsa Taemane Municipality should in conclusion make it a priority to improve not only its managerial skills, but also the institutional capacity of the municipality. It is imperative for the municipality to increase its revenue-base as a means to improve the financial situation of the municipality which could result in the eventual improvement of municipal service delivery.



**Key terms:**

Managerial skills

Institutional capacity

Municipal service delivery

Municipality

Local government

Sustainable

Development

## OPSOMMING

Verskeie maatskaplike en politieke veranderings het vanaf die vroeë negentien negentigs voortgespruit uit die transformasieproses in Suid-Afrika. Hierdie veranderings het 'n invloed gehad op alle regeringssfere. Die plaaslike regeringssfere veral, is deur die veranderings beïnvloed aangesien dit die sfeer naaste aan die gemeenskap en direk verantwoordelik vir munisipale dienslewering is. Voorts skets die *Grondwet van die Republiek van Suid-Afrika, 1996* (Wet 108 van 1996) die waardes en beginsels waaraan openbare amptenare moet voldoen met betrekking tot dienslewering aan inwoners. Dit is daarom noodsaaklik om bekwame en bevoegde openbare amptenare te hê om te voldoen aan grondwetlike vereistes.

Die doel van die studie is om die status en toepaslikheid van bestuursvaardighede in die plaaslike regeringssfere te identifiseer en te analiseer, asook die invloed daarvan op munisipale dienslewering. Bestuurders in munisipaliteite behoort bepaalde vaardighede en bevoegdhede aan die dag te lê ten einde hulle ontwikkelingsrol te vervul en kwaliteit munisipale dienste aan inwoners te lewer. Die studie fokus spesifiek op die Nokeng Tsa Taemane Munisipaliteit wat ingevolge die *Grondwet van die Republiek van Suid-Afrika, 1996* (Wet 108 van 1996) as 'n kategorie B munisipaliteit gekategoriseer word.

Die regering van Suid-Afrika het wetgewing en amptelike beleid gepromulgeer ten einde bystand te verleen aan bestuurders van munisipaliteite met betrekking tot hulle rolle, funksies en verantwoordelikhede ten opsigte van munisipale dienslewering. Bestuurders in die plaaslike regeringssfere is genoodsaak om wetgewende instruksies te implimenteer ten einde die effektiwiteit en doeltreffendheid van munisipale dienslewering te verbeter en hulle mandaat te vervul.

Voorts ondersoek die studie die institusionele bevoegdheid van die Nokeng Tsa Taemane Munisipaliteit, asook die invloed daarvan op munisipale dienslewering. Die institusionele bevoegdheid van 'n munisipaliteit behoort ondersteuning aan bestuurders in die uitvoer van hulle pligte te bied. Die vermoë van die nodige hulpbronne, stelsels, prosedures en bestuursgereedskap in die munisipaliteit word ondersoek ten einde vas te stel of dit voldoende ondersteuning aan bestuurders bied. Dit is duidelik dat die meerderheid stelsels en prosedures by die munisipaliteit nie in plek is nie of nie tot die volle potensiaal benut word nie, wat dui op die aansienlike tekort aan institusionele bevoegdheid. Nie net is onvoldoende menslike hulpbronne 'n beperkende faktor tot munisipale dienslewering nie, maar finansiële tekorte is die enkel mees belangrike struikelblok tot die lewering van kwaliteit munisipale dienste.

Die regering van Suid-Afrika het hulleself toevertrou met die taak om die vaardigheidsvlakke van openbare amptenare te verbeter en 'n kultuur van leer in die staatsdiens daar te stel. Vir hierdie doeleindes is wetgewing en beleid met betrekking tot vaardighedsontwikkeling en opleiding ook gepromulgeer. Die studie skets die verskeie wetgewende vereistes met betrekking tot vaardighedsontwikkeling en opleiding en maak voorts aanbevelings in hierdie verband.

Dit is duidelik dat bestuurders van die Nokeng Tsa Taemane Munisipaliteit, veral op middelvlakbestuur, nie oor die vereiste vaardighede en bevoegdhede beskik om kwaliteit munisipale dienste aan inwoners te lewer nie. Daarom word dit aanbeveel dat munisipaliteite gebruik behoort te maak van opleidingsgeleenthede vir senior en middelvlakbestuur om die vaardigheidsvlakke van bestuurders te verhoog.

Dit moet gevolglik vir die Nokeng Tsa Taemane Munisipaliteit prioriteit wees om om nie net bestuursvaardighede nie, maar ook die institusionele bevoegdheid van die munisipaliteit te verbeter. Dit is noodsaaklik dat die munisipaliteit sy

inkomstebasis vergroot as 'n middel tot die verbetering van die finansiële situasie van die munisipaliteit, wat die uiteindelijke verbetering van munisipale dienslewering tot gevolg kan hê.

**Trefwoorde:**

Bestuursvaardighede  
Institusionele bevoegdheid  
Munisipale dienslewering  
Munisipaliteit  
Plaaslike regering  
Volhoubare  
Ontwikkeling

## CHAPTER 1

### INTRODUCTION

Over the past few years, many countries around the world have been forced to make major changes in their management approaches and have come up against all kinds of issues impeding the implementation of new strategies. South Africa is no exception. The constitutional change that paved the way for a democratic dispensation directly influenced the public sector, leading to major structural changes aimed at undoing and eradicating some of the aberrations of the past.

To address these changes, the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996), hereafter referred to as the Constitution, *inter alia* underpins the basic public administration and management values and principles for public officials to comply with when executing their functions. It is expected of public officials to provide in the needs of the public by means of professional, ethical and timely service delivery and the effective and efficient use of resources. It is furthermore expected of public officials to be accountable to the public. It is therefore necessary to have skilled and competent public officials in order to comply with the abovementioned constitutional requirements.

Prior to the national elections in 1994, the governing authorities were structured in terms of three tiers or levels (that is central, provincial and local). South Africa was a unitary state in the sense that the central legislature was supreme and all power was vested in it. Consequently, only those powers to perform specific functions were delegated to provincial authorities, which in turn, delegated where necessary to local authorities. However, the Constitution, provided for an innovative approach to governance by introducing concepts such as co-operative governance and by making provision for spheres as opposed to levels/tiers of

government. In the local government sphere, a distinction is made between three categories of municipalities, viz. category A, B and C municipalities.

Local government in the contemporary state is responsible for the provision of an ever-increasing variety of services to inhabitants. As a result of the functions currently executed by local government, they should be subjected to continuous scrutiny to ascertain whether they still comply with the demands of changing circumstances. The focus of this study will be on the managerial skills and institutional capacity, and its influence on municipal service delivery, in a category B municipality, namely the Nokeng Tsa Taemane Municipality. A category B municipality falls within the area of jurisdiction of a category C municipality and shares its executive and legislative authority. The executive and legislative authority of a category C municipality thus includes more than one municipality.

The Nokeng Tsa Taemane Municipality is situated east of the City of Tswane Metropolitan Municipality and comprises of Cullinan, Rayton, the former Roodeplaats Rural Council, portions of the Elands River Representative Council and the Pienaars River Representative Council and forms part of the Metsweding District Municipality. This municipality is in many respects typical of institutions in the local sphere of government in South Africa. Local government is not only the sphere of government closest to the people, but its institutions are also in close proximity to the pressures of poverty and instability, a dominant feature of social life in South Africa. The majority of municipalities in South Africa face new demands and challenges, brought about by the Constitution and a number of other legislation pertaining to the local sphere of government. Unfortunately, for the most part they are not financially viable and therefore unable to comply with the growing demands and developmental needs of inhabitants.

Significant changes have taken place in the structure and functions of the local sphere of government since negotiations commenced in the early nineteen

nineties and the eventual introduction of democracy in South Africa. The quality and sustainability of public service delivery are some of the challenges facing municipal officials and emphasise the need for highly skilled and competent officials in the local sphere of government, assisted by institutional capacity. The developmental role of municipalities has also been increased and is emphasised in the new dispensation. These challenges, and the mandate to local government, are assigned by the Constitution and the *White Paper on Local Government*, 1998.

According to the empirical study undertaken, particular problems pertaining to the rendering of municipal services are experienced by municipal inhabitants of the Nokeng Tsa Taemane Municipality. These problems include matters such as insufficient water provision to certain municipal areas and a substantial financial burden carried by the municipality. The financial burden mainly originates from a debt of approximately R10 million to the *Electricity Supply Commission* (ESCOM) and an approximate debt of R8 million of the Traffic and Licensing Department. This emanates from funds, allocated to the Department of Traffic and Licensing, by the provincial government for the rendering of services, but was subsequently spent on the running of day-to-day activities. Furthermore, dissatisfaction is experienced in respect of the alleged lack of adequate community participation pertaining to the planning and compilation of the Integrated Development Plan (IDP) of the municipality. Storm water drainage systems, sanitation and electricity systems in particular areas are also not up to standard or in place yet, which is a cause for further dissatisfaction among municipal inhabitants.

Fiscal constraints remain the most considerable impediment to the effective management of municipalities in South Africa and the Nokeng Tsa Taemane Municipality is no exception in this regard. Under these conditions the task of managing access to basic services will require a certain degree of managerial skills and extensive institutional adeptness. This study will assess the managerial skills and the institutional capacity available to managers and the Nokeng Tsa

Taemane Municipality to execute policy decisions in pursuit of the effective and efficient delivery of municipal services.

### **1.1 BACKGROUND AND REASON FOR THE STUDY**

As the sphere of government closest to the people, managers in local governments should not only strive to eradicate poverty or create employment opportunities as part of their developmental role, but should also manage their municipalities in such a manner that the local economy remains an attractive option to capital interests. It is imperative to strengthen the financial position of municipalities to enable them to fulfil their mandate to municipal inhabitants. Increasing investment in municipalities will furthermore provide managers in the municipalities with the necessary tools to exercise their duties. Efficient management, then, enhances the institutional capacity of managers to provide services to its inhabitants. Thus the reason for the study is to explore the present institutional capacity and managerial skills at the Nokeng Tsa Taemane Municipality to determine whether the municipality is in the position to effectively respond to municipal service demands.

### **1.2 PROBLEM STATEMENT**

The research problem relates to both the skills of the managers of the Nokeng Tsa Taemane Municipality (with specific reference to service delivery) and the institutional capacity to execute policy decisions. While the task of managing municipalities in South Africa is extraordinary intricate and complex, mainly due to historical and structural constraints, the limitations of managerial competence contribute significantly to the dilemma. Therefore particular objectives have been identified to investigate the research problem.



### **1.3 RESEARCH OBJECTIVES**

The objective(s) of the study is to identify and analyse the status and relevance of management skills and the level of training of managers at the Nokeng Tsa Taemane Municipality, as well as the institutional capacity in the sphere of local government. In identifying and analysing the skills of the managers and to determine the institutional capacity of the municipality, attention will be given to the following:

- The determination of the institutional capacity, resources and managerial tools, available to managers of the municipality;
- the utilisation of the institutional capacity, available to the Nokeng Tsa Taemane Municipality by managers;
- recommendations to improve the institutional capacity of the municipality;
- the various management skills necessary to improve public service delivery in the local sphere of government;
- application and analysis of existing management skills of the managers of the Nokeng Tsa Taemane Municipality;
- assessment of training opportunities for managers; and
- recommendations on future municipal management training and skills development.

### **1.4 HYPOTHESIS**

The study will be guided by a number of preliminary hypotheses that will eventually be re-evaluated.

- The skills levels of managers at the Nokeng Tsa Taemane Municipality are inadequate when compared to the requirements of their job descriptions;

- the institutional capacity of municipalities are not only hampered by the inadequate skills of managers, but also due to institutional and resource impediments;
- the lack of effective and efficient municipal service delivery may be a result of inadequate institutional support to managers at the Nokeng Tsa Taemane Municipality;
- whilst individual managers may well possess the educational background required by their positions, experience and the appropriateness of their qualifications may not be congruent with the requirements of their positions; and
- the lack of relevant management skills may be a result of insufficient skills development training or poor access to training opportunities. Access to and the obtaining of effective and relevant management skills training may enhance the competency of managers at the Nokeng Tsa Taemane Municipality.

## **1.5 RESEARCH DESIGN AND METHODOLOGY**

The methods of research used in this study are outlined in the following paragraphs.

### **1.5.1 The approach**

The study focuses primarily on the existing qualitative attributes of managers at the Nokeng Tsa Taemane Municipality and seeks to induce an explanatory value by analysing and suggesting particular best practice methods available to the managers. The institutional strengths and weaknesses of the Nokeng Tsa Taemane Municipality will also be analysed and considered concurrently with the managerial capacity.

### **1.5.2 Unit of analysis**

The unit of analysis used in this study is firstly all those individuals in a management capacity at the Nokeng Tsa Taemane Municipality and secondly, the context in which municipal services are managed, viz. the institutional capacity of the municipality.

### **1.5.3 Data sources**

Sources consulted include books, journal articles, legislation relating to local government, transformation, service delivery, skills and skills development, White Papers, government reports, theses and dissertations, governments data bases, internet web sites and presented conference papers.

### **1.5.4 Questionnaire**

The questionnaire was designed with instruments predominantly in a structured format (See Appendix A). The focus of the questions related to the qualifications and experience of managers, but also probed their views on other members of their departments, and their capacity, resources and experience to fulfil allocated duties, as well as the institutional strengths and weaknesses of the municipality. The job descriptions of managers were considered during the design of the questionnaire, as well as the underlying theory pertaining to managerial skills and institutional capacity.

Section A of the questionnaire focused on the institutional capacity of the Nokeng Tsa Taemane Municipality, whereas Section B comprised of questions pertaining to the managerial skills in the municipality. It was expected of managers to portray their opinion on a particular matter by indicating the level to which they agree to a statement on a scale of one to five. A choice of one (1) in Section A indicated that the municipality comply to *no extent* with a statement regarding the

institutional capacity of the municipality, whereas a choice of five (5) indicated that the municipality comply *completely* with the statement. A choice of one (1) in Section B indicated that a manager *never* comply with a particular managerial skill, whereas a choice of five (5) indicated that a manager *always* comply with a particular managerial skill.

The second stage of data collection included interviews. The questions for this stage of the research also focused on both managerial and institutional capacity in the municipality. Questions for the interviews were again designed with consideration of the theory, the job descriptions of managers and official municipal policies and documents.

#### **1.5.5 Sampling**

All senior managers of the municipality, including the municipal manager, were interviewed. A focus group discussion with managers and senior managers of their departments was considered, but the accessibility of managers made it impossible due to work commitments. Managers were interviewed in their capacity as heads of departments.

### **1.6 KEY CONCEPTS**

In order to provide clarification, particular key concepts, relevant to the purposes of this study, are described in the following paragraphs.

#### **1.6.1 Local government**

As mentioned, local government is the third sphere of government in South Africa and *inter alia* the sphere responsible for the delivering of services to municipal inhabitants. According to Section 151(3) of the Constitution, a municipality can, subject to national and provincial legislation, govern the local government affairs

of its community. Furthermore government in the national or provincial spheres are not allowed to prevent a municipality from exercising its powers and duties or from performing its functions (Section 151(4), Constitution). A local government, therefore, has a certain level of autonomy to govern within the boundaries of its jurisdiction, provided that it complies with national and provincial legislation. It can thus be concluded that, the concept local government denotes the elected political officials and appointed administrative officials, as well as the bureaucratic structures and processes by which activities in a municipal area are regulated and administered on a daily basis (Lockard in Parnell *et al.*, 2002:281).

### **1.6.2 Municipality**

According to Section 2 of the *Municipal Systems Act, 2000* (Act 32 of 2000), hereafter referred to as the Municipal Systems Act, a municipality is a governing entity, within the local sphere of government that exercises legislative and executive authority within its geographical boundaries and consists of political structures, the administration of the municipality and the inhabitants of the municipality.

### **1.6.3. Municipal service delivery**

Public service delivery is the implementation of public policy in order to provide services to the public (Cloete in Parnell *et al.*, 2002:279). For the purpose of this study the focus is on municipal service delivery specifically, that refers to the services rendered by a municipality to municipal inhabitants. This includes services such as the provision of water and electricity, refuse removal, sanitation, housing, building and maintenance of roads and storm water drainage (*White Paper on Local Government, 1998:43*).

#### 1.6.4 Management

According to Fox and Meyer (1995:77) management in the public sector environment is where an individual functions within various environments. These environments are the general, political, social, economic, technological and cultural environments, and specific environments, such as suppliers, competitors, regulators and consumers. The individual is responsible for the execution of particular functions such as policy-making, planning, organising, leading and control and evaluation in these environments. This person should be able to utilise particular management skills such as decision-making, communication, change management, managing conflict and negotiation skills and should be able to perform particular applications, including policy analysis, strategic management, and organisational development. This individual should also be able to make use of particular managerial aids, such as computer technology and management of information.

Hornby (2000:717) describes *management* as the act of controlling or running an organisation or the people responsible for the controlling or running of an organisation. According to Hunsaker (2001:512) a manager is a member of an institution who oversees the activities and responsibilities of other people in the institution, with a view to accomplish institutional goals.

From the abovementioned definitions it can be concluded that a manager is an individual, in a position of power, who should take the lead in the accomplishment of institutional goals. For purposes of this study management refers to the delivering of efficient and effective municipal services of quality to municipal inhabitants.

### **1.6.5 Skills and management skills**

Hornby (2000:1111) defines a *skill* as the "*ability to do something well*" and this can be a "*particular ability or type of ability*". Robbins (2001:23) defines a skill as "*the ability to demonstrate a system and sequence of behaviour that is functionally related to attaining a performance goal*".

Hunsaker (2001:512) describes *management skills* as those attributes that are essential to a manager. According to Whetton and Cameron (1995:8) the following can be cited as skills that effective managers should possess: Verbal communication, managing time and stress, managing individual decisions, recognising, defining and solving problems, motivating and influencing others, delegating, setting goals and articulate vision, self-awareness, team building, and managing conflict.

Schwella (in Schwella *et al.*, 1996:223) indicates that public managers must possess the following management skills: Decision-making, communication, change management, managing conflict and negotiation skills.

It can therefore be deduced that a manager of a municipality should possess particular skills in order to be effective in a leadership role and to ensure the delivery of sustainable municipal services.

### **1.6.6 Capacity and institutional capacity**

Grindle and Hildebrand (1995:445) describe capacity as an ability to perform duties and responsibilities in an efficient, effective and sustainable manner. Savitch (1998:260) defines institutional capacity as "*the increasing ability of organisations to absorb responsibilities, operate more efficiently, and enhance accountability*." Capacity, specifically municipal capacity, can furthermore be described as the administrative ability of managers, and the infrastructure of a

municipality that makes it possible for such a municipality to collect rates, taxes and tariffs and to manage its area of jurisdiction and the affairs of municipal inhabitants independently (*Municipal Structures Act, 1998 [Act 117 of 1998]*).

### **1.6.7 Training**

According to the British Department of Employment, Glossary of Training Terms (in Anderson, 1994:117; and compare Mello, 2002:272) training is work-based learning in which an individual systematically develops knowledge and skills, required to perform a specific task or job effectively. Training has the obtainment of skills as an end result. De Cenzo and Robbins (1999:227) describe training as a learning experience that has as objective to improve the ability of an individual to perform a job through a relative permanent change. Therefore managers in municipalities should undergo training with a view to obtain skills that can assist them and improve their capacity to manage sustainable municipal services.

### **1.6.8 Sustainable**

Activities or services that utilise resources and build capacity in such a manner that these activities or services can be maintained over time, are sustainable (*White Paper on Local Government, 1998:177*). Sustainability can also be described as the durability of a service to meet the needs of the present generation without compromising the ability of future generations to meet their own needs (Ntsime, 2003:3). In other words, sustainability refers to the capacity to provide services for an indefinite period of time (Craythorne, 2003:254).

### **1.6.9 Development**

According to the Municipal Systems Act development refers to the improvement of quality of life, especially of the poor. Development includes economic,



environmental, infrastructural, institutional, organisational, human resources, integrated social and spatial upliftment.

#### **1.6.10 Developmental local government**

The *White Paper on Local Government* (1998:37) defines developmental local government as government on the local sphere that is devoted to working with both individuals and groups of inhabitants in finding solutions for meeting their social, economic and material needs and to improve the quality of their lives in a sustainable manner. The developmental role of government in contemporary society is one of the most significant responsibilities of the local sphere of government.

### **1.7 LAYOUT OF CHAPTERS**

The chapters of the study are outlined as follows:

**Chapter one** provides an introduction and background to the study that will be undertaken in the dissertation. The research objectives and methodology are outlined and various concepts pertaining to the sphere of local government, municipal service delivery and skills development are explained. **Chapter two** describes the legislative framework of local government and service delivery in South Africa, as well as the legislative guidelines and support pertaining to skills and skills development in the public service. **Chapter three** provides an overview of the development of the municipalities and investigate the institutional capacity and organisational structure of the Nokeng Tsa Taemane Municipality. In **chapter four** management skills of the Nokeng Tsa Taemane Municipality are described and investigated and an assessment is made of the managerial skills of managers of the municipality, as well as of training opportunities, available to these managers. Conclusions and recommendations are made in **chapter five**

and the various problem statements are tested. This is followed by the Bibliography and Appendixes.

## **CHAPTER 2**

### **LEGISLATIVE FRAMEWORK FOR THE LOCAL SPHERE OF GOVERNMENT, SERVICE DELIVERY AND SKILLS DEVELOPMENT**

#### **2.1 INTRODUCTION**

In view of the political transformation process that has taken place in South Africa during the past decade, resulting in numerous new legislation and government policies, it is imperative to make a study of the legislative framework in which municipalities and managers in the local government sphere function and execute their duties. It is also necessary to take note of the skills and competencies these managers need to possess and their relation towards municipal service delivery in the "new" democratic South Africa.

This chapter will focus on legislation and government policies pertaining to the local government sphere in South Africa. The responsibility of municipalities in terms of municipal service delivery and the impact of the new skills legislation applicable to municipal service managers will be discussed. From the legislation and policies outlined in this chapter, the obligations expected of managers in the local government sphere, pertaining to their role regarding municipal service delivery, can be determined. It can furthermore be determined what institutional capacity municipalities will be required to possess in order to accomplish the successful rendering of sustainable municipal services.

#### **2.2 LEGISLATIVE FRAMEWORK FOR LOCAL GOVERNMENT**

In Chapter 7 of the Constitution the status, aims, duties, powers, functions, procedures and composition of municipalities are outlined. Some of these matters that are relevant to the objectives of this study, will subsequently be

discussed. Directives and guidelines provided by other legislation will also be outlined.

### **2.2.1 The objectives of local government**

According to Section 152(1) of the Constitution, the objectives of local government in South Africa should be to provide democratic and accountable government to municipal inhabitants and to render services in a sustainable manner. According to Reddy *et al.* (2003:ix) accountability is considered as the cornerstone of the Constitution and therefore the maintenance of accountability, as well as the effective and efficient use of public resources, is imperative for the successful transformation of political and managerial systems in the local sphere of government. It is furthermore expected of the local sphere of government to promote social and economic development in their municipal areas, as well as a safe and healthy environment (Section 152[1], Constitution). The Constitution has given local government a developmental mandate. Section 152(1) of the Constitution furthermore determines that the local government sphere should encourage the municipal inhabitants and their organisations to become involved in local government matters. Legislation and policies such as the *White Paper on Local Government*, 1998, the *Municipal Finance Management Bill*, 2000 and the *Municipal Systems Act* emphasise the principle of developmental local government and particularly emphasise public participation, community involvement, the delivery of quality municipal services and transparent administrative and management systems (Reddy *et al.*, 2003:viii). These are comprehensive objectives that will require managerial skills, dedication and institutional capacity to materialise.

### **2.2.2. Constitutional framework for municipal powers and functions**

Section 156(1) of the Constitution determines that a Municipal Council, *inter alia*, has executive authority over local government matters and any other matters,

assigned to it by national or provincial legislation and has the right to administer these matters. A Municipal Council is entitled to make and administer municipal by-laws, provided that the by-law does not contradict national or provincial legislation. In cases where national or provincial legislation that is in conflict with a by-law is inoperative, the by-law is valid for the period of time that the national or provincial legislation is inoperative. In terms of Section 15 of the *Municipal Structures Act*, 1998 (Act 117 of 1998), hereafter referred to as the Municipal Structures Act, the by-laws, regulations and resolutions of a municipality should be reviewed and where necessary rationalised when a municipality is superseded by a new municipality. This was the case with the Nokeng Tsa Taemane Municipality after the December 2000 local government elections when the new municipality came to power according to a Section 12 Notice of the Municipal Structures Act. The Municipal Council of the Nokeng Tsa Taemane Municipality, however, has not yet complied with this legislative requirement. To date all by-laws are still under review and none have been rationalised (Botha, Interview, 14 October 2003).

Government in the national and provincial spheres should assign matters to municipalities that will be administered most effectively by the local sphere of government and this should include matters for which a municipality has the capacity to administer. A Municipal Council therefore has the right to exercise the power to effectively perform its functions (Section 156[2]-[5], Constitution).

A member of Cabinet may only assign a function or power to a municipality after consultation with the Minister responsible for local government and then it should be done by way of national legislation and an agreement in terms of Section 99 of the Constitution (Section 10[1], Municipal Systems Act). Section 10(2) of the Municipal Systems Act determines that a Member of the Executive Council (MEC) of a provincial government may initiate the assignment of a power or function to a municipality, provided that it is in accordance with provincial legislation and Section 126 of the Constitution. The MEC furthermore has to do it

in consultation with the Minister responsible for local government. Powers or functions that are assigned to a municipality by a member of Cabinet or MEC, should be accompanied by funding and capacity building initiatives to assist the municipality (Section 3, Municipal Systems Act).

According to Section 175(3) of the Constitution, municipalities should ensure that all municipal inhabitants have access to water, electricity, sanitation, health care, education, housing and transport facilities. These services should furthermore be accessible and provided in a sustainable manner. Cameron (1999:97) emphasises that this should be regarded as a legal commitment for municipalities, although it will be subject to the extent to which the municipality can afford it.

### **2.2.3 Challenges for municipalities**

Existing municipalities in South Africa face additional challenges compared to municipalities elsewhere in the world. These challenges are brought about by factors such as political and social transformation, structural and administrative changes, an emphasis on decentralisation, the developmental role of the sphere of local government and financial constraints faced by the majority of South African municipalities (Reddy *et al.*, 2003:ix). Transformation brought about yet another challenge, which is the rendering of public services of quality, irrespective of fundamental changes in the structure and functioning of the local sphere of government (*White Paper on Local Government*, 1998:35).

Numerous challenges that municipalities currently face emanate from the municipal structure inherited from the previous political dispensation. The following challenges resulted in the establishment of the Demarcation Boards in terms of the *Municipal Demarcation Act*, 1998 (Act 27 of 1998), hereafter referred to as the Municipal Demarcation Act, which in itself challenges managers of

municipalities to exhibit particular skills, and will be elaborated upon in a later chapter:

- Inefficient, twisted settlement patterns;
- a high concentration of commerce, industry and resources in previously white areas;
- huge spatial separations and disparities between towns and townships;
- established methods of decision-making, administration of municipalities and delivery of services;
- inability to attract private sector investment and involvement;
- a need to rebuild relationships between municipalities and their inhabitants;
- to create viable municipalities in rural areas where there is a lack of or poor economic base and little or no access to services; and
- substantial variations in capacity (*White Paper on Local Government*, 1998:35-36; *Independent Development Trust*, 2003:7).

Odendaal (2003:47) indicates additional challenges that municipalities need to confront. Almost half of municipal inhabitants do not have access to basic services such as water and electricity. It can therefore be deduced that a huge backlog exists in the service infrastructure (Cameron, 1999:230). The unemployment rate, believed to be between 37% to 44% attributes to poverty (Ackron, 2003:6). Poverty, in return, might contribute to the high levels of crime in South Africa. Almost 16% of the South African population is illiterate and HIV/Aids has enormous consequences and negatively affects economic growth at all spheres of government (Odendaal, 2003:47). Furthermore, public officials lack the necessary skills to fulfil their mandate or municipal structures, processes and technology are often outdated or obsolete and this could have a negative affect on sustainable development as well as on municipal service delivery (Odendaal, 2003:47). According to Cloete (in Parnell *et al.*, 2002:280) the necessary capacity required to implement policy objectives and deliver sustainable municipal services involves not only skills development, but also

commitment from municipal officials and the ability to implement appropriate elements of strategic management. The need for concrete human, financial, technological, material and logistical resources and attributes such as leadership, motivation, willingness and endurance are furthermore emphasised in order to build municipal capacity.

#### **2.2.4 The developmental role of municipalities**

The Constitution outlines particular duties for municipalities to comply with. One of these duties, prescribed in Section 153(b) of the Constitution, requires of municipalities to participate in national and provincial development programmes. This refers to programmes such as the Reconstruction and Development Programme (RDP), Integrated Development Planning (IDP) and Local Economic Development (LED), which are all aimed at improving the quality of life for municipal inhabitants. It is also expected of municipalities to give priority to the basic needs of their inhabitants and to promote the social and economic development of municipal inhabitants by structuring and managing the administration of the municipality and their budgeting and planning processes in such a manner that it could enhance the abovementioned objectives (Section 153[a], Constitution).

The *White Paper on Local Government* (1998:16) provides a basic framework for a democratic, developmental local government system in which municipalities should provide their inhabitants with sustainable services and a quality of life that meets the social and economic needs of their communities. The White Paper therefore provides guidelines and directives for the restructuring of municipalities to meet their challenges and fulfil their developmental roles. In support of the framework, provided by the White Paper, it can be said that the best way to realise and implement sustainable development is by improving the quality of life for municipal inhabitants (*Addressing Poverty in Johannesburg, South Africa*, 2002:3).



Municipalities, in fulfilling their developmental role, should focus on the following aspects as outlined in the *Department of Provincial and Local Government Annual Report* (DPLG, 1998:8):

- The promotion of developmental programmes, such as Integrated Development Planning (IDP) and Local Economic Development (LED);
- the management of a grants programme to promote municipal infrastructure development;
- the development of infrastructure investment planning policy; and
- the promotion of public-private partnerships with a view on private investment and resources for the improvement of municipal infrastructure.

The abovementioned aspects will enhance municipal service delivery and therefore the quality of life for municipal inhabitants. Each of these aspects will be discussed more comprehensively during the course of this chapter.

Three related and important matters should be considered with regard to the level of, and potential for successful development of sustainable municipalities. Firstly it should be determined whether a framework for the development of sustainable municipalities exists. Secondly it should be determined what could be the barriers to sustainable municipal development and thirdly to determine which measures should be put in place to ensure the successful development of sustainable municipalities (Pycroft in Fitzgerald *et al.*, 1997:392).

It can therefore be deduced that managers in municipalities should focus their managerial skills and capacity on materialising the abovementioned aspects in order to improve the quality of life of their municipal inhabitants and in fulfilling their developmental role in such a manner that it enhances the social development and economic growth of the municipal area. These developmental roles and outcomes of municipalities in South Africa are subsequently discussed.

#### **2.2.4.1 Provision of household infrastructure, housing and services**

As one of their developmental outcomes, municipalities are responsible for the provision of household infrastructure and services, described as the fundamental purpose of local government in the *National Urban Development Strategy* (1997:35). The priority of municipalities with regard to services should be to extend basic municipal services, such as the provision of water, electricity, sanitation, refuse removal, storm water drainage and the provision and maintenance of roads, to those who have little or no access to services. Municipalities must ensure that these services are rendered on a sustainable basis (*White Paper on Local Government*, 1998:43; and compare *Development Bank of Southern Africa*, 2000:1).

It is imperative for municipalities to do long term infrastructure investment planning and to determine the levels of services which inhabitants can afford (Sing in Reddy *et al.*, 2003:56-57). The Municipal Infrastructure Investment Unit (MIIU) was established in 1998 to develop technical assistance on the preparation of municipal projects with a view to improve infrastructure and services. The first objective of the MIIU is to enhance and improve private sector investment in service provision at the local sphere of governance on a sustainable basis. The second objective is to assist and enhance the development of an already existing market that comprise users of municipal services, public service providers, private sector advisers and private sector investors. Private sector investment can take place in different ways such as by financing municipal debt or to contract out municipal services (Annual Report, MIIU 1999: Corporate Profile). The Consolidated Municipal Infrastructure Investment Programme (CMIP) has spent R3,8 billion on municipal infrastructure provision in order to provide services to more or less 12 million poor households (Kroukamp, 2003:6). Managers at the Nokeng Tsa Taemane Municipality completed a questionnaire pertaining to the institutional capacity and managerial

skills of the municipality. Results of the questionnaire reflected that adequate long term infrastructure investment planning is being done only to a little extent by the municipality.

The following paragraphs elaborate on the current status of services provided by the Nokeng Tsa Taemane Municipality.

#### **2.2.4.1.1 Housing**

A significant aspect of the provision of household infrastructure to municipal inhabitants is the provision of housing. It is therefore the task of municipalities to integrate the strategies and programmes for the provision of housing with infrastructure planning (Moses, 2001:3). According to Craythorne (2003:28) all citizens should have the right to have access to sufficient housing and legislative measures should be taken, with consideration of the availability of resources, for this right to realise.

According to Section 9(1) of the *Housing Act*, 1997 (Act 107 of 1997), a municipality has the responsibility to take steps, within the parameters of national and provincial legislation, and as part of their integrated development planning, to ensure that municipal inhabitants have access to sufficient housing. Conditions that negatively affect the health and safety of inhabitants should be prevented or eliminated. A municipality should also provide the abovementioned municipal services, such as water, electricity sanitation, storm water drainage, roads and transport to municipal inhabitants in an effective and efficient manner. Furthermore housing provision objectives should be set, land for housing development should be identified and a public environment that enhances housing development should be created, provided that it is socially and financially viable. Conflicts resulting from housing development should be addressed and resolved and engineering services should be provided. Land use and development should also be planned and managed properly (Craythorne,

2003:29). In the municipal area of the Nokeng Tsa Taemane Municipality approximately 39% of inhabitants live in informal houses and in this regard it may be confirmed that a large percentage of these people can be classified as part of the rural population within the district. Approximately 40% of municipal inhabitants in the municipal area live in formal housing and approximately 4% of inhabitants live in traditional households (*IDP*, 2002:22). It is evident from these statistics, as well as from the objectives outlined in Section 9(1) of the *Housing Act*, 1997 (Act 107 of 1997) that a need for formal housing in the municipal area exists and therefore the housing priorities, indicated in Table 1, were identified by the Metsweding District Municipality during September 2001 (*IDP*, 2002:22-23).

**Table 1: Housing priorities for the Nokeng Tsa Taemane Municipality**

	<b>Area</b>	<b>Priority</b>
1	Refilwe X2, X3, X5	5 000
2	Roodeplaat	1 000
3	Refilwe hostel project	140
4	Refilwe X1 (Cross Roads)	350
5	Onverwacht	500
6	Jacaranda Park	4 000
7	Jakkalsdans	2 500
8	Rayton	2 000

Source: Nokeng Tsa Taemane Municipality Integrated Development Plan, 2002:23.

Housing provision in the Wallmansthal area was identified and the Commission on Restitution of Land Rights confirmed that the land restitution claim in this area is in its final stages of being settled by the Regional Land Claims Commission of the Gauteng and North West Provinces. The outcome of this claim will influence the housing priorities of the Nokeng Tsa Taemane Municipality (*IDP*, 2002: 23).

#### 2.2.4.1.2 Water and sanitation

A further service to be delivered by municipalities is the provision of water and sanitation. Kroukamp (1997:3) argues that healthy sanitary conditions will contribute towards the productivity and motivation of municipal inhabitants. The use of running water will furthermore also contribute to their quality of life.

Craythorne (2003:162) indicates that regional functions such as bulk water supply should be provided by the district municipality. It is therefore expected of the Metsweding District Municipality to provide these services, although the Nokeng Tsa Taemane Municipality is responsible for some of the functions pertaining to the provision and maintenance of municipal infrastructure. The roles and responsibilities of the Metsweding District Municipality and the Nokeng Tsa Taemane Municipality will be clarified in official agreements between municipalities. Currently water supply in the Roodeplaat Dam area is provided by various service providers viz. the Nokeng Tsa Taemane Municipality, Rynoue Water Supply Company, Kameeldrift Water Supply Company and Magalies Water (*IDP*, 2002:16; and compare Ackron, 2003:3-6).

According to Section 84(1)(d) of the Municipal Structures Act the district municipality is responsible for bulk sewage purification works and sewage disposal systems. The Roodeplaat Dam area primarily uses on-site sanitation systems (septic tanks and soak-aways). Plans of on-site sanitation systems are controlled by the building plan control process in cases where new buildings are proposed. In the rural areas groundwater and on-site sanitation are used and basic sanitation requirements are not always met (*IDP*, 2003:16).

From the abovementioned and information portrayed in Tables 2 and 3 below, it is evident that the Nokeng Tsa Taemane Municipality needs to set priorities for the provision of water and sanitation in the municipal area. Table 2 indicates

water and sanitation needs of municipal inhabitants in the Nokeng Tsa Taemane municipal area, whereas Table 3 indicates the levels of these services (*IDP*, 2002: 16-17).

**Table 2: Water and sanitation needs for the Nokeng Tsa Taemane Municipality**

<b>Settlement name</b>	<b>Estimated population</b>	<b>Population with water below RDP standards</b>	<b>Population with sanitation below RDP standards</b>	<b>Population with water and sanitation below RDP standards</b>
Cullinan	8 151	22,2%	8,1%	2 470
Cullinan farms	1 174	0	0	0
	1 366	71,3%	5,5%	1 049
	197	78,7%	2,5%	160
Pretoria farms	255	58,4%	25,9%	215
	746	31,5%	11,1%	318
Rayton	3 013	30,2%	1,5%	954
Refilwe	9 130	6%	6%	1 101
Roodeplaat	850	26,6%	2,2%	245
Wallmansthal	4 133	40,2%	2,5%	1 764
Wonderboom farms	3 256	12,7%	1,8%	472
	556	26,8%	0,4%	151
	680	33,2%	2,5%	243

Source: Nokeng Tsa Taemane Municipality Integrated Development Plan, 2002:18.

**Table 3: The levels of water and sanitation services**

<b>Service</b>	<b>Basic level</b>	<b>Intermediate level</b>	<b>Full level</b>
<b>Water</b>	Communal standpipe	Yard tap or tank	House connection
<b>Sanitation</b>	On-site toilet	Simple water borne	Fully water borne

Source: Nokeng Tsa Taemane Municipality Integrated Development Plan, 2002:16-17.

The service levels pertaining to water provision within the Metsweding District Municipality that includes the Nokeng Tsa Taemane Municipality and the Kungwini Municipality, are as indicated in the Table 4 below:

**Table 4: Water service levels of the Metsweding District Municipality**

<b>Type of water service provided</b>	<b>Population</b>	<b>Percentage</b>
Water to dwelling	13 448	46%
Water provided on-site	6 722	23%
Public tap	2 865	10%
Tanker	346	1%
Borehole	4 416	15%
Natural water	333	1%
Other	920	3%
Unspecified	237	1%

Source: Nokeng Tsa Taemane Municipality Integrated Development Plan, 2002:18.

The water backlog for the Metsweding District municipal area was estimated at 5700 households by the interim IDP. However, an interim IDP was not prepared for the Nokeng Tsa Taemane Municipality. The actual figures though would probably be higher, given the fact that a significant number of municipal inhabitants have access to water of poor quality or quantity. The interim IDP reflected the estimated sanitation backlog at approximately 6 200 units. Again the actual figures would probably be higher, since the said figure was determined by information based on no access to sanitation (*IDP, 2002:18; Metsweding District Municipality IDP Review Report, 2003:23*). Table 5 below indicates the service levels of sanitation in the Metsweding District municipal area (*IDP, 2002:18*).

**Table 5: Sanitation service levels of the Metsweding District Municipality**

Type of sanitation provided	Population	Percentage
Flush	18 096	62%
Pit latrine	9 492	32%
Bucket latrine	359	1%
None	1 099	4%
Unspecified	241	1%

Source: Nokeng Tsa Taemane Municipality Integrated Development Plan, 2002:18.

#### **2.2.4.1.3 Electricity**

The provision of electricity is a significant component of the household infrastructure required for municipal inhabitants. The availability of electricity in a household will contribute towards the improvement of the standard of living and the morale of municipal inhabitants (Kroukamp, 1997:3-4).



Craythorne (2003:162) indicates that the district municipality has the responsibility of supplying bulk electricity to municipalities, which includes the transmission, distribution and generation of electricity. In the Nokeng Tsa Taemane municipal area electricity is provided by ESCOM for the Pienaars River, Elands River and Roodeplaat Dam areas and bulk electricity in Cullinan is purchased by the Cullinan Mine. The Cullinan Mine is also responsible for maintenance of the electrical network within its area. In the Rayton area, bulk electricity is purchased from ESCOM by the Nokeng Tsa Taemane Municipality. Therefore maintenance of electricity is the responsibility of the municipality. The majority of the urban areas of the municipality is electrified with the exception of parts of Kekana Gardens and Onverwacht. Provision of additional electricity to the Roodeplaat Dam area is problematic and furthermore, residents in the rural areas, where no electricity services are available, rely on other sources of energy such as coal (*IDP, 2002:19*).

The Metsweding District Municipality IDP reflected the backlog for electricity provision at approximately 7 550 households in the Metsweding District municipal area (compare Cameron, 1999:230). The backlog should, however, be more than 11 000 households and it is estimated that a significant component of this backlog exists within the municipal area of the Nokeng Tsa Taemane Municipality. Table 6 indicates the service levels for electricity in the Metsweding District Municipality (*IDP, 2002:19*).

**Table 6: Electricity service levels of the Metsweding District Municipality**

<b>Type of electricity provided</b>	<b>Population</b>	<b>Percentage</b>
Local electricity	17 811	61%
Other	116	0,3%
Gas	99	0,3%
Paraffin	1 336	5%
Candles	9 624	32,3%
Other sources	295	1%

Source: Nokeng Tsa Taemane Municipality Integrated Development Plan, 2002:18.

#### **2.2.4.1.4 Roads**

The maintenance of municipal roads is the responsibility of the local municipality in terms of Section 156(1)(a) of the Constitution. The Nokeng Tsa Taemane Municipality is therefore responsible for the maintenance of these roads, as well as for maintenance of the roads within the Cullinan and Rayton urban areas. Furthermore the majority of roads within the Roodeplaat Dam, the Pienaars River and the Elands River areas are gravel roads (*IDP, 2002:20*).

#### **2.2.4.1.5 Storm water drainage**

According to Section 156(1)(a) of the Constitution storm water drainage systems in built-up area is the responsibility of the local municipality. Storm water drainage is primarily only relevant to the urban areas in the municipal area of the Nokeng Tsa Taemane Municipality, viz. Cullinan and Rayton and in this regard these systems are already in place. Storm water drainage systems in Refilwe are either non-existent or restricted to surface drainage systems. The implementation

and management of storm water systems in the informal settlement areas are furthermore complicated by the undeveloped street patterns (*IDP*, 2002:20; *Metsweding District Municipality*, 2003:24). It is evident therefore that the municipality has to set up priorities pertaining to the provision of storm water drainage systems in the area, especially in the former traditional townships.

From the abovementioned information pertaining to the level of services delivered by the Nokeng Tsa Taemane Municipality, it can be deduced that the level of municipal services are not up to standard and that the municipality should seek methods and outline priorities to successfully deal with these challenges. A number of recommendations relating to the challenges to municipal service delivery at the Nokeng Tsa Taemane Municipality are made in chapter five.

A further developmental role that municipalities should be involved in is the social development and economic growth of their areas of jurisdiction that will be discussed in the next section.

#### **2.2.4.2 Social development and economic growth**

In providing a basic household infrastructure as well as through service delivery to municipal inhabitants, municipalities contribute towards the social development of their inhabitants. Municipalities also promote social development of their municipal areas by means of various functions such as arts and culture, welfare services and the provision of recreational and community facilities (*White Paper on Local Government*, 1998:39). Craythorne (2003:141) emphasises the task of municipalities to promote the social and economic development of municipal inhabitants as well as the task to participate in national and provincial development programmes.

Municipalities contribute to the economic growth of their municipal areas by annually collecting money in rates, user charges and fees for services rendered

(*White Paper on Local Government*, 1998:38). The culture of non-payment of services though, impact on this supposed income of municipalities. During the apartheid years the non-payment of rates and service charges was used as a political strategy in an attempt to influence the policy of segregation and separate development of the previous political dispensation. The culture of non-payment of services has, however, continued after the elections in 1994 and subsequent new democratic government (Moses, 2001:1). The Departments of Provincial Affairs and Constitutional Development (PACD), Housing and Finance jointly launched the Masakhane Campaign with the RDP office in 1995 with a view to promote the payment of services. In some municipal areas the Masakhane Campaign was successful, though in others it failed and after the 1995 municipal elections it became clear that the Masakhane Campaign was largely unsuccessful (Cameron, 1999:105).

The non-payment of municipal services has a negative influence on not only economic growth and employment creation, but also on the establishment and survival of small, micro and medium enterprises (SMMEs) in municipal areas with an inadequate services payment rate (Moses, 2001:1). The Nokeng Tsa Taemane Municipality, however, has successfully managed to increase the pay-rate for services from under 60 % to 78% during the past financial year, though it can and should still be improved (Boshoff, Interview, 21 August 2003).

Although municipalities are not directly responsible for the creation of jobs they should actively be taking steps to ensure that the creation of employment opportunities are enhanced by economic and social conditions in the municipal area (*White Paper on Local Government*, 1998:38; Chipkin in Parnell *et al.*, 2002:60; *Government's position paper on the Growth and Development Summit*, 2003:1). The Nokeng Tsa Taemane Municipality attempted to do so by imposing tender requirements that requires that at least 30% of labour used in municipal projects should be local municipal inhabitants in order to make use of local skills. With the procurement policy of the municipality local support through purchasing

local products and supplies as far as possible and feasible, is promoted (Boshoff, Interview, 21 August 2003).

A further aspect that aims to enhance the economic growth in a municipal area is a grants programme, especially the Equitable Share Grant. Chapter 13 of the Constitution makes provision for an equitable share and allocation of revenue in order to enable municipalities to provide services to their inhabitants and to perform their duties and functions effectively and efficiently. Aspects such as municipal fiscal capacity, efficiency and obligations of a municipality will be taken into account with the allocation of an equitable share (Section 214[2], Constitution). The Equitable Share Grant therefore aims to improve municipal service delivery, such as water, electricity and sanitation, to the poorest inhabitants, who are unable to pay for the abovementioned basic services (Arntz *et al.*, 2003:108; *Development Bank of Southern Africa*, 2000:1). During an interview with the Chief Financial Officer of the Nokeng Tsa Taemane Municipality it became evident that the municipality receives inadequate grants from government at provincial and national level, mainly due to the abovementioned qualification criteria for grants that cannot be met by the municipality (Lötter, Interview, 14 October 2003).

According to the 2002/2003 Budget Vote of the Department of Provincial and Local Government (DPLG), the largest increases in the 2002 budget of the national government were in transfers to the local sphere of government. These transfers increased with 18,3% from 2001/2002 to 2004/2005. Municipal infrastructure funding increased with 12,3% from 2002/2003 to 2004/2005, which is an increase from R6,6 billion to R10,2 billion. It is therefore evident that a commitment exists from national government to assist government in its attempts to eradicate poverty and overcome the backlog in services through increases in the Equitable Share Grant (Kroukamp, 2003:5).

The following paragraphs will focus upon the role and place of developmental programmes as yet another developmental role for municipalities to fulfil.

#### **2.2.4.3 The role and place of developmental programmes towards municipal development**

The national sphere of government has established various developmental programmes such as the RDP, IDP and LED by means of legislation and government policies to enhance and direct the development process in South Africa. Managers of municipalities should take cognisance of these programmes and the implementation thereof, since the local sphere of government is the closest to the people and should actively be involved in the implementation of these programmes. It can be argued that restructuring of the local sphere of government is part of the *Macro-Economic Strategy for Growth, Employment and Redistribution* (GEAR) of the national government with a view to position itself in the world economy (Cameron, 2002:481).

##### **2.2.4.3.1 The Reconstruction and Development Programme (RDP)**

The Reconstruction and Development Programme (RDP) that has been developed into an effective government programme, is "*an integrated, coherent socio-economic policy framework*" (RDP, 1994:4). The RDP, together with the GEAR policy of the national government, serves as a broad policy framework to facilitate development and therefore particular guidelines for local government development and various developmental programmes and projects emanated from it. The aim of the RDP is to mobilise the citizens of South Africa and the resources of the state in order to eradicate apartheid and build a democratic, non-racial and non-sexist society (RDP, 1994:7). This is the aim for all three spheres of government.

Some of the aims relevant to this study that the RDP wishes to accomplish, are subsequently mentioned:

- Municipalities should take part in programmes that upgrade, maintain and extend services;
- municipalities must be assisted by national and provincial governments to deal with the backlog in municipal services;
- local economic development should be managed and public resources should be redistributed;
- the Training Board for Local Government Bodies, which have since 1994 been transferred into the Local Government Education and Training Board, must be restructured in order to provide effective training for municipal officials; and
- a developmental culture among municipalities must be encouraged (RDP, 1994:18-19).

A vast amount of functions, indicated by the RDP to be upgraded and improved, are functions at the local sphere of government, such as water, electricity, health and transport. The local sphere of government is therefore the sphere of government where the RDP has to be implemented vigorously. This sphere of local government, though, was in a chaotic state, and to a certain degree still is, especially local government finances (compare Moodley *et al.* in Reddy *et al.*, 2003:7). Furthermore, the lack of democratically elected local government structures before November 1995 was a major obstacle to the implementation of the RDP (Cameron, 1999:106-107).

The development objectives in the local sphere of government are currently being promoted and attempted to be fulfilled through development programmes such as Land Development Objectives (LDOs), IDP and LED. Each of these developmental programmes will subsequently be discussed.

#### **2.2.4.3.2 Land Development Objective (LDO)**

This developmental outcome of municipalities is outlined in the *Development Facilitation Act, 1995* (Act 67 of 1995). The Act promotes efficient land development, integrating rural and urban areas. Additional principles promoted in this Act includes the:

- Development of housing and employment opportunities;
- optimal utilisation of resources;
- development of formal and informal settlements; and
- sustainable environmental development.

The Development Facilitation Act also makes provision for a Development and Planning Commission that is responsible for the realisation of the abovementioned principles. All municipalities in South Africa are responsible to set up land development objectives for their municipal areas of jurisdiction. These objectives should be in relation to the objectives of the municipality pertaining to the standard of services for land development, the objectives to urban and rural growth and the development strategies of the relevant municipality. It is furthermore expected of municipalities to do environmental impact studies to determine the possible impact of land development objectives on the natural environment (Section 28, Development Facilitation Act).

The abovementioned duties and objectives, as outlined in the Development Facilitation Act, are included in the IDP process. The IDP process will therefore be focused upon in the next paragraphs.

#### **2.2.4.3.3 Integrated Development Planning (IDP)**

Integrated Developmental Planning (IDP) is an instrument to assist municipalities with strategic planning pertaining to their developmental role. The objective of



such a plan should be the integrated development and management of the municipal area. It should be compiled within the parameters of the Development Facilitation Act and the Municipal Systems Act and be consistent with the land development objective as outlined in the Development Facilitation Act (Section 23[2], Municipal Systems Act).

Craythorne (2003:149-150) defines the IDP as "*a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties...*". The IDP can furthermore be described as a process that enables municipalities to determine their capacity and plans to improve municipal service delivery and infrastructure, as well as, to initiate projects for economic growth through the promotion of public participation (Gitsham *et al.* in Reddy *et al.*, 2003:208).

Section 23 of the Municipal Systems Act determines that developmentally focused planning needs to be done with a view to comply with constitutional objectives of local government. It is expected by national government that each municipality should compile a strategic plan for the development of that particular municipality. The strategic plan should consider the development of the municipality and should support the implementation of the plan by aligning the resources and capacity of the municipality with the plan. The strategic plan should furthermore be the foundation and framework for annual municipal budgets and be compatible with national and provincial development programmes, as well as with national and provincial legislation (Section 25, Municipal Systems Act; and compare Section 54, *Municipal Finance Management Bill*, 2000). This plan should reflect the existing level of development in the municipality as well as the proposed future developmental outcomes for the municipality. It should furthermore reflect the development priorities, objectives and strategies of the municipality as well as a financial plan and budget projection for at least three years ahead. An assessment of the current resources, skills and capacity in the municipality may also be included

(Section 26, Municipal Systems Act). An IDP therefore is necessary for a municipality to identify developmental needs of inhabitants on the one hand and to enhance growth and anti-poverty strategies on the other hand (Parnell & Pieterse in Parnell *et al.*, 2002:85).

It is imperative that management practices and principles be applied to successfully implement the IDP. Municipal management therefore needs to be integrated into the IDP management system. *"The restricted management resource base of role players and stakeholders in IDP preparation is at present considered to be the single most important factor that impacts on non-delivery in terms of IDP's"* (Schoeman, 2003:1). It is furthermore emphasised by Schoeman (2003:9) that responsibilities for the IDP preparation and implementation have been placed on municipal structures such as the executive committee and executive mayor in terms of the Municipal Systems Act. This Act also makes provision for responsibilities for the municipal manager and an IDP coordinator in terms of the preparation and implementation of the IDP. It has become apparent though that the abovementioned persons and municipal structures lacked the capacity to successfully manage the IDP preparation process (Schoeman, 2003:9).

The Municipal Council of the Nokeng Tsa Taemane Municipality approved the IDP of the municipality during December 2002. It, however, turned out to be a controversial document due to claims being made by various stakeholders that sufficient community participation and consultation did not take place. In January 2003 a consultancy firm was appointed to review the document, irrespective of the fact that it was already approved by the Municipal Council. Therefore none of the objectives outlined in the IDP could be implemented as yet, awaiting the review results. According to the work programme and time frame set by the Nokeng Tsa Taemane Municipality and the Metsweding District Municipality, the reviewed IDP document should be approved by the Municipal Council on 29

January 2004. An IDP coordinator will then also be appointed by the municipality to facilitate the whole process (Boshoff, Interview, 14 October 2003).

In the questionnaires completed by managers of the Nokeng Tsa Taemane Municipality, the majority of respondents indicated that the municipality possesses the institutional capacity to implement an IDP only to a little extent and that the municipality does not provide adequate training opportunities pertaining to planning and implementation of the IDP.

#### **2.2.4.3.4 Local Economic Development (LED)**

Blakely (in Bouare, 2001:43) defines local economic development as the process in which maximum use of resources, whether it is human or natural, is stressed in order to increase employment and create wealth within a specific area, in this respect, a municipal area. The need for LED is stressed by the RDP through promoting a co-ordinated and coherent development strategy and also through promoting programmes that should develop and implement strategies for employment opportunities and poverty eradication (Harrison *et al.* in Reddy *et al.*, 2003:177).

LED is furthermore also supported by the GEAR strategy through the objective of GEAR of public investment to improve the infrastructure of municipalities. The Constitution and the *White Paper on Local Government*, 1998, furthermore also encourage LED by means of the principle of developmental local government that is outlined in this legislation. For South African municipalities specifically, LED is imperative for the following reasons that creates a snowball effect: To create jobs and employment opportunities; increasing income levels in order that municipal inhabitants pay for services; broadening the tax and revenue-base of municipalities; improving municipal service delivery; developing the human resources of a municipality; and building new institutions for sustainable development (Harrison *et al.* in Reddy *et al.*, 2003:177-178).

Although LED is dependent, not only on human, natural and financial resources, but also on trade, monetary and fiscal policies, the availability of skilled officials remains imperative to the successful implementation of LED. Officials demonstrating a lack of skills or insufficient skills could result in a loss of revenue that may compromise the economic growth of institutions or even prevent LED (Bouare, 2001:43).

During a workshop at the University of the Free State, hosted by the Centre for Development Support, a few obstacles to the successful implementation of LED were identified by delegates attending the workshop. It included the following:

- A lack of coordination of the various role players in LED;
- a lack of training of officials involved in LED;
- a lack of institutional capacity at municipalities that should implement LED;
- an overall lack of funding;
- insufficient monitoring and evaluation of projects;
- insufficient communication between various role players;
- a restrictive legal environment pertaining to procurement procedures;
- political and leadership differences in the local sphere of government;
- a lack of accountability and honesty of municipal officials responsible for the management of funds; and
- a lack of community participation (Arntz, 2001:3-4).

During interviews held with senior management in their capacity as the heads of departments (HODs) at the Nokeng Tsa Taemane Municipality on 14 October 2003, as well as information obtained through the questionnaires completed by senior management and middle management, it became apparent that most of the abovementioned obstacles to the successful implementation of LED are a reality at the municipality. A lack of institutional capacity to implement LED objectives exists while sufficient training opportunities lack for officials involved in

the LED process and insufficient communication is evident among the various role players. The majority of these obstacles emanate from the fact that sufficient funds are not available. Political and leadership differences in the municipality furthermore seems to have impacted negatively on municipal service delivery (Botha, Interview, 14 October 2003).

Delegates at the workshop held at the University of the Free State also came up with suggestions to overcome or limit the obstacles to the implementation of LED. The following were suggested:

- Funding for LED should be provided through tapping into national and district municipal funding;
- the revenue-base of municipalities need to be broadened;
- improved financial control measures should be introduced, as should better financial incentives;
- benchmarking should be introduced and performance-based contracts should be the norm;
- tax concessions for economic growth should be provided;
- existing resources and expertise should be shared between municipalities and districts;
- Municipal Service Partnership (MSP) policies should be implemented and partnerships with the private sector should be pursued;
- municipal inhabitants should be involved in LED plans and infrastructure development;
- training should be provided to enhance community participation;
- poverty eradication should be one of the primary priorities of LED;
- communities should receive training on citizen responsibilities such as the payment for services;
- labour intensive projects that make use of local skills, should be introduced;
- feasibility studies should be conducted to ensure that proposed projects are relevant and cost-effective;

- international support should be elicited; and
- an integrated approach should be adopted (Arntz, 2001:4).

By means of the questionnaire completed by managers and interviews held with the municipal manager and senior managers, questions pertaining to some of the abovementioned suggestions to limit or eliminate the obstacles to the successful implementation of LED, were raised. The following results were obtained:

- As mentioned in a previous section, sufficient funding is not received from national and provincial government mainly due to the fact that the Nokeng Tsa Taemane Municipality does not qualify with the majority of the requirements to receive grants;
- the revenue-base of the municipality needs to be broadened. Various suggestions were made during interviews with the municipal manager and the Heads of departments in the municipality. These included the development of residential and industrial property to broaden the revenue and tax base and simultaneously creating employment opportunities and the formation of partnerships. The Nokeng Tsa Taemane Municipality is in the process of approving a number of residential developments, such as townhouse complexes and residential estates, especially in the Roodeplaat Dam area. Not only will local labour be involved as far as possible, but these projects will also create employment opportunities, specifically for domestic workers. It will furthermore generate an income for the municipality in terms of property taxes and rates. Additional to this, potential industrial developments and the extension of the central business district are considered;
- another option is to have a policy of increased credit control. If such a policy is in place it can be promulgated as a regulation and a private company can be appointed as service provider in this regard in terms of Sections 83 and 84 of the Municipal Systems Act. The suggestion of a policy on credit control was communicated to the ward committees of the municipalities early in 2003. However, no reply has been received from them to date. An obstacle to the

success of such a credit control policy is the high rate of unemployment in the municipal area;

- it has been approved by the Municipal Council to appoint future HODs on performance-based contracts since only the municipal manager is currently appointed on a performance-based contract. The majority of HODs indicated that performance-based contracts are sensible and a step in the right direction;
- municipal inhabitants are not sufficiently involved in planning processes; and
- community participation training are not currently provided (Boshoff, Lötter, Botha & Pieterse, Interviews, 14 October 2003).

It can therefore be deduced that the Nokeng Tsa Taemane Municipality face numerous challenges to obtain LED objectives and that priorities need to be set in order to accomplish the abovementioned LED objectives.

Municipal service partnerships (MSPs) could support the developmental role of municipalities. The next paragraphs will therefore focus upon the role and place of MSPs.

#### **2.2.4.4 The role and place of municipal service partnerships (MSPs)**

In the pursuit of improved service delivery, government departments and institutions, including municipalities, are entering into partnerships with independent agencies such as private sector companies, non-governmental organisations (NGOs) and community-based organisations (CBOs). The aim of these partnerships is to establish practices that improve service delivery and a better quality of life for municipal inhabitants (Kroukamp, 2003:2). The finances, skills and experience of private sector investors allow municipalities to benefit, not only with better service delivery, but also with innovations, efficiency and commercial discipline (Smith, 2000:128).

As a result of discussions between the South African government, the Confederation of South African Trade Unions (Cosatu) and the South African Local Government Association (SALGA), the Record of Understanding (RoU) was signed in 1998. According to the RoU the following guidelines were laid down for Municipal Service Partnerships (MSPs):

- A municipality must first attempt to enhance efficiency and effectiveness within itself;
- if that is to no avail, a public-public partnership should be pursued by the municipality;
- if that is also to no avail, a public-private partnership can be considered by the municipality (Gitsham *et al.* in Reddy *et al.*, 2003:210-211; Arntz, 2001:8).

Yet another option for municipalities is to explore municipal community partnerships (MCPs). Through entering into MCPs, municipalities make use of community resources that will help in the eradication of poverty. It will furthermore enhance accountability of managers as well as responsiveness to the needs of municipal inhabitants. The primary objectives of MCPs are firstly to provide cost-effective service delivery, secondly to deepen democracy since it involves participation and thirdly it supplements capacity to deliver quality services (Khan & Cranko in Parnell *et al.*, 2002:268).

The Nokeng Tsa Taemane Municipality, for example, budgeted for an income of R950 000 for the 2002/2003 financial year for law enforcement of which only R250 000 realised. This emanates from aspects such as a lack of commitment of staff in the Traffic and Licensing Department, a lack of adequate vehicles, as well as a lack of a radio control system between the control room and vehicles on the road. These circumstances contributed towards the difference of R700 000 in the budgeted income of law enforcement for the 2003/2003 financial year and forced the municipality to explore the possibility of a partnership pertaining to law enforcement, emanating in the signing of a contract for a public-private



partnership with Traffic Management Technologies on 13 October 2003. The private company will be in partnership with the municipality with the aim to improve traffic law enforcement in the municipal area (Boshoff, Interview, 14 October 2003).

A positive prospective for the municipality is the *Blue IQ* project, namely *Dinokeng* that is currently in the planning phase. This project will be done in partnership with a private company and will focus on the attraction of tourists in the municipal area and involves the establishment of a game reserve, the building of game lodges, an information centre and guided tours through the townships in the municipal area (Janse van Rensburg, Interview, 14 October 2003). If this project realises, it will make a significant contribution to the revenue-base of the Nokeng Tsa Taemane Municipality and will eventually contribute to the enhancement of the institutional capacity through the improvement of the cash flow of the municipality.

The municipality is not currently involved in partnerships with NGOs or CBOs. Agreements, however, exist between the municipality and the Tswane Metropolitan Municipality as well as the Kungwini Municipality for disaster management. Services such as civil engineering, electricity maintenance and electricity meter readings are furthermore contracted out (Boshoff, Interview, 14 October 2003). It can therefore be deduced that a need exists for managers in municipalities, including the Nokeng Tsa Taemane Municipality, to pursue opportunities to enter into partnerships and to possess the necessary skills and capacity to let these opportunities realise.

Taking cognisance of legislative directives for the sphere of local government, as well as for the developmental role and challenges facing municipalities, it is evident that knowledgeable, skilled managers, supported by institutional infrastructure and capacity, are indispensable to the accomplishment of developmental objectives of municipalities.

A prominent part of the objectives and an additional challenge to municipalities is to deliver quality services to its inhabitants. The next section will focus on the legislative framework and guidelines for municipal service delivery.

### **2.3 LEGISLATIVE FRAMEWORK AND GUIDELINES FOR MUNICIPAL SERVICE DELIVERY**

As mentioned in chapter one of this study, chapter 10 of the Constitution outlines particular principles for public officials to comply with and which also apply to the administration in the local sphere of government. The manner and extend to which these principles are complied with will determine the manner in which municipal services are delivered to municipal inhabitants.

As one of the core programmes of the RDP, service delivery needs to be emphasised and priority be given to programmes and strategies aimed at the improvement of municipal service delivery. Not only is service delivery justified on moral and social grounds as a means to meet the basic needs of inhabitants and provide better quality life to the poor, but also to provide infrastructure support to the previously disadvantaged to enter the economic community. This will lead to community empowerment and an increase in the economic output of the country as a whole. Service delivery has various objectives *inter alia* to provide access to basic services to impoverished inhabitants, and to ensure the continuity of services, not only to the poor, but to all levels of society (*White Paper on Local Government*, 1998:111-112; and compare Ismail *et al.*, 1997:132).

In order to improve municipal service delivery, address the backlog in services and provide in the needs of municipal inhabitants, particular principles and approaches to service delivery need to be taken into account. New approaches to service delivery can include options such as public-private partnerships,

contracting out, partnerships with community based organisations (CBOs) and non-governmental organisations (NGOs) and building on existing capacity, as described in the previous section (Gitsham *et al.* in Reddy *et al.*, 2003:204). Municipalities should take steps to facilitate service delivery by entering into these partnerships, and by designing and implementing policies that will improve human resources, enhance efficiency and decrease the vulnerability of municipal inhabitants (Khan & Cranko in Parnell *et al.*, 2003:266). Whichever approach chosen by a municipality, it should enhance the ability of the municipality to achieve its social and developmental goals and improve the quality of life for all.

Khosa (2002:3) argues that any service delivery programme should aim to empower inhabitants who benefit from it. It should also establish institutional arrangements as well as resources to ensure sustainability and affordability in municipal services. Principles such as the accessibility, affordability, accountability and sustainability of services as well as integrated development should therefore be considered in the process of municipal service delivery. Furthermore, the quality of services should be considered in collaboration with the value-for-money principle (Subban & Barkhuizen, 2003:7). For managers in municipalities to successfully and sustainably provide in the needs of their inhabitants through service delivery, it will require a particular level of capacity, whether skills capacity or institutional capacity.

With the continuous changes in the environment, more responsibilities are placed on municipalities to adapt to the needs of their inhabitants. In order to comply with the changing needs, a skilled and competent managerial corps is imperative (Kroukamp, 2002:453-454). The *White Paper on the Transformation of the Public Service* (1995:58) stresses the significance of productivity in the public service through drawing a parallel between the improvement of services and the improvement of productivity in public service institutions in chapter 11. The White Paper proposes structures that should enhance the transformation process and consultation between the various stakeholders, namely the public service, the

public service staff and unions and civil society. One of the structures is the Presidential Review Commission (PRC), *The Commission of Inquiry Regarding the Transformation and Reform of the Public Service*, which was established in March 1996 (PRC, 1998:1-2). The PRC stated that it supports the implementation of RDP principles, especially those principles pertaining to a "needs-based, results-oriented and people-centred approach to service delivery" (PRC, 1998:6-7). The PRC furthermore expresses concern over the lack of skills and capacity in the public service and mentions that the lack of in-house expertise and capacity is an obstacle to outlining sustainable goals and objectives (PRC, 1998:15).

In the fourth report on social and economic rights to Parliament during April 2003, the South African Human Rights Commission indicated that there is mismanagement and a lack of skills in the public service due to service delivery and government policy not being up to standard. It brought about that South Africans could not benefit from constitutional rights such as housing and education due to the inability of government to comply with these constitutional rights. It can therefore be deduced that a lack of resources and management skills led to corruption, under spending, lack of coordination between the various spheres of government and subsequently it led to a lack of efficient and effective service delivery (Fox, 2003:8).

The *White Paper on Transforming Public Service Delivery (Batho Pele White Paper)*, 1997, was drawn up to provide a policy framework and implementation strategy to guide public service institutions through transformation of public service delivery. The *Batho Pele White Paper* was compiled in cognisance of other legislation and government policies, such as the *Constitution of the Republic of South Africa*, 1996 (Act 108 of 1996), the *White Paper on Reconstruction and Development*, 1994 and the *Macro-Economic Strategy for Growth, Employment and Redistribution*, 1996, providing principles and guidelines pertaining to service delivery to public officials and the public service.

It is imperative for a municipality to have particular systems, such as service standards and performance measurements against the standards in place to be able to evaluate service delivery (Van der Merwe, 1999:2).

A principle that is emphasised in the *Batho Pele White Paper*, 1997, is the "people first" principle. The White Paper outlines eight principles to underpin the "people first" concept. The White Paper furthermore outlines eight steps to improve service delivery in the public service, namely to:

- Identify the customer;
- establish the needs and priorities of the customer;
- establish the current service baseline;
- identify the improvement gap;
- set service standards;
- gear up for delivery;
- announce service standards; and
- monitor delivery against standards, and publish results (*Batho Pele White Paper*, 1997:26-28).

According to Fox (2003:4) the "people first" principle also implies the following:

- To listen to the views of inhabitants and take these views into account when decisions pertaining to service delivery are made;
- to respect and consider inhabitants;
- to ensure that services delivered are of the highest quality and standard; and
- when services are not up to standard, to respond to it sympathetically and without delay.

It is evident from the abovementioned that municipalities should take cognisance of the needs and opinions of municipal inhabitants and that only quality services should be provided to them.

According to the *Annual Report of the Department of Public Service and Administration (DPSA)*, 1999/2000, the DPSA attempt to build on the *Batho Pele* principles and execute them. A few actions, suggested by this Department that can easily be applied to municipalities as well, are mentioned:

- To make optimal use of information technology in service delivery;
- to identify services which lend itself to partnerships with other public service institutions or private sector institutions;
- to review business hours and develop one-stop services, as well as other services that will make public services more accessible; and
- to ensure the quality of services through regular surveys to obtain feedback from inhabitants.

It can therefore be deduced that municipalities should make use of new and innovative methods to improve service delivery to inhabitants. It is evident that skilled municipal officials will be required to promote and implement innovative service delivery methods.

The *Batho Pele White Paper* (1997:10-11) urges public service institutions to develop service delivery strategies that will improve the quality of public services. A few aspects pertaining to a service delivery strategy that need to be considered, are outlined in Table 7 below:

**Table 7: Aspects to identify when compiling a public service delivery strategy**

- A mission statement for service delivery, together with service guarantees;
- the services to be provided, to which groups, and at which services charges;
- in line with RDP priorities, the principle of affordability, the principle of redirecting resources to areas and groups previously under-resourced;
- service standards, defined outputs and targets, and performance indicators, benchmarked against comparable international standards;
- monitoring and evaluation mechanisms and structures, designed to measure progress and introduce corrective action, where appropriate;
- plans for staffing, human resource development and organisational capacity building, tailored to service delivery needs;
- the redirection of human and other resources from administrative tasks to service provision, particularly for disadvantaged groups and areas;
- financial plans to link budgets directly to service needs and personnel plans;
- potential partnerships with the private sector, non-governmental programmes (NGOs) and community-based organisations (CBOs) which will provide more effective forms of service delivery; and
- the development, particularly training, of a culture of customer care and of approaches to service delivery that are sensitive to issues of race, gender and disability.

Source: Republic of South Africa.1997. White Paper on Transforming Public Service Delivery (Batho Pele White Paper).

Van der Merwe (1999:6) argues that performance indicators should be designed and management information systems should be set up to collect data of the indicators on a regular basis to present it to managers in a usable format in order to measure performance properly (compare Fox, 2003:10). These systems are underdeveloped in the public service. All management measures, such as budgets, strategic and business plans, human resources plans, organisational structure, job descriptions and performance management should be designed and implemented in such a manner that it enhances service delivery (Van der



Merwe, 1999:8). Results of the questionnaire compiled by managers of the Nokeng Tsa Taemane Municipality indicated that the abovementioned management measures are only to a little extent designed and implemented to enhance municipal service delivery and in some cases, as with the performance management system, it has not yet been implemented at all. This reflects a significant lack of institutional capacity. The municipality furthermore is not yet in the position to successfully and realistically plan for sustainable development, since it operates on an *ad hoc* basis and a principle of crisis management (Pieterse, Interview, 14 October 2003).

In a survey done by the Public Service Commission it was found that there is a lack of skills in the public service to apply the *Batho Pele* principles (Van der Merwe, 1999:8). This includes municipalities as well. It can therefore be deduced that effective service delivery and skilled managers, supported by institutional capacity, cannot be separated from one another. For municipal services to be delivered effectively, efficiently and productively, institutional adeptness as well as particular managerial skills and capacity will be required.

The importance of a legislative framework and guidelines, provided by government, for the training of public managers and opportunities for skills development as well as the expectations of government and municipal inhabitants of managers with regard to the role that they play in public service delivery, will be focused upon in the following section.

#### **2.4 LEGISLATIVE FRAMEWORK, GUIDING SKILLS DEVELOPMENT FOR PUBLIC OFFICIALS**

The vision for the public service, as captured in the *White Paper for Human Resource Management*, 1997, is to develop a competent and capable workforce that is committed to deliver services of a high quality to the public. With the launch of the *Presidential Strategic Leadership Development Program* (PSLDP)



in July 2000, president Thabo Mbeki stressed the importance and necessity of relevant skills and training in the public service in order to keep up with technological development and international standards (Fraser-Moleketi, 2000:2). The South African government has therefore committed itself to promoting a culture of life-long learning and development and in the view of this commitment, founded various legislation to provide a framework for skills development.

To eradicate poverty, skilful human resources, additional to financial and physical resources, are necessary. Humans need to design strategies, implement them and deliver what was promised to inhabitants, whether it was houses, clinics, running water, or any other public service. A wide range of skilled public officials is necessary for economic growth to effectively take place (Bird, 1997:31).

Not only is the development of skills, and for the purpose of this study, specifically managerial skills, a method to improve the attributes of managers, but also to improve the capacity of public service institutions in totality to obtain their objectives. Skills development will enhance the capacity of managers to fulfil their developmental role. It is therefore imperative that developmental needs and shortcomings in the public service be addressed through skills development and training in order to enhance the capacity for good governance (*Human Resource Development Strategy for the Public Service, 2002-2006:2-3*; Kroukamp, 2002:460).

Through developing the professional capacity of public service managers, institutional change will be promoted. Training will assist managers to obtain the necessary skills and competencies to fulfil their duties in an effective and efficient manner and will improve managerial skills such as decision-making, problem solving and leadership. The eventual objective should be to develop managerial capacity to fulfil their social and developmental roles and provide public services of quality. Training should therefore become one of the core elements of institution building (*White Paper on the Transformation of the Public Service,*

1995; and compare Mello, 2002:272-273). It is necessary to attract and develop competent managers through a system that decentralises managerial responsibility and increases the accountability for goals and objectives and build skills and capacity for good governance in municipalities to eventually enhance productivity (Kroukamp, 2002:468).

Recent legislation on skills development introduced programmes, institutions and funding policies to redress training and education in the public service. The aim of the *Human Resource Development Strategy for South Africa* (2002-2006:9) was to “*maximise the potential of all people of South Africa through the acquisition of knowledge and skills to work productively and competitively in order to achieve a rising quality of life for all and to set in place an operational plan together with the necessary institutional arrangements to achieve this*”. This objective is an enormous challenge to public service institutions, and to municipalities specifically being the sphere of government closest to the people and being directly responsible for service delivery to inhabitants.

In order to assist municipalities with capacity building and the implementation of systems established through legislation, the Municipal Systems Improvement Programme (MSIP) was increased from R92 million in 2002 to R132 million in 2004/2005. Funding of Planning, Implementation and Management Support (PIMMS) Centres in district municipalities, was one of the important initiatives to enhance capacity building, especially to assist with the IDP (*DPLG Annual Report*, 2001:12).

Compared to international standards, investment in training and skills development in South Africa is insufficient (GEAR, 1996:25). It is imperative to improve the level and effectiveness of training to enhance productivity and capacity. Improved and relevant management training, relevant job grading, institutional capacity and modern work practices are necessary to enhance efficiency and productivity in the public service (GEAR, 1996:25-26). Additional

problems, outlined in the *Human Resource Development Strategy for the Public Service* (2002-2006:19) need to be addressed. It refers to problems such as, a fragmented and uncoordinated approach to training and education in the public service and the provision of training and education that are not relevant, insufficient resources to implement human resource development strategies and current skills levels in the public service (only 3% of the Public Service workforce are highly skilled personnel) (Fraser-Moleketi, 2000:2). A lack of effective cooperation between Sector Education and Training Authorities and other institutions and a lack of a strategic, "needs-based, outcomes-based and competency-based approach" to public service training and education are also problems to be addressed (*Human Resource Development Strategy for the Public Service*, 2002-2006:19; Olivier, 1998:20).

The *Skills Development Act*, 1998 (Act 97 of 1998) emphasises the fact that not only should skills of public officials be developed, but also that the levels of investment in training and education in South Africa should be increased. A learning environment should be created that provides opportunities to public officials to improve their skills. Public officials should furthermore be encouraged to participate in training programmes. Particular tools and institutions are established to assist with the accomplishment of these objectives, such as the National Skills Authority (NSA), the National Skills Fund (NSF), a skills development levy-grant scheme, Sector Education and Training Authorities (SETAs), labour centres and the Skills Development Planning Unit. Partnerships between the public and private sector, as well as cooperation with the South African Qualifications Authority (SAQA), should also be encouraged (compare Kroukamp, 2002:453-455). Some of these tools, funds and institutions will briefly be elaborated upon.

#### **2.4.1 The skills development levy scheme**

Chapter 1 of the *Skills Development Levies Act, 1999* (Act 9 of 1999) describes that each employer has to pay a skills development levy at a rate of one percent of the amount to be levied. A skills development levy may also be imposed on municipalities. The levy for training purposes, from 1 April 2002, should not be less than one percent of the amount to be levied. Like all other employers, municipalities need to register for payment of levies. An application should be submitted to the Commissioner of the South African Revenue Service and should indicate the jurisdiction of the SETA within which the municipality resorts (*Skills Development Levies Act, 1999* (Act 9 of 1999)). These levies should ideally be used to develop skills programmes that can enhance the effectiveness and efficiency of public service institutions (Hatting & Smit, 2000:2).

#### **2.4.2 The National Skills Fund (NSF)**

Money in the NSF must solely be used for purposes that are identified in the national skills development strategy (Section 28, *Skills Development Act, 1998* [Act 97 of 1998]). The NSF mainly comprise of funds received from the skills development levies, money received from Parliament, donations and interest earned on investments (Section 27, *Skills Development Act, 1998* [Act 97 of 1998]). It can therefore be deduced that municipalities should apply money granted from the NSF in such a manner that it will enhance municipal service delivery and take cognisance that is in compliance with the national skills development strategy.

#### **2.4.3 Local Government Training Fund**

Schedule 2, Section 14 of the *Skills Development Act, 1998* (Act 97 of 1998) outlines the position of the Local Government Training Fund. This Fund was established in terms of Section 7 of the *Local Government Training Act, 1985*

(Act 41 of 1985). The Fund and any body or institution recognised as a training centre, continues to exist, irrespective of the fact that this Act has been repealed. All powers and duties of the Training Board for Local Government Bodies were transferred to the Local Government Education and Training Board. Money of the Local Government Training Fund is used by the Local Government Education and Training Board to develop skills, knowledge and expertise of municipal officials and councillors. In cases where a SETA is established for a local government sector, the Local Government Education and Training Board as well as the Local Government Training Fund, are replaced by a SETA, and all rights, responsibilities and obligations of the Training Board, as well as money of the Local Government Training Fund, must be transferred to the SETA. This is currently the situation.

#### **2.4.4 National Skills Authority (NSA)**

The National Skills Authority (NSA) was established through Section 4 of the *Skills Development Act, 1998 (Act 97 of 1998)* to advise the Minister of Labour on a skills development policy and strategy, including a skills development policy and strategy regarding the local sphere of government, and to report to the Minister on the progress made with the implementation of these policies and strategies. The NSA is furthermore responsible for liaison with SETAs with regard to the abovementioned skills development policies and strategies.

#### **2.4.5 The Skills Development Planning Unit**

The Skills Development Planning Unit was established as an institution of the Department of Labour, mainly to analyse the labour market with a view to provide information on skills and to assist with the formulation of skills development strategy and plans (*Skills Development Act, 1998 [Act 97 of 1998]*). The Skills Development Planning Unit will therefore be responsible for analysing the current skills of municipal officials and advising municipalities on skills development

plans and strategies with the aim to provide quality services to municipal inhabitants.

#### **2.4.6 The National Qualifications Framework (NQF) and the South African Qualifications Authority (SAQA)**

The National Qualifications Framework (NQF) is responsible for promoting quality in training and education and to facilitate access to training and education in all spheres of government, including the local sphere. The NQF should also be involved in providing training and employment opportunities with a view to redress and eradicate unfair discrimination of the past. It should furthermore enhance learning of individuals and contribute towards the social and economic development of the country in totality (*South African Qualifications Authority Act, 1995 [Act 58 of 1995]*). The abovementioned training and education should be vigorously applied in the local sphere of government since this is the sphere of government directly responsible for service delivery to inhabitants.

In addition to the NQF, the South African Qualifications Authority (SAQA) was established in 1995. SAQA is responsible for pursuing the objectives of the NQF and to oversee the development of the NQF. SAQA should formulate policies for the registration of bodies which will be responsible for the establishment of training and education standards and should furthermore accredit bodies that are responsible for monitoring and auditing these standards (*South African Qualifications Authority Act, 1995 [Act 58 of 1995]*). The abovementioned bodies should also be responsible for training and education standards as well as the monitoring and auditing of these standards within the local sphere of government.

#### 2.4.7 The Sector Education and Training Authorities (SETAs)

A Sector Education and Training Authority (SETA) will be held responsible for developing a sector skills plan, promoting learnerships and registering learnership agreements. A SETA must apply to SAQA for accreditation as a body, responsible for the monitoring and auditing of standards and qualifications, within a week of its establishment. This authority is furthermore also responsible to collect and disburse the skills levies in its sector and to communicate with the NSA and the employment services of the Department of Education and any other education body (*Skills Development Act, 1998 [Act 97 of 1998]*).

In March 2000, the *Public Service Sector Education and Training Authority* (PSETA) was established by the Minister of Education and will take one of the leading roles in consultation with stakeholders. The mission of the PSETA is to ensure that a framework for appropriate and sufficient public service education and training is provided and that it will also provide for current and future needs in the public service. The PSETAs objectives are therefore to implement and encourage a culture of life-long learning, to develop skills in the public sector that will result in productivity and employment growth, to promote opportunities for skills development, to assist newcomers in the public service and to support SMMEs through education and training measures. The PSETA should furthermore also see to it that that functional work groups and workplace coordinating committees are in place to ensure sufficient consultation with stakeholders. The building of capacity for standing committees, functional groups, workplace committees, PSETA board members and secretarial staff is another objective of the PSETA. The PSETA must communicate and finalise their membership and financial status to members and launch a communication and awareness campaign (compare Fourie, 2001:33). It is evident that the abovementioned objectives of PSETAs are comprehensive and that it is imperative that these objectives should also be pursued in the local sphere of government.

## **2.4.8 Skills development training bodies**

A number of training bodies exist which all contribute to skills development in the public sector. This also includes municipalities. These bodies are described in the following paragraphs.

### **2.4.8.1 The South African Management and Development Institute (SAMDI) and provincial training bodies**

SAMDI still remains the most important and significant body with regard to the provision of in-service training to public officials and plays a significant role in management training, specifically, in the public service and aligns all its training programmes with SAQA and NQF requirements (SAMDI, 2003:1; *Human Resource Development Strategy for the Public Service, 2002-2006*).

SAMDI is responsible for the development of work relationships with managers in departments and other stakeholders as well as to identify the performance expected from public sector employees in order to provide quality public services. SAMDI is furthermore also responsible for the determination of interventions required for improved performance to be achieved and work in this regard with management and other personnel in the public sector (*Human Resource Development Strategy for the Public Service, 2002-2006:18*). Provincial training bodies also have the opportunity to make contributions towards management training and need to collaborate with SAMDI in the coordination and provision of training (*White Paper on the Transformation of the Public Service, 1995; White Paper on Local Government, 1998*).

Training courses for managers at entry level as well as development programmes for senior managers, where managerial and leadership competencies will be linked with individual skills assessments and sector skills



plans, will be developed by SAMDI in consultation with other stakeholders. Managers who are appointed to managerial positions for the first time will be provided with guidelines and directives to familiarise themselves with the government environment and their conditions of service in the public service. The secondment of public officials to private and public sector institutions to develop themselves will be provided for through frameworks that will be developed specifically for this purpose. Sabbatical leave for research purposes will furthermore be provided for. Guidelines and support for the abovementioned will be provided by the DPSA and SAMDI (*Human Resource Development Strategy for the Public Service, 2002-2006:46*; Harvey & Brown, 1996:15-16). Training opportunities offered by SAMDI for managers at municipalities will be elaborated upon in chapter four of this study.

#### **2.4.8.2 External training bodies**

With a view to support optimal human resource development and capacity building in the public service, external training bodies are also allowed to provide training to public service officials (*White Paper on Public Service Training and Education, 1998:56*). In the previous dispensation external training was mainly provided by traditionally white tertiary institutions, whereas the African National Congress (ANC) government promotes the involvement of historically disadvantaged universities for moral and practical reasons (*White Paper on the Transformation of the Public Service, 1995*).

Additional to tertiary institutions, NGOs and CBOs also provide training and education to public service officials. These agencies are especially equipped to provide training with regard to human rights, negotiation skills and consultative skills. As the need arises, government will also make use of international training agencies to improve local skills and capacity (*White Paper on Local Government, 1998:118*).

## 2.5 CONCLUSION

Various legislation outlines the objectives and duties of municipalities, especially pertaining to their developmental role and service delivery to the public. Managers of municipalities should use the guidelines provided by legislation to direct them in fulfilling their duties and mandate in an efficient, effective and productive manner.

It became evident that the promotion of development programmes such as the IDP and LED as well as the formation of municipal partnerships are options for municipalities to improve the quality of municipal service delivery. It is furthermore important that municipalities do proper infrastructure investment planning. Managers in municipalities should therefore focus their managerial skills and capacity on improving the quality of life of their municipal inhabitants and in fulfilling their developmental role in such a manner that it enhances the social development and economic growth of the municipal area.

When cognisance is taken of skills legislation, the various institutions and funding policies established through it as well as the skills development training plans and training bodies, it is apparent that government has made a serious commitment towards the improvement of skills of public officials in order to develop a competent and capable workforce that will be able to provide quality services to the inhabitants of South Africa. Management skills specifically, should be developed to enable managers to take a leading role in fulfilling developmental outcomes of municipalities, obtaining objectives set for the local sphere of government and enabling municipalities to fulfil their mandate.

Parallel to the improvement of skills, the improvement of institutional capacity has to be addressed. In many respects it may be a case that managers do possess the required skills to provide efficient and effective service delivery, but that there is no institutional and administrative support available or in place. The next

chapter will focus upon the institutional capacity and organisational structure of municipalities and the influence it has on municipal service delivery.

## CHAPTER 3

### THE INSTITUTIONAL CAPACITY OF THE NOKENG TSA TAEMANE MUNICIPALITY

#### 3.1 INTRODUCTION

This chapter will focus on the development of municipalities in South Africa and the Nokeng Tsa Taemane Municipality in particular in the context of the structural and political changes brought about by the transformation process. Not only did political transformation bring about restructuring, but also challenges and duties, additional to the traditional role of service delivery to municipalities. The previous chapter outlined some of these challenges, especially the developmental role of municipalities, and during the course of this chapter it will be determined whether the Nokeng Tsa Taemane Municipality possess the necessary institutional capacity to successfully deal with these challenges and provide the managers of the municipality with resources and institutional support. Institutional capacity, together with managerial skills, is imperative for effective and efficient service delivery to municipal inhabitants.

The various historical phases of development and political change, as well as its effect on South African municipalities and the Nokeng Tsa Taemane Municipality in particular, will be described. The existing institutional capacity of the Nokeng Tsa Taemane Municipality, or the lack thereof, as well as the utilisation of institutional capacity, will furthermore be described. The various strengths and weaknesses of the municipality will therefore be explored in order to determine the context in which municipal services are delivered. The structural composition of the Nokeng Tsa Taemane Municipality will be outlined, as well as the role that it plays in the enhancement of management capacity of the municipality.

The following section will provide a brief overview of the development of municipalities in South Africa in order to place the Nokeng Tsa Taemane Municipality in context.

### **3.2 AN OVERVIEW OF THE DEVELOPMENT OF MUNICIPALITIES IN SOUTH AFRICA**

Due to political transformation, government structures and processes have gone through phases of restructuring as well as social and political change. The local sphere of government was no exception. This section will focus on the history of the local sphere of government and the various phases of development, brought about by constitutional reform through the years. The influence that constitutional reform and transformation had on municipalities and specifically the Nokeng Tsa Taemane Municipality will therefore be described.

#### **3.2.1 The pre-nineteen nineties phase**

Since 1910 South Africa had no less than five constitutions. South Africa became a Union on 31 May 1910 in terms of the *South Africa Act, 1909*, which was passed by the British Parliament (Cloete, 1997:12). The Anglo-Boer War between the British Imperial Government and the Boer Republics of the Orange Free State and Transvaal led to this Act. Through the *South Africa Act, 1909*, the Westminster system, which was a bicameral system, came into use, consisting of the House of Assembly and the Senate. Since Parliament had supremacy under this Constitution, it had legislative powers over matters in the local sphere of government (Craythorne, 2003:2).

The second Constitution of South Africa was the *South Africa Constitution Act, 1961*, (Act 32 of 1961). This Act was mainly promulgated due to the change from a constitutional monarchy to a republic. According to Section 84(1)(f) of the

*South Africa Constitution Act, 1961* (Act 32 of 1961), the powers of provincial councils to legislate matters in the local sphere of government continued to exist.

During the phase of the abovementioned two constitutions municipalities could only make by-laws within the boundaries of national legislation and then it had to be approved by Provincial Administrators. Municipalities had both legislative and executive powers. The typical functions of municipalities during this phase included the provision of water and electricity, road maintenance, refuse removal, storm water drainage, sewerage, cemeteries, health services, traffic control, public library services, museums and public transport. Education, welfare and public protection, with the exception of traffic control, were not municipal functions (Cameron 1999:76).

A prominent characteristic during this phase was segregation and apartheid. Through the *Native Urban Areas Act, 1923*, White Local Authorities (WLAs) obtained power to exercise influx control over black people entering "white" areas. Black people could not reside in "white" areas or own property in these areas, but were only allowed to enter these areas for labour purposes (compare Zybrands in Venter, 1998:195). Furthermore, segregated residential areas were provided for black people through the *Black Urban Areas Act, 1923*. Control of the administration of black urban areas were removed from WLAs in 1971 and placed under the control of the administration boards (Cameron, 1999:76-77; Van der Waldt & Helmbold, 1996:28).

During the apartheid years various legislation relating to segregation were promulgated. The South African population was divided into four groups through the *Population Registration Act, 1950*, namely Whites, Blacks, Coloureds and Indians. According to the *Group Areas Act, 1952*, people of different racial groups were denied to reside in the same areas and thousands of people were forced to move from their homes in terms of this Act. Pass laws were also introduced, which forced all black people to possess pass books. Though it was

expected of black townships to be financially self-sufficient, these townships remained underdeveloped due to the fact that the sources of revenue were inadequate. Sources of revenue included liquor sales, payment for services rendered and levies on white employers in certain areas (Cameron, 1999:77; and compare *White Paper on Local Government*, 1998:21).

The *Group Areas Act*, 1950, made provision for segregated residential areas for Coloureds and Indians, but separate structures were only introduced through the *Group Areas Amendment Act*, 1962. This referred to advisory bodies such as the Local Affairs Committees (LACs) and Management Committees that were established for Coloureds and Indians with the intention to develop into independent local authorities. None of the Coloured Management Committees developed into such independent local authorities and only four of the Indian LAC's became independent local authorities. The failure was mainly due to a lack of trained staff and financial resources as well as political opposition to these structures of apartheid (Cameron, 1999:78; Kane-Berman, 1990:56).

The third Constitution of South Africa, the *South Africa Constitution Act*, 1983 (Act 110 of 1983) was probably the most controversial and impractical Constitution in the history of South Africa. According to this Constitution, Parliament had sovereign legislative authority and comprised of three houses, namely the House of Assembly (for Whites only), the House of Representative (for Coloureds only) and the House of Delegates (for Indians only). There was no House and therefore no representation for Black people in Parliament. Municipal matters, concerning Black people were regulated by legislation such as the *Black Local Authorities Act*, 1982 (Act 102 of 1982) and the *Black Communities Development Act*, 1984 (Act 4 of 1984). The exception was Black inhabitants in homelands. Their local government legislation was regulated by homeland legislation (Craythorne, 2003:3).

During the nineteen eighties Black Local Authorities (BLAs) were established, though the already insufficient sources of revenue were not improved. Rent and service charges were increased by the apartheid government as a means to deliver services to townships. This led to protests which turned violent and in several cases Black councillors were attacked. Various councillors resigned and as a result several BLAs disintegrated. The majority of BLAs were furthermore consumed with corruption and a lack of capacity. Civic organisations which comprised of youth organisations, trade unions, as well as religious, political and women's organisations, led campaigns against BLAs. Political opposition, a lack of capacity and financial impediments weakened BLA's (Cameron, 1999:78-79).

The Regional Services Councils (RSCs) were established through the *Regional Service Act*, 1985, (Act 109 of 1985). RSCs comprised of representatives of WLAs, BLAs and Coloured and Indian Management Committees or LACs. The objectives of the RSCs were to provide services in a more cost-effective manner, to improve the limited growth of property rates by providing additional sources and to facilitate decision-making by the various racial groups in the local sphere of government. In accordance with the RSCs Act, RSCs had to perform functions, categorised as "general affairs", while decisions on matters of "own affairs" were regulated and controlled by racially-based local authorities (Cameron, 1999:79; and compare *White Paper on Local Government*, 1998:23).

The two Constitutions that followed hereafter, brought about numerous and fundamental changes in the social and political structure of South Africa and are the result of the process of democratisation in South Africa. Through the *Constitution of South Africa Act*, 1993 (Act 200 of 1993), the Interim Constitution, South Africa was established as one state. Homelands were finally removed and the former homelands were amalgamated with the Republic of South Africa. Another important aspect of this Constitution was that it stated that the Constitution will be the supreme law of the state and that no legislation can be inconsistent with the Constitution. The supremacy of the Constitution furthermore



continued in the "final" Constitution of South Africa, the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) (Craythorne, 2003:3-6). Chapter 7 of the 1996 Constitution, outlines the role and duties of the sphere of local government in the new dispensation.

The following paragraphs will focus upon changes brought about by the abovementioned two Constitutions and their effect on the local sphere of governance in the nineteen nineties.

### **3.2.2 The negotiations phase**

During the late nineteen eighties it became evident that local government in Black communities were on the verge of collapse (Du Toit & Van der Waldt 1998:242). This was mainly due to reasons mentioned in the above section. The South African National Civic Organisation (SANCO) was established in 1991 and during 1992 discussions between SANCO and the Minister of Local Government commenced on matters pertaining to the restructuring of the sphere of local government in South Africa (Cloete, 1995:4). The Local Government Negotiating Forum (LGNF) was subsequently established on 22 March 1993. The LGNF consisted of 50% members from statutory bodies and 50% members from non-statutory bodies (Cloete, 1995:5). Political parties were excluded from the LGNF to enable them to participate in the Multi Party Negotiating Forum (MPNF) in Kempton Park to negotiate on the Constitution (Cameron, 1999:84).

The majority of negotiations were held by three working groups of the LGNF, which developed a model for reform in the local sphere of government and was approved with a few amendments by the MPNF in Kempton Park. The following were the three working groups:

- The legal and constitutional working group;
- the service and finance working group; and

- the management, administration and training working group (Cameron, 1999:85).

One of the most significant pieces of legislation pertaining to the local sphere of government during the transformation process was the *Local Government Transition Act, 1993* (Act 209 of 1993). This Act provided for three phases in the development and transition of the sphere of local government from the previous dispensation to the present one. These phases are elaborated upon in the following paragraphs.

### **3.2.2.1 The pre-interim phase**

During the pre-interim phase, which commenced in February 1994, when the Local Government Transition Act (LGTA) came into operation, Municipal Councillors were appointed and comprised of 50% statutory and 50% non-statutory representation (Craythorne, 2003:12; and compare Cameron, 1999:85). During the pre-interim phase negotiating forums negotiated for the integration of local governments for all population groups (Du Toit & Van der Waldt 1998:243). This phase ended with the local government elections in November 1995 in seven provinces and in May 1996 in two provinces (Cameron, 1999:85). The local government elections at the Nokeng Tsa Taemane Municipality took place in November 1995, which resulted in the establishment of the Cullinan-Rayton Transitional Council, including the township Refilwe, which was under the control of an ANC majority (Boshoff, Interview, 21 August 2003).

### **3.2.2.2 The interim phase**

The interim phase commenced with the local government elections in 1995/1996 and ended with the local government elections in December 2000 when the new constitutional model at the local sphere of government were implemented (Cameron, 1999:85). After the 2000 local government elections the rural areas

surrounding the Cullinan-Rayton area were included in the boundaries of the Nokeng Tsa Taemane Municipality. The Nokeng Tsa Taemane Municipality was established, comprising of the former Roodeplaat Rural Council, portions of the Elands River Representative Council and the Pienaars River Representative Council and the Rayton-Cullinan Transitional Council and forms part of the Metsweding District Municipality, established on 5 December 2000 by virtue of proclamation by the Member of the Executive Council (MEC) of the Department of Planning and Local Government of the Gauteng Provincial Government (Boshoff, Interview, 21 August 2003).

### **3.2.2.3 The final phase**

The final phase commenced after the December 2000 elections with the implementation of the final constitutional model (Cameron, 1999:85). In terms of Section 4 of the Municipal Structures Act, the Nokeng Tsa Taemane Municipality established a collective executive system, combined with a ward participatory system, in terms of Section 9(b) of the Municipal Structures Act, during May 2002. Since July 2003, however, the municipality operates as a mayoral executive system, combined with a ward participatory system, in terms of Section 9(d) of the Municipal Structures Act. The municipality was established in terms of a Section 12 Notice of this Act.

Whereas the abovementioned paragraphs described the development of municipalities, and specifically the Nokeng Tsa Taemane Municipality to date, the following paragraphs will outline the demographic factors of municipal inhabitants of the Nokeng Tsa Taemane Municipality in order to obtain a profile of the municipality. The profile of municipal inhabitants will to a certain degree indicate their needs.

### 3.3 PROFILING THE NOKENG TSA TAEMANE MUNICIPALITY

As mentioned in chapter 1, the Nokeng Tsa Taemane Municipality is located in eastern Gauteng and, together with Kungwini Municipality, forms part of the Metsweding District Municipality. The Nokeng Tsa Taemane Municipality is the smallest municipality in Gauteng and comprises of urban and rural residential areas, agricultural land, conservancies, traditional Black townships and areas with tourism potential. The diversity of the municipal area contributes to its unique character and can be considered as a strength, but also requires extensive consultation with the various stakeholders (Boshoff, Interview, 21 August 2003).

Table 8 indicates the distribution of the population of the Nokeng Tsa Taemane Municipality. Although figures of the Roodeplaas Dam area are not included in the Table, it has been confirmed by the Roodeplaas Planning and Development Framework that the population in this area may be estimated at 1000 (*IDP*, 2002:8). Figures in the Table also indicate that the municipal area consist of a significant portion of rural population. It furthermore also indicates that the municipal area is not densely populated as the metropolitan areas within Gauteng (*IDP*, 2002:8).

**Table 8: Population distribution of the Nokeng Tsa Taemane Municipality**

<b>Nokeng Tsa Taemane</b>	<b>Population</b>
Cullinan	23 565
Cullinan farms	19 561
Rayton	2 595
Refilwe	12 355
Roodeplaas	1000 (estimate)
Wallmansthal	973

Source: Nokeng Tsa Taemane Municipality Integrated Development Plan, 2002:8

The population growth rate for the Nokeng Tsa Taemane Municipality for the period from 1996-2001 was 0,8618%. The average population growth rate for the Metsweding District Municipality for the same period was 0,9449%, which is slightly lower than the growth rates for other municipal and district municipalities in Gauteng. Projections were made for population growth up to 2010 based on these growth rates. It is estimated that the population of the Metsweding District Municipality will probably grow at a rate of less than 1% per year (*Metsweding District Municipality IDP Review Report, 2003:8*). The estimated population growth rate for the Nokeng Tsa Taemane Municipality is 0,856% per year (*IDP, 2002:9*). It can therefore be deduced that although the population growth rate in the Nokeng Tsa Taemane municipal area is slightly lower than in other municipal areas in Gauteng, municipal services, however, still need to be increased and brought up to standard since the population growth rate will continue to increase.

The household size in the Metsweding District Municipality is estimated at 6,1 persons per household which is significantly higher than household sizes in other municipal areas of Gauteng, being less than five persons per household. The household sizes at the Nokeng Tsa Taemane Municipality are estimated at eight persons per household, which is extremely high and can possibly be contributed to by settlements such as Kekana Gardens and Refilwe where there is a shortage of housing (*IDP, 2002:9*). The household size at the Nokeng Tsa Taemane Municipality therefore places pressure on the municipality regarding housing facilities, especially in the traditional townships.

The estimated age profile of the Metsweding District Municipality reflects that the age dependency ratio in respect of the economically active population is acceptable, provided that adequate employment opportunities can be provided to municipal inhabitants. However, unemployment remains a problem in the district (*Metsweding District Municipality IDP Review Report, 2003:11*). A significant component of the population in the area is young which has as a result that

fertility rates are high. Pressure on education facilities and the employment sector is therefore high. The gender profile of the municipality is fairly balanced although more males than females reside in the municipal area of the Nokeng Tsa Taemane Municipality (*IDP*, 2002:9-10). The relatively young age profile of municipal inhabitants and the high rate of unemployment in the municipal area place pressure on the municipality to create and stimulate conditions conducive for economic growth and employment opportunities.

Approximately 37% of the total number of learners in the municipal area reach secondary level of education and approximately 3% of learners in the area are able to obtain tertiary education. An approximate number of 26% of the total population in the municipal area obtained primary level education only, and approximately 17% of the population in the municipal area did not obtain any formal education (*IDP*, 2002:10). It can therefore be deduced that adult education facilities should be a priority to enable inhabitants to increase their skills and empower themselves. Currently no adult education is offered by the municipality (Botha, Interview, 30 October 2003).

It is important to determine whether the Nokeng Tsa Taemane Municipality possesses the required institutional capacity to render quality services and address the abovementioned priorities to provide in the needs of municipal inhabitants. The next section will focus on the institutional capacity of the municipality and outline the strengths and weaknesses of the municipality in order to determine whether managers of the municipality receive the required institutional support to fulfil their duties effectively and efficiently.

### **3.4 THE INSTITUTIONAL CAPACITY OF THE NOKENG TSA TAEMANE MUNICIPALITY**

By investigating the institutional capacity of a municipality it is determined whether the municipality possesses the ability to perform its functions effectively

and whether it provides its employees, specifically managerial employees, with the necessary support to exercise their duties and deliver quality services to municipal inhabitants. Van Zyl (1998:7) argues that municipalities can only change the apartheid legacy of the past into sustainable municipal areas for the future if they possess financial and institutional capacity. It is therefore imperative for a municipality to focus on incentives that enhance its institutional capacity. This not only includes financial incentives, but also the introduction of new technology and the improvement of accountability and control mechanisms. It is furthermore important to focus on an organisational culture that enhances problem solving, participation, teamwork, shared professional norms and a strong sense of mission (Grindle & Hildebrand 1995:444; PRC, 1998:15-16).

Structures, processes and technology of municipalities are often outdated which affects sustainable development negatively (Odendaal, 2003:49). Managers of the Nokeng Tsa Taemane Municipality do not have the support of technology to assist them with their duties. Although all managers have the use of personal computers and facilities for internet and electronic mail are installed, it cannot be used due to the lack of an Information Technology (IT) official to operate the IT system and provide assistance when problems occur. Funds are not available to implement a Management Information System (MIS). The municipality furthermore operates with five telephone lines only, which covers incoming and outgoing calls. This, however, is insufficient to handle the capacity of calls directed to and from the municipality (Boshoff, Interview, 14 October 2003).

Results of the questionnaires completed by managers of the municipality indicated that 50% of senior management experience that technology available to the municipality enhances the capacity of the municipality to some extent, whereas the other 50% of senior management indicated that technology available to the municipality enhances the capacity of the municipality only to a little extent. Sixty percent (60%) of middle management also indicated that technology enhances the capacity of the municipality to some extent; 20%

indicated that it enhances the capacity of the municipality to a little extent only; whereas another 20% of middle management indicated that it does not enhance the capacity of the municipality to any extent. It is evident from the abovementioned that technological systems and mechanisms at the Nokeng Tsa Taemane Municipality are not up to standard and can therefore not contribute to the institutional capacity of the municipality.

Grindle and Hildebrand (1995:442) furthermore argued that institutions often fail to promote and sustain economic and social development. This is due to an inability to establish and manage systems that identify problems, formulate policies and implement activities to act on these problems, and continue to exercise these activities on a permanent basis (compare Cloete in Parnell *et al.*, 2002:287). It is therefore important to determine whether the Nokeng Tsa Taemane Municipality possess such systems to ensure the smooth functioning of day-to-day activities and service delivery and continue to use these resources/systems on a sustainable basis. Results of the questionnaires completed by managers of the Nokeng Tsa Taemane Municipality reflected that 75% of senior management are of the opinion that policies to implement activities exist only to a little extent. The other 25% of senior management indicated that these policies exist to some extent. Forty percent (40%) of middle managers indicated that policies to implement activities exist to some level of extent, whereas another 40% indicated that it exist only to a little extent. Only 20% of middle managers were of the opinion that these policies exist to a great extent. These results draw the attention to a lack of some of the most imperative incentives to institutional capacity that is resources and systems to enhance municipal service delivery at the Nokeng Tsa Taemane Municipality.

Various other factors that should ensure effectiveness and efficiency, and therefore enhance the institutional capacity of a municipality, are also not functioning effectively at the Nokeng Tsa Taemane Municipality. These include factors such as the archive system, which is not operating electronically yet due



to financial and technological impediments, as well as information such as a property register, property files, renting contracts and deed certificates, which were lost during the interim phase. The Employment Equity Plan of the municipality has also not yet been approved. The Municipal Institutional Support Centre (MISC) is currently providing assistance to the municipality in this regard (Botha, Interview, 14 October 2003). The MISC assists municipalities by providing support where necessary and by addressing the issue of capacity at the local sphere of government in order to enhance the ability of the municipality to provide effective municipal services. The MISC has as objective to establish a knowledge sharing facility in order to enable municipalities to share their best practices with each other. Currently the best practice programme of the MISC provides advice and support to municipalities in the following areas: Human resource development, billing and treasury management, information technology and procurement (Fowler, 2003:11).

A number of additional factors also influence the institutional capacity of municipalities, for example the economic, social and political milieu in which municipalities deliver their services, as is the case at the Nokeng Tsa Taemane Municipality. In responding to questions asked in the questionnaire, 50% of senior management indicated that the political and economic milieu of the municipality does not enhance the institutional capacity of the municipality to any extent. The remaining 50% of senior management indicated that the institutional capacity of the municipality is only enhanced to a little extent by the political and economic milieu of the municipality, whereas 60% of middle management indicated that the political and economic milieu of the municipality enhance its institutional capacity only to some level of extent. It is therefore evident that the political and economic milieu of the municipality is not conducive to the institutional capacity of the municipality and therefore does not enhance effective and efficient municipal service delivery.

The rate of economic growth in a municipal area and the state as well as political stability and the human resource profile of a community also have a particular influence on the institutional capacity of municipalities (Grindle & Hildebrand 1995:445). In the case of the Nokeng Tsa Taemane Municipality the rate of economic growth is significantly low due to resource impediments as well as a lack of investors and can therefore not contribute to the institutional capacity of the municipality (Boshoff, Interview, 14 October 2003). The municipality therefore needs to focus its attention on factors that will enhance economic growth in the municipal area, especially the allurements of investors.

The lack of financial management capacity especially influences the institutional capacity of a municipality negatively (Whelan in Parnell *et al.*, 2002:240). During an interview with the municipal manager of the Nokeng Tsa Taemane Municipality, it became evident that the financial impediments, specifically a lack of cash flow, appears to be the single most important obstacle to managers of this municipality to fulfil their mandate and provide quality services to municipal inhabitants. A number of additional obstacles to the institutional capacity of the municipality emanate from the financial constraints. Due to poor cash flow, managers have insufficient office accommodation and insufficient equipment. In many cases managers of the municipality share offices with subordinates which leads to insufficient control of records and also has an influence on matters that need to be treated with a certain degree of confidentiality. A lack of sufficient vehicles at the Traffic and Licensing Department furthermore impacts negatively on the effectiveness of law and order in the municipal area. Other results of insufficient financial resources are the negligence of public spaces, parks and recreational areas that cannot be sufficiently maintained as well as the maintenance of roads (Boshoff, Interview, 21 August 2003).

Not only a lack of financial resources, but also a lack of human resources has a negative impact on the institutional capacity of the municipality. Due to insufficient human resources capacity and support, managers of the municipality

are overloaded with trivial day-to-day activities and office administration and can therefore not adequately focus on managerial functions and tasks (Botha, Interview, 14 October 2003).

It is evident from the abovementioned that the lack of financial resources and human resources significantly hampers the managers of the Nokeng Tsa Taemane Municipality in fulfilling their duties effectively and efficiently and impacts negatively on municipal service delivery. It can therefore be deduced that it is imperative for the municipality to improve its cash flow since a number of financial and human resource impediments emanates from the lack of a sufficient cash flow.

In its annual report of 1998 the PRC also indicates aspects that are imperative for and essential to the institutional composition of public service institutions. It includes the following:

- An effective communication strategy that enhances both vertical and horizontal communication as well as internal and external communication;
- improved systems of human resource development which can encourage and build relevant public service skills and capacity;
- effective forms of inter-sectoral coordination which will enhance policy-making and the formulation of goals as well as the implementation and monitoring thereof, both horizontal and vertical; and
- improved systems of monitoring and evaluation that will ensure efficiency and effectiveness in government functioning (PRC, 1998:16).

In the case of the Nokeng Tsa Taemane Municipality, most of the abovementioned essentials are not available or in place due to the fact that the complete organisational structure of the municipality has not yet been approved (Botha, Interview, 14 October 2003). The levels to which these factors enhance

the institutional capacity at the Nokeng Tsa Taemane Municipality are indicated in Tables 9 and 10.

Institutional capacity is furthermore influenced by rules and procedures, development policies and structures, management styles and the level of education and dedication of the human resources of the municipality (Grindle & Hildebrand 1995:446-447). Table 9 indicates the views of senior management on the enhancement of these factors on the institutional capacity of the municipality, whereas Table 10 indicates the views of middle management pertaining to the enhancement of the abovementioned factors on the institutional capacity of the municipality.

**Table 9: Factors enhancing institutional capacity: Senior management response**

Institutional capacity factor	Enhance to no extent	Enhance to a little extent	Enhance to some level of extent	Enhance to a great extent	Enhance completely
Technology		50%	50%		
Control mechanisms		25%	75%		
Administrative and operational structures and processes		50%	25%	25%	
Organisational culture		50%	50%		
Policies		75%	25%		
Availability of resources (human & financial)	50%	50%			
Use of resources (human & financial)		50%	50%		
Political and economic milieu of municipality	50%	50%			
Communication networks and strategies	25%	75%			
Management styles		25%	75%		
Dedication of managerial staff		25%	50%	25%	
Human Resource Development Systems	75%	25%			
Training programmes	50%	25%	25%		

**Table 10: Factors enhancing institutional capacity: Middle management response**

Institutional capacity factor	Enhance to no extent	Enhance to a little extent	Enhance to some level of extent	Enhance to a great extent	Enhance completely
Technology	20%	20%	60%		
Control mechanisms	20%		80%		
Administrative and operational structures and processes		60%	40%		
Organisational culture		40%	60%		
Policies		40%	40%	20%	
Availability of resources (human & financial)		60%	40%		
Use of resources (human & financial)		60%	20%	20%	
Political and economic milieu of municipality	20%	20%	60%		
Communication networks and strategies		80%	20%		
Management styles		40%	40%	20%	
Dedication of managerial staff	20%		40%	40%	
Human Resource Development Systems		60%	40%		
Training programmes	40%	40%	20%		

From the abovementioned two Tables it is evident that the majority of systems, measures or procedures that should enhance the institutional capacity of the municipality, are either not in place, or not functioning in its most effective manner. It is also furthermore interesting to note that there is a slight difference on perceptions on these matters between senior management and middle management.

Currently the primary income of the Nokeng Tsa Taemane Municipality is the payment of rates and taxes. The municipality, however, does not, apart from their Equitable Share Grant payable to municipalities by National Government, and outstanding debt from debtors that amounts to approximately R2 million, have other sources of income or investments (Boshoff, Interview, 21 August 2003). The income received from the provision of electricity for example is also not sufficient. Although the Roodeplaat Dam area is incorporated into the area of the municipality, its electricity is provided by the Tswane Metropolitan Municipality. If electricity to this area can be provided by the Nokeng Tsa Taemane Municipality without paying for the infrastructure, it will make a significant contribution to the revenue-base of the municipality. Water for this area are purchased directly from the supplier, therefore the municipality cannot charge a service fee which can also serve as a source of income for the municipality (Pieterse, Interview, 14 October 2003).

Another significant tool to improve the institutional capacity of a municipality is to effectively implement and operate a performance management system. The next section will focus upon the legislative requirements of a performance management system and whether it is implemented and operating effectively at the Nokeng Tsa Taemane Municipality.

#### **3.4.1 A performance management system**

A performance management system, operating effectively and in an efficient and economical manner, may significantly enhance the institutional capacity of a municipality. When referred to performance management, the focus is normally on an individual performance and not on a team or institutional performance. The focus should shift to institutional performance as well since the sum of individual performances determines the performance of an institution. Government institutions, including municipalities, should put systems in place that will

recognise team and institutional performance, yet still recognise individual performance (Fraser-Moleketi, 2003:3-4).

According to Section 38 of the Municipal Systems Act a municipality should establish a performance management system that is compatible with its circumstances in line with its IDP. Sufficient resources should, however, be available. The performance management system should furthermore encourage the political structures, political office-bearers, councillors and the administration of the municipality to promote a culture of performance management in the municipality (Section 38, Municipal Systems Act).

According to Craythorne (2003:125) a performance management system is functioning effectively if the following criteria are met:

- The objectives of the performance management system is communicated to municipal employees;
- individual and departmental performance objectives are determined within the objectives of the municipality;
- a formal progress report on objectives is compiled; and
- the process is evaluated in totality to enhance effectiveness.

Section 41 of the Municipal Systems Act determines that a performance management system should consist of key performance indicators (KPIs) that will measure the performance of the municipality pertaining to development objectives and priorities as determined in the IDP of the municipality. The performance management system also measures performance objectives pertaining to developmental priorities and objectives of the municipality. The performance management system of a municipality should furthermore monitor the performance of the municipality against the key performance indicators and measure and review the performance at least annually. If performance objectives pertaining to developmental objectives are not met, steps should be taken to



improve performance (Carrell *et al.*, 2002:262). A municipality should establish a process of regular reporting to the Municipal Council, other political structures, political office-bearers, municipal personnel, the public and organs of state (Van Wyk, 2003:60).

The mechanisms, processes and procedures of a municipality should furthermore enhance community participation. Municipal inhabitants should therefore be involved in various matters including the drafting, implementation and review of the performance management system of the municipality. The Municipal Systems Act determines that the inhabitants should especially be involved in determining key performance indicators and performance objectives of the municipality (Craythorne, 2003:125). According to the municipal manager of the Nokeng Tsa Taemane Municipality public meetings were held in order to involve the community in the process of drafting the performance management system (Boshoff, Interview, 14 October 2003).

Section 46 of the Municipal Systems Act determines that a municipality should prepare an annual report for each financial year that will reflect the performance of the municipality for that year as well as its development and service delivery priorities for the next year. It should also reflect measures taken to improve the present performance of the municipality. According to Lötter (Interview, 14 October 2003) the Nokeng Tsa Taemane Municipality adhered to these requirements. However, the lack of an adequate performance management system at the municipality has the result that one the most significant management measures cannot be utilised to enhance institutional capacity in the municipality. The performance management system is currently being developed and will possibly contribute positively towards the institutional capacity of the municipality once it is finalised and implemented (Boshoff, Lötter, Botha, & Pieterse, Interviews, 14 October 2003).

From the abovementioned it is evident that the municipality lacks the required institutional capacity in significant areas and is therefore in the unfortunate position of not being able to provide the managerial corps of the municipality with the necessary institutional and administrative support. The organisational structure of a municipality is also a significant tool in the effectiveness and efficiency of service delivery to municipal inhabitants. The next section will focus upon the structural composition of the Nokeng Tsa Taemane Municipality and its enhancement of municipal service delivery.

### **3.4.2 Structural composition of the Nokeng Tsa Taemane Municipality**

The structural composition of a municipality can play a significant role in the manner in which municipal services are delivered and therefore influence the ability of municipalities to fulfil their mandate. It is important to determine whether the organisational structure of the Nokeng Tsa Taemane Municipality enhances service delivery or whether it is an obstacle and restrictive factor to effective and efficient municipal service delivery. In this regard the reasons for legislative directives and practical implications of the structural composition of the Nokeng Tsa Taemane Municipality will be investigated.

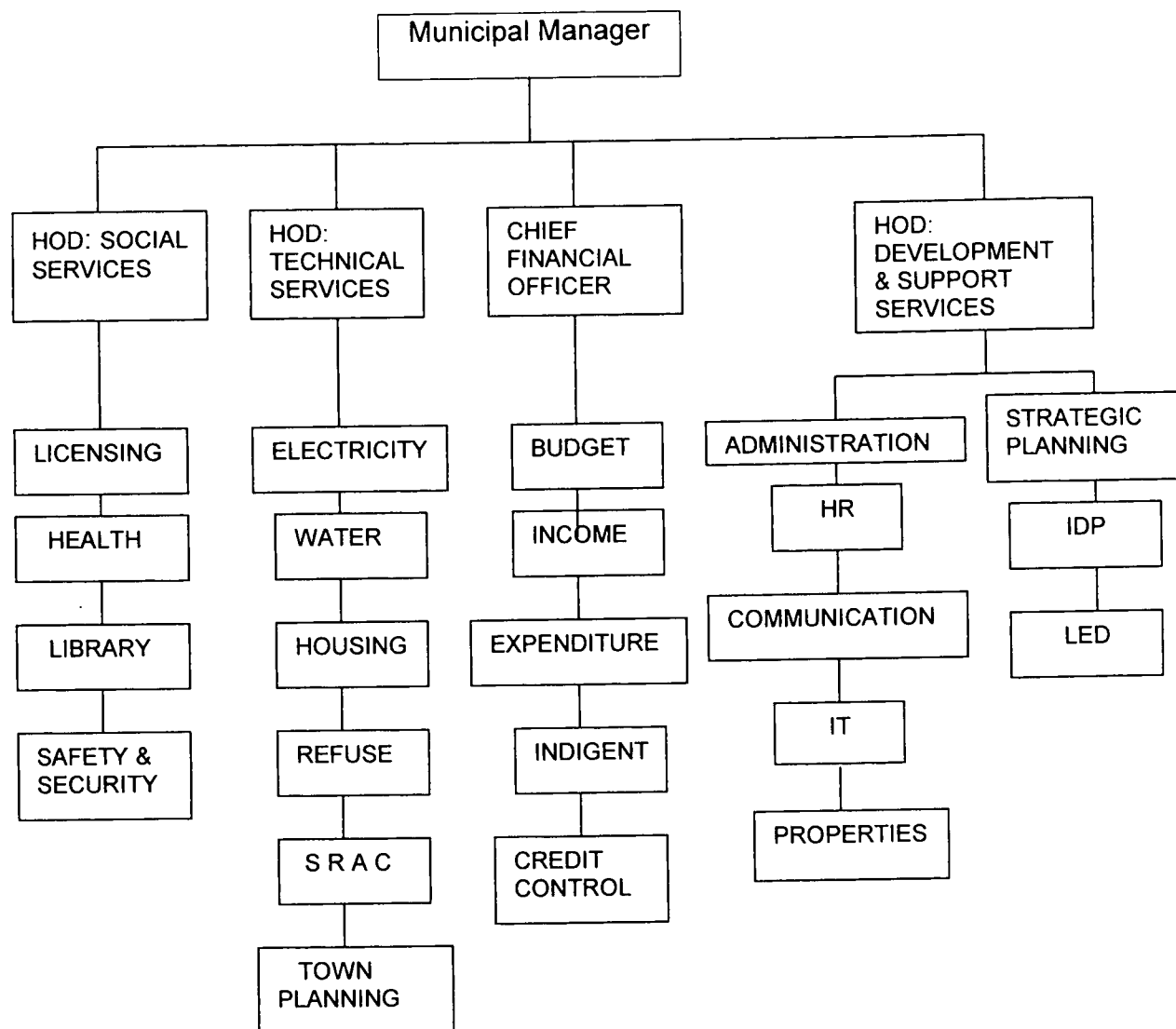
The organisational structure of the municipality in totality has not yet been approved and is not in use and therefore cannot be evaluated. The organisational structure for the senior management positions of the municipality though has recently been amended and was developed at a workshop held with all stakeholders, that is the Municipal Council of the Nokeng Tsa Taemane Municipality, the municipal manager, the South African Municipal Workers Organisation (SAMWO) and a consultancy firm. Particular matters were considered before the drafting of the organisational structure. Some of the principles decided upon that should determine the structural composition of the municipality are the following:

- The structure should be based on the needs and requirements of municipal inhabitants;
- it should enhance the most efficient and effective use of municipal resources;
- it should ensure municipal service delivery of quality and be accessible to municipal inhabitants;
- it should be realistic and affordable to inhabitants;
- the role of support services should be determined by the needs they are intended to meet;
- the management structure should be determined by services to be delivered and institutional needs;
- principles of the role of the client/contractor should be adopted by the municipality;
- duplication and overlapping of functions should be eliminated;
- it should have as few levels of hierarchy as possible;
- it should enhance capacity building;
- the structure should focus on the core functions of the Municipal Council; and
- the structure should comply with legislative directives, the business plan of the Municipal Council, the IDP, LED, as well as the mandates of the Municipal Council (*Nokeng Tsa Taemane Municipality Organisational Structure Cover Report, 2003:3*).

Senior managers of the municipality indicated during the interviews that they are of the opinion that the organisational structure of senior management (the municipal manager and the Heads of Departments (HODs) as approved by the Municipal Council) complies with the abovementioned principles and should enhance the institutional capacity of the municipality in the long term. However, an organisational structure for the rest of the posts of the municipality must still be finalised and approved. In this regard cognisance should be taken of the abovementioned principles. The feasibility of delivering municipal services in an integrated manner by making use of project teams and matrix systems should be encouraged (*Fraser-Moleketi, 2003:3*).

Representatives at the workshop agreed that the Nokeng Tsa Taemane Municipality should comprise of four departments which collectively will ensure that service to municipal inhabitants will be delivered in an effective and sustainable manner. The four departments agreed upon and their divisions are outlined in Figure 1 (*Nokeng Tsa Taemane Municipality Organisational Structure Cover Report, 2003:3-4*):

Figure 1: Organisational structure of the Nokeng Tsa Taemane Municipality



Source: Nokeng Tsa Taemane Municipality Organisational Structure Cover Report, 2003:18.

From the outline of the structure in Figure 1 it can be deduced that this structure will be practical and will enhance the developmental role, the day-to-day activities

of the municipality as well as the efficiency and effectiveness of municipal service delivery.

The next section will focus on the role and functions of the mayoral executive system, combined with a ward participatory system, as outlined in the Municipal Structures Act, since this is the system applied at the Nokeng Tsa Taemane Municipality.

### **3.4.3 A mayoral executive system, combined with a ward participatory system**

In terms of the establishment of the Nokeng Tsa Taemane Municipality, the Section 12 Notice of the Municipal Structures Act determined that the Nokeng Tsa Taemane Municipality will have a collective executive system combined with a ward participatory system. The MEC for Development Planning and Local Government of the Gauteng Province, however, amended the type of municipality to that of a mayoral executive system combined with a ward participatory system in terms of Section 16(1)(a) of the Municipal Structures Act (*Nokeng Tsa Taemane Municipality Organisational Structure Cover Report, 2003:8*).

According to Section 7(b) of the Municipal Structures Act, the mayoral executive system provides that the leadership of the municipality is vested in the executive mayor who can exercise executive authority and who receives assistance from a mayoral committee. In cases where a Municipal Council exceeds nine members, as is the case at the Nokeng Tsa Taemane Municipality, the executive mayor has to appoint a mayoral committee comprising of councillors. The executive mayor may delegate specific tasks and duties to each member of the mayoral committee and may also delegate any of his/her own powers to any of the members of the committee. The executive mayor may furthermore dismiss members of the mayoral committee (Section 60[1], Municipal Structures Act).

The ward participatory system “allows for matters of local concern to wards to be dealt with by committees established for wards” (Section 7[e], Municipal Structures Act). Ntsime (2003:9) explains that the establishment of ward committees encourages municipal inhabitants to participate in municipal affairs since the primary objective of ward committees is to promote participation in the local sphere of governance. Ward committees have particular powers and functions such as making recommendations on matters that will affect the particular ward. These recommendations can be made either directly to the ward councillor or alternatively to the Municipal Council, the executive committee or the executive mayor, through the ward councillor (Section 74, Municipal Structures Act). The quality and competency of the ward councillor will determine the line of communication. Ward committees, though, have no lines of communication to the administration of a municipality (Craythorne, 2003:119). The Municipal Council may furthermore delegate powers and duties to the ward committee in terms of Section 32 of the Municipal Structures Act. Although the Nokeng Tsa Taemane already has ward committees in place, they are not functioning to its fullest potential yet (Boshoff, Interview, 14 October 2003).

The Constitution and the Municipal Systems Act furthermore also outline directives and guidelines for community participation and will be elaborated upon in the following paragraphs.

#### **3.4.4 Community participation**

In South Africa, public participation is described as community participation in legislation such as the Municipal Systems Act (Ntsime 2003:9). The principle of the involvement of communities and community organisations in the matters of a municipality is also described in Section 152(1)(e) of the Constitution as one of the objectives of the local sphere of government.

Craythorne (2003:264) explains that the Municipal Systems Act provides for municipal inhabitants to participate in municipal matters such as the IDP, the performance management system, preparation of the budget and strategic decisions pertaining to municipal service delivery. The arrangements should not be interpreted as interference of inhabitants in the governing of a municipal area and should the Municipal Council be able to exercise its authority in that municipal area.

Section 16 of the Municipal Systems Act outlines steps for municipalities to take in order to develop a culture of community participation within their municipal area, whereas Section 17 of this Act provides guidelines for mechanisms, processes and procedures to be established in order to enhance community participation. This Section determines that a municipality should, in order to accomplish community participation, provide for petitions and complaints of municipal inhabitants to be received, processed and considered. Public meetings and hearings should be facilitated when necessary and recognised community organisations and traditional authorities should be consulted when necessary. When applicable, notification and public comment procedures should be provided to municipal inhabitants. Additional to this a municipality must take into consideration the literacy of inhabitants, people with disabilities, women and other disadvantaged groups when establishing mechanisms, processes and procedures to encourage and enhance community participation (Section 17[2]-[3], Municipal Systems Act). As mentioned in the previous chapter, there is dissatisfaction amongst various stakeholders, especially municipal inhabitants, pertaining to alleged insufficient community consultation with the drafting of the IDP of the Nokeng Tsa Taemane Municipality.

A Municipal Council may furthermore establish advisory committees to advise them on relevant matters. Members of the advisory committees should not be councillors and gender representation should be considered with the appointment of these members (Section 17[4], Municipal Systems Act). Following



the establishment of the abovementioned mechanisms, processes and procedures, a municipality must communicate it through to its inhabitants (Section 18, Municipal Systems Act). The majority of respondents to the questionnaire indicated that the Nokeng Tsa Taemane Municipality takes, to a great extent measures to enhance community participation in the municipal area.

Committees of Municipal Councils can also be established at municipalities. The next section will focus upon the various Municipal Council committees, established at the Nokeng Tsa Taemane Municipality.

### **3.4.5 Committees at the Nokeng Tsa Taemane Municipality**

A municipality is only permitted to establish committees if it is empowered to do so through the Municipal Structures Act and it should be justified by the extent of the powers and functions of the municipality. If there is a need to delegate powers and functions in order to perform the duties of the municipality effectively and efficiently, or when a municipality has sufficient administrative and financial resources available to do so, it will be justified to establish a committee (Section 33, Municipal Structures Act). The Municipal Structures Act differentiates between various types of committees of Municipal Councils, of which the two committees, established at the Nokeng Tsa Taemane Municipality, will subsequently be discussed.

#### **3.4.5.1 Section 79 committees**

In terms of Section 79(1) of the Municipal Structures Act, a Municipal Council may, in order to perform its functions effectively and efficiently, or to exercise its powers, establish one or more committees and appoint the members of the committee(s) from among members of the Municipal Council. The Municipal Council may also dissolve the committee(s) at any time. The Municipal Council is

responsible for determining the functions of a committee and therefore may delegate duties to the committee(s) in terms of Section 32 of this Act. The Council must appoint the chairperson of a committee and may give authorisation to a committee to co-opt advisory members, provided that they are not members of the Municipal Council. The Municipal Council may furthermore determine the procedure of a committee and at any time remove a member from a committee (Section 79[2], Municipal Structures Act).

A Section 79 committee reports to the Municipal Council through the mayoral committee. The purpose of these committees is to have such powers delegated to ensure effective and efficient service delivery, without compromising informed decision-making. Therefore, substantial delegated powers may be given to these committees to finalise particular municipal matters (*Nokeng Tsa Taemane Municipality Organisational Structure Cover Report, 2003:10*).

In terms of Section 79(1)(c) of the Municipal Structures Act, the following committees of the Municipal Council were dissolved at the Nokeng Tsa Taemane Municipality:

- Health Committee;
- Security Services Committee;
- Community Development Committee;
- Technical Services Committee;
- Planning and Land –use Committee; and
- Finance and Tender Committee (*Nokeng Tsa Taemane Municipality Organisational Structure Cover Report, 2003:11*).

The following committees of the Municipal Council were established in terms of Section 79 of the Municipal Structures Act at the Nokeng Tsa Taemane Municipality:

- A tender committee;
- a development tribunal; and
- an audit Committee (*Nokeng Tsa Taemane Municipality Organisational Structure Cover Report*, 2003:11).

Additional to Section 79 committees, Section 80 committees were also established at the Nokeng Tsa Taemane Municipality and will be focused upon in the next paragraphs.

#### **3.4.5.2 Section 80 committees**

Section 80(1) of the Municipal Structures Act determines that, if a Municipal Council has an executive committee or an executive mayor, as is the case with the Nokeng Tsa Taemane Municipality, it is allowed to appoint committees of councillors to assist the executive committee or executive mayor. It is expected of these committees to report to the executive committee or executive mayor and comply with guidelines determined by the executive committee and executive mayor. These committees are, however, not permitted to have more members in these committees than in the executive committee or mayoral committee. It is the responsibility of the executive committee or executive mayor to appoint a chairperson for each committee from members of the executive committee or mayoral committee and to delegate powers and duties of the executive committee or executive mayor to the Section 80 committee. In such cases the executive committee or executive mayor is still accountable for the specific power or duty. The executive committee or executive mayor may furthermore, repeal or amend a decision taken by the Section 80 committee (Section 80[2]-[4], Municipal Structures Act).

The primary function of a Section 80 committee is to assist the executive mayor in the effective performance of duties. Due to the extent of duties and functions within a municipality the executive mayor needs to distribute the workload. The

most effective manner in which this can be done is through the establishment of a portfolio committee, that is a Section 80 committee, which is aligned to a relevant department of the municipality. The level of decision-making is then determined by the executive mayor and limited to the particular portfolio (Craythorne, 2003:119-120).

In terms of Section 80 of the Municipal Structures Act, the following committees were established at the Nokeng Tsa Taemane Municipality:

- a technical services committee;
- a social services committee; and
- a support services committee (*Nokeng Tsa Taemane Municipality Organisational Structure Cover Report, 2003:12*).

*Schematically the abovementioned committees, as it functions at the Nokeng Tsa Taemane Municipality, is illustrated in Appendix B.*

At this stage no clearly defined system exists to ensure that decisions taken by the mayoral committee and the Municipal Council have been considered at ward and portfolio committee level for recommendation to the mayoral committee and/or the Municipal Council (Boshoff, Interview, 21 August 2003). Although the committee system has been approved the municipality does not possess the capacity to implement it to its fullest potential. There is, for example not as yet proper coordination of committee meetings (Botha, Interview, 14 October 2003). Fifty percent (50%) of senior management indicated in the questionnaire that the committees function in the manner that it was intended only to a little extent.

Additional to particular committees that can be established at municipalities to enhance the functioning of the municipality and therefore the eventual delivery of quality services to municipal inhabitants, the organisation of municipal administration should also be of such a nature that it will enhance municipal

service delivery, The following paragraphs will therefore focus on the organisation of municipal administration.

### **3.4.6 Organisation of municipal administration**

The administration of a municipality should be effectively organised in order to operate effectively and enhance institutional capacity. According to Section 51 of the Municipal Systems Act, the administration of a municipality should be organised and arranged within the parameters of its financial and administrative ability. The municipal administration should be organised in such a manner that it will be responsive to the needs of municipal inhabitants and that it could facilitate, among municipal personnel, an organisational culture of service delivery and accountability. The administration of a municipality should be focused upon performance as well as the Constitutional objectives and developmental tasks of the local sphere of government. It should furthermore ensure that the roles and responsibilities of political structures, political office-bearers, managers of the municipality and other municipal personnel are aligned with the objectives and priorities of the municipality as outlined in the IDP. The roles and responsibilities of all political and administrative structures and office-bearers should also be outlined according to legislative directives and operate accordingly. The next paragraphs will focus upon these roles and responsibilities.

### **3.4.7 Roles and responsibilities of political structures, political office-bearers and the municipal manager**

Section 53 of the Municipal Systems Act determines that a municipality should define the roles and responsibilities of political structures of the municipality, political office-bearers of the municipality and the municipal manager of the municipality, and it should take place within the parameters of all applicable legislation. The roles and responsibilities of the abovementioned political structures, political office-bearers and the municipal manager should be defined

in writing and acknowledged and therefore be reflected in the policies, procedures and rules of the municipality. This section also provides for the delegation of powers and duties to a political structure, political office-bearer or municipal manager of a municipality.

The relationships among and the lines of accountability of the abovementioned political structures, political office-bearers and the municipal manager should be determined. Mechanisms, processes and procedures for conflict resolution, the limitation of cost referrals and the overlapping of responsibilities between the political structures, political office-bearers and the municipal manager should also be determined, as well as the interaction between not only the abovementioned political structures, political office-bearers, the municipal manager and other personnel of the municipality, but also between the municipal manager and councillors and other personnel of the municipality (Section 53, Municipal Systems Act).

In the questionnaire completed by the managers of the Nokeng Tsa Taemane Municipality, 50% of senior management indicated that mechanisms, processes and procedures for conflict resolution exist to some extent, whereas 40% of middle management also indicated that it exists to some extent. Fifty percent (50%) of senior management and 40% of middle management furthermore indicated that responsibilities within the municipality overlap to a great extent. With regard to the question whether adequate mechanisms, processes and procedures pertaining to the effective communication between the Municipal Council, the municipal manager and the personnel of the municipality exist, it was indicated by 75% of senior management and 40% of middle management that this is the case to a great extent, although 40% of middle management indicated that this is the case to some extent only. It can therefore be deduced that the respective mechanisms, processes and procedures of the municipality should be improved in order to be useful tools in the enhancement of the institutional capacity of the municipality.

In order for these roles and responsibilities to function effectively and have the least possible overlap of responsibilities, it is imperative for a municipality to have a system of delegation of authority which will be focused upon in the next section.

### **3.4.8 Delegation of authority**

Craythorne (2003:131) explains that delegation of authority is used as a management tool to prevent decision-making bottlenecks from taking place. The majority of modern democracies have become complex to such an extent that the elected representatives have to delegate powers of government. The delegation of authority is then regulated by means of legislation regarding essential aspects of particular policies. Two provisions will be included in the legislation, namely firstly to provide for a minister to make regulations on the details that are not provided for in the legislation, and secondly to delegate particular powers of government to public officials.

According to Section 59 of the Municipal Systems Act a system of delegation should be provided for by a Municipal Council in order to enhance efficiency of administrative and operational activities and to establish a system for sufficient control. The delegation system should delegate powers to the political structures, political office-bearers, councillors or personnel of the municipality, instruct them to perform the duties; and may withdraw these instructions or delegations. The powers to be delegated though should exclude the following:

- Powers outlined in Section 160(2) of the Constitution (the passing of by-laws, the approval of budgets, the imposition of rates, taxes, duties and levies and the raising of loans);
- the power to set tariffs;

- the power to make a decision to enter into a service delivery agreement or partnership; and
- the power to approve or amend the IDP of the municipality.

The delegation of a power of a municipality should be in writing and comply with the Constitution and the limitations, conditions and directions of the Municipal Council. The delegation of power may furthermore also include the power to sub-delegate a delegated power. All delegated power must be reviewed when a new Municipal Council is elected and a delegated power does not relieve a Municipal Council of the responsibility to ensure that the power or duty is exercised (Section 59[2], Municipal Systems Act). Decisions taken through the delegation of power may be reviewed by the executive committee or executive mayor, or at least one quarter of Municipal Councillors if requested by the Municipal Council (Section 59[3], Municipal Systems Act).

In response to the questionnaire completed by managers of the Nokeng Tsa Taemane Municipality, 50% of senior management indicated that a system of delegation of authority does not exist, whereas 60% of middle management indicated that such a system exists only to a little extent. The fact is that an official system of delegation of authority has not yet been approved by the Municipal Council of the municipality and can therefore not be implemented in practice (Botha, Interview, 14 October 2003). Therefore, yet another management tool is not in place to enhance the institutional capacity of the municipality.

From the abovementioned it is evident that the Nokeng Tsa Taemane Municipality lack the required institutional capacity in most respects and can therefore not provide the necessary institutional and administrative support to managers of the municipality. This situation complicates the task of managers at the municipality to a great extent, and at times even result in powerlessness of



managers to fulfil their duties. Eventually this impacts negatively on municipal service delivery in the area.

### **3.5 CONCLUSION**

The Nokeng Tsa Taemane Municipality faces tremendous challenges pertaining to the improvement of its institutional capacity. It is evident that the majority of structures, processes and mechanisms, as well as technological support, are not in place at the municipality. Where these factors are in place though, it is hampered by financial impediments.

Currently there is little economic growth in the municipal area due to financial constraints and the economic, political and social milieu of the municipality which do not currently work to its advantage. A lack of financial and human resources seems to be one of the most significant institutional constraints to the municipality which result in a number of problems that restricts the institutional capacity of the municipality. A lack of sufficient human resources creates an administrative overload for managers of the municipality and prevents them from adequately focusing on managerial tasks and functions. Problems emanating from the lack of financial resources are poor cash flow, insufficient office accommodation and equipment and a lack of sufficient vehicles at the Traffic and Licensing Department. Financial impediments furthermore also lead to the negligence of public spaces, parks, recreational areas and roads that cannot be sufficiently maintained.

The income received from the provision of electricity, which is currently provided by the Tswane Metropolitan Municipality in the Roodeplaat Dam area, is not sufficient. If electricity to this area can be provided by the Nokeng Tsa Taemane Municipality without paying for the infrastructure, it will make a significant contribution to the revenue-base of the municipality. Water for this area is furthermore purchased directly from the supplier, therefore the municipality

cannot charge a service fee which can also serve as a source of income for the municipality.

A performance management system, a system of the delegation of authority and a complete organisational structure is not yet in place and restricts the managers of the municipality in fulfilling their functions effectively and efficiently and subsequently result in inefficient municipal service delivery. Additional to that, the committee system of the municipality has been approved, but does not seem to be utilised to its fullest and most effective extent as yet. It can therefore be deduced that the respective structures, systems, processes and procedures of the municipality should be improved in order to be useful tools in the enhancement of the institutional capacity of the municipality.

In the questionnaires completed by managers of the Nokeng Tsa Taemane Municipality their opinions were tested on the institutional capacity of the municipality. It became evident that senior management had a more negative perception regarding the institutional capacity of the municipality than middle management.

Although the majority of respondents to the questionnaire indicated that the Nokeng Tsa Taemane Municipality takes, to a great extent measures to enhance community participation in the municipal area, there is dissatisfaction amongst various stakeholders, especially municipal inhabitants, pertaining to alleged insufficient community consultation with the drafting of the IDP of the Nokeng Tsa Taemane Municipality.

Factors such as the household size of the municipality, which is extremely high compared to other municipalities in Gauteng, the relatively young age profile of municipal inhabitants, the high rate of unemployment and the low levels of education of inhabitants place a significant amount of pressure on the municipality to comply with the needs of municipal inhabitants and provide quality

services. It is evident that the Nokeng Tsa Taemane should make it a priority to improve its institutional capacity and take active steps in order to improve municipal service delivery to inhabitants.

Additional to institutional capacity, managers of the municipality should also exhibit particular managerial skills and competencies in order to improve municipal services to inhabitants. The next chapter will focus upon the management skills, required of managers in the local sphere of government and various training opportunities available to them with a view to improve these skills.

## **CHAPTER 4**

### **MANAGEMENT SKILLS REQUIRED FOR MUNICIPAL SERVICE DELIVERY**

#### **4.1 INTRODUCTION**

The previous chapter explored the institutional capacity and the organisational structure of the Nokeng Tsa Taemane Municipality that are important factors contributing to effective and efficient municipal service delivery. It became evident from the previous chapter though that the Nokeng Tsa Taemane Municipality lack adequate institutional capacity required of municipalities to govern its areas and provide municipal services with excellence.

However, not only institutional capacity, but also particular managerial skills are prerequisites for the delivering of sustainable municipal services. This chapter will describe the various management skills required of managers of municipalities and explore the availability of these skills at the Nokeng Tsa Taemane Municipality. It will be determined whether managers of the municipality possess the required and relevant skills and whether it is applied correctly. The training opportunities, and relevance thereof, available to managers of the municipality will be determined and recommendations in this regard will be made.

The next section will describe a number of managerial skills relevant to managers of municipalities. The various skills and competencies required of both the municipal manager, senior managers (HODs) and middle managers will be outlined and explored during the course of this chapter. The focus will primarily be on senior management, although middle managers were also requested to complete the same questionnaire as the skills required of middle managers in the municipality are similar to those of senior management. The differences in the emphasis of these skills will also be indicated in this chapter.

## 4.2 THE IDENTIFICATION OF MANAGEMENT SKILLS IN THE LOCAL SPHERE OF GOVERNMENT

The importance of relevant management skills should not be underestimated. As recent as two decades ago, managers were primarily valued for their technical skills. Employees who performed exceptionally well in their respective fields received promotions and eventually ended up as managers. It was simply believed that they would succeed as managers. The importance of interpersonal and communication skills for managers has become increasingly important though since outstanding technical performance does not necessarily translate into the ability to be a good manager (Hunsaker, 2001:3).

Management skills as required in the local sphere of government will be described in this section and the various management skills currently available to managers of the Nokeng Tsa Taemane Municipality will be determined with a view to make recommendations regarding the relevancy and improvement thereof. A number of managerial skills are indicated in the job descriptions of managers of the Nokeng Tsa Taemane Municipality. These skills were determined within the legislative framework of the local sphere of government and will subsequently be discussed. A distinction will be made between the municipal manager and senior managers (HODs) as well as their respective responsibilities.

In order to determine the skills and competencies required of a municipal manager and senior managers it is important to determine what is expected of these managers in terms of their duties and functions as outlined in legislation and job descriptions. The powers and functions of a municipal manager and senior managers, as outlined in the Municipal Systems Act and their job descriptions, will therefore be described in the following paragraphs.

#### **4.2.1. Powers and functions of the municipal manager**

The municipal manager is the head of administration of a municipality and is responsible for the administration of the municipality in accordance with legislation. The municipal manager is also responsible for the implementation, monitoring and administration of the IDP of the municipality as well as the implementation of national and provincial legislation. The municipal manager is furthermore the person who will be held responsible and accountable for the establishment and development of the performance management system of the municipality and should be responsive to the needs of municipal inhabitants to participate in municipal affairs (Section 55, Municipal Systems Act).

The provision of services to municipal inhabitants, the appointment of municipal personnel, the management, utilisation and training of these personnel as well as the maintenance of discipline of municipal personnel are all responsibilities of the municipal manager. The municipal manager is also responsible and accountable to comply with labour legislation and to promote sound labour relations within the municipality. The administration and implementation of municipal by-laws and other legislation is also the responsibility of the person occupying the position of municipal manager (Section 55, Municipal Systems Act; Craythorne, 2003:185-186).

Communication between the administration of the municipality, its political structures and political office-bearers, as well as carrying out the decisions of these political structures and political office-bearers are further responsibilities of the municipal manager. The municipal manager should also advise the political structures and political office-bearers of the municipality on municipal issues and facilitate participation of municipal inhabitants and the developing and maintenance of a system to assess inhabitants' satisfaction with municipal services. The exercising of powers and duties delegated by the Municipal Council and any other function assigned by the Municipal Council, falls within the

job description of the municipal manager (Section 55, Municipal Systems Act; Van Wyk, 2003:86).

Craythorne (2003:185-186) explains that the municipal manager is furthermore responsible and accountable for the income and expenditure of the municipality, as well as the assets and the discharge of liabilities of the municipality. The municipal manager should therefore also comply with municipal financial management legislation (compare *Municipal Financial Management Bill*, 2000:39-41).

The abovementioned powers and functions are comprehensive and will require particular managerial skills and competencies from a person in this position. Results from the questionnaire completed by the municipal manager as well as interviews held with the municipal manager reflected on his substantial managerial experience in the local sphere of government. The municipal manager is qualified at a postgraduate level in the field of Public Administration, well informed with regard to legislation and official policies, comfortable with negotiations and stressful situations and exhibits excellent people skills. The deduction can be made that this is a person that possesses the required skills to fulfil the functions required of a municipal manager. However, the municipal manager will need the support and capacity of not only the institution and municipal personnel in general, but also the senior managerial corps of the municipality. As such the next section will focus upon the role, place and skills required of senior managers.

#### **4.2.2 Powers and functions of senior managers**

Section 56 of the Municipal Systems Act determines that a manager who is directly responsible to the municipal manager, should be appointed by the Municipal Council of a municipality, after consultation with the municipal manager. It is required of such a manager to possess the necessary skills and

competencies to perform the duties as required by the specific managerial post. The protection and advancement of people with disabilities or people disadvantaged by unfair discrimination should be taken into account in this respect (Craythorne, 2003:186).

The respective powers and functions of senior managers of the Nokeng Tsa Taemane Municipality will be briefly elaborated upon in the following paragraphs in order to determine the ideal skills required for these positions.

#### **4.2.2.1 Powers and functions of the Chief Financial Officer**

The powers and functions of the Chief Financial Officer include the following:

- To provide the municipal management and the Municipal Council with information to assist the Municipal Council on financial decision making;
- to administratively take charge of the budget and treasury office of the municipality;
- to perform functions such as budgeting, accounting, analysis, financial reporting, cash management, debt management, financial management and review;
- to make recommendations to municipal management and Municipal Council on financial decisions;
- to make sound decisions on various municipal financial issues;
- to provide municipal management and the Municipal Council with financial reports;
- to develop effective revenue collection methodologies to enhance revenue collection levels;
- to promote LED through the implementation of effective procurement policies;
- to develop financial policies and procedures;
- to advise municipal management and the Municipal Council on various financial issues; and



- to develop and recommend effective and efficient tariff-setting methodologies (*Directory of role profiles*, 2003:7; Kumar *et al.*, in Reddy *et al.*, 2003:11-13).

It is evident that these are substantial responsibilities and will require particular technical skills and competencies of a manager in this position, especially since a manager in this position deals with the financial resources of the municipality, a scarce commodity. Results from the questionnaire completed by the Chief Financial Officer of the municipality reflected that (s)he is graduated and undertook a number of training courses relating to finances. (S)He furthermore has several years of managerial experience specifically in the field of finances. It can therefore be deduced that this is a person who possesses the skills and competencies required of a manager in this position, though the task is complicated due to a lack of financial resources and institutional support.

#### **4.2.2.2 Powers and functions of the Head of Technical Services**

The powers and functions of the head of Technical Services include the following:

- To oversee the installation, construction and maintenance of the following services: Electricity, water and sanitation, refuse removal, housing and roads;
- to oversee the installation and construction of the infrastructure of the abovementioned technical services in the municipal area for the provision of effective and efficient municipal service delivery;
- to continually evaluate the levels of standards on the installed or constructed infrastructure of municipal services (compare Kroukamp, 2003:6);
- to conduct continuous improvement activities on installed or constructed infrastructure for municipal service delivery to municipal inhabitants; and
- to manage and control the departmental budget (*Directory of role profiles*, 2003:11; and compare *Intergovernmental Fiscal Review*, 2000:141).

It can therefore be deduced that it will require a manager with particular technical skills, knowledge and expertise to fulfil the abovementioned duties. Results from the questionnaire completed by the manager currently occupying this position at the Nokeng Tsa Taemane Municipality, reflected that this person is not qualified for this position. The manager in this position is qualified as a health inspector and therefore confronted with challenges and problems on a daily basis that is not within his field of expertise. It became evident during an interview with the HOD that there is a substantial lack of human capacity in this department. It will therefore be sensible for the municipality to appoint a person with the required skills, competencies and qualifications in this position to take effective leadership. Thereafter attention can also be given to the improvement of human resources in this department by means of additional appointments or relevant training to current employees.

#### **4.2.2.3 Powers and functions of the Head of Social Services and powers and functions of the Head of Development and Support Services**

The positions of Head of Social Services and Head of Development and Support Services are currently combined under the Head of Corporate Services at the Nokeng Tsa Taemane Municipality. As discussed in the previous chapter the new organisational structure of the municipality has only recently been approved and the respective managers for these two departments have not been appointed as yet. To date the Head of Corporate Services is fulfilling the managerial functions of both these departments. The powers and functions of these HODs will be outlined as it resort under the Head of Corporate Services.

Once the abovementioned two positions are separated, the powers and functions of the Head of Development and Support Services will be to:

- Develop, implement and maintain the administrative systems and procedures of the municipality;

- be responsible for human resource management of the municipality, including human resource planning, personnel provision and administration, training and development, labour relations, organisational development and occupational health and safety (Craythorne, 2003:201);
- develop and implement a communication and public relations strategy for the Municipal Council;
- develop and implement a sustainable information communication technology strategy and policy for the municipality (Cheminais *et al.*, 1998:159);
- manage the properties and estates of the Municipal Council;
- embark on a process of strategic planning for the municipality within national, provincial and local guidelines;
- manage the development and implementation of the IDP of the municipality;
- support and enhance LED initiatives in the municipality;
- manage the development requirements in terms of the Town Planning Scheme;
- manage development and building control; and
- manage and control the departmental budget (*Directory of role profiles*, 2003:14; and compare Kumar *et al.*, in Reddy *et al.*, 2003:14).

The powers and functions of the Head of Social Services will be to:

- Develop systems and procedures for public safety, sport, recreation, arts and culture (*White Paper on Local Government*, 1998:39);
- implement and adhere to the provisions of the National Health Act;
- implement and adhere to the Road Traffic Act and Regulations;
- have a sound knowledge of the development and interaction with municipal inhabitants pertaining to cultural and social requirements (Section 16, Municipal Systems Act);
- develop a municipal strategy, conducive to the social and economic needs of municipal inhabitants (*White Paper on Local Government*, 1998:38-39);

- be able to interact and negotiate on senior governmental and business level; and
- manage and control the departmental budget (*Directory of role profiles*, 2003:16-17).

When the powers and functions of the abovementioned two positions are considered, it can be deduced that these two positions, currently one position, resorting under the Head of Corporate Services, require substantial technical skills and experience from these managers to deal with specific policies, plans and legislation. Both these managers are furthermore also responsible for the development and implementation of particular systems that are not yet in place in the Nokeng Tsa Taemane Municipality and which will require specific expertise. Additional to technical skills, these managers should also exhibit particular interpersonal skills, since the Head of Development and Support Services will liaise closely with municipal personnel, the municipal manager and the Municipal Council. The Head of Social Services will liaise closely with municipal inhabitants, CBOs, government in national and provincial sphere and with the private sector.

The person currently occupying this position carries the load of two demanding positions. During the interview of the Head of Corporate Services, as well as results from the questionnaire completed by this HOD, it became evident that this person is struggling to cope with the workload and experiences a tremendous lack of not only institutional support, but also human and financial resources. It will be advisable for the municipality to consider, when appointing these respective HODs, to not only appoint managers who comply with the abovementioned requirements and skills, but also to improve the human resources support in these departments. It will therefore be required of the municipality to appoint additional employees although this might be delayed due to financial constraints.

The next section will focus upon particular managerial skills and competencies of the municipal manager and senior managers required to fulfil the abovementioned powers and functions. These skills can also be applied to middle managers.

#### **4.2.3 Particular skills required of a municipal manager and senior management**

Although the job descriptions and therefore the duties and responsibilities of the municipal manager, the respective senior managers and middle managers differ, particular managerial skills are similar and should be exhibited by all of them. These skills and competencies are outlined in their job descriptions and are focused upon in the following paragraphs.

##### **4.2.3.1 Leadership**

Leadership can be defined as the ability to direct people to act voluntarily and enthusiastically in a particular manner in order to obtain predetermined goals. Leadership is not restricted to a specific position or authority. It is an attribute that can be exhibited by an employee at any level in an institution (Werner in Schultz, 2003:186). Robbins and De Cenzo (2001:298), describe leadership as "*building commitment to goal attainment among those being led, as well as a strong desire for them to continue following*".

Leadership is often confused with management. Managers are involved in functions such as planning, organising, problem solving and control, which are typical functions of the day-to-day running of an institution, whereas leaders create a shared vision and inspire others to become passionate about achieving a goal (Werner in Schultz, 2003:186). All managers are therefore, unfortunately, not leaders, but ideally, it should be the case.

Anderson and Ackerman Anderson (2001:185) identified a number of competencies that leaders in a changing environment, such as South Africa, should exhibit. Leaders should:

- Create a change strategy that integrates people, processes and needs, including a change of mindset and culture;
- make use of process thinking in order to design and facilitate change;
- ensure that change is aligned and integrated with the interdependent systems and processes of the institution;
- encourage commitment and participation by employees to the change;
- create and maintain conditions for effective change, especially new information; and
- build institutional capacity for continuous change and self-development.

As a result of the transformation process in South Africa, the demands on leaders as well as the skills required of them have expanded substantially. This is also true for the local sphere of government where inspiring and visionary leadership is an imperative for municipalities to fulfil their developmental role and deliver quality services to municipal inhabitants.

#### **4.2.3.2 Motivation**

Robbins (2003:155) defines motivation as the process that determines the intensity, direction and persistence of a person in order to obtain an objective. It not only refers to the energy that drives a person, but also the quality of the effort and the degree to which this person is able to sustain these efforts (Robbins, 2003:155-156; Luthans, 1995:141).

Managers of municipalities should understand the importance of motivation. Effective managers should therefore understand their subordinates and know what motivates them. In order for a manager to understand what serves as

motivation for subordinates, the needs of the subordinates should be determined. It is imperative to motivate subordinates since high levels of motivation contribute to high levels of performance (Bagraim in Schultz, 2003:53).

This is a significant skill for a manager of a municipality to exhibit since the effective delivery of quality municipal services require high levels of performance that can be obtained through highly motivated municipal employees. A manager should furthermore be self-motivated in order to motivate subordinates.

#### **4.2.3.3 Communication**

The ability to effectively communicate with others is one of the most significant management skills. Kelly (2000:92) defines communication as "*the process by which information is exchanged and understood by two or more people, usually with the intent to motivate or influence behaviour*". Communication is therefore more than simply conveying information. The information should also be understood (Robbins *et al.*, 2001:223).

The job descriptions of managers of the Nokeng Tsa Taemane Municipality require the following communication skills of them:

- To make clear and convincing oral presentations to individuals or groups;
- to listen effectively and clarify information as needs of inhabitants;
- to facilitate an open exchange of ideas and enhance an atmosphere of open communication; and
- to express facts and ideas in writing in a clear, convincing and organised manner (*Directory of role profiles*, 2003:4; Fox & Meyer, 1995:23).

Communication is usually top-down and unidirectional in South African institutions, including municipalities, but due to low levels of literacy, a number of subordinates are excluded from information sharing. It is therefore important to

find an effective way of communicating in such a multicultural environment (Crafford in Robbins *et al.*, 2001:223).

It can therefore be deduced that the importance of sound communication and communication networks should not be underestimated. Inadequate communication leads to misunderstandings and misinterpretation of information. This will convey incorrect messages and impact negatively on municipal service delivery. Managers of municipalities should have outstanding communication skills to prevent this from happening.

#### **4.2.3.4 Conflict management**

According to Robbins (2003:395) conflict can be described as a process that has its origin in two parties disagreeing on a particular matter and where the one party suspects the other party of attempting to negatively affect something that it values or cares for. Conflict can be a result of a number of reasons such as incompatible goals, different interpretations of information, negative feelings towards other parties and different values and philosophies or disputes over shared resources (Hunsaker, 2001:449). It is impossible to eliminate conflict completely. However, it should be managed to ensure that it does not get out of hand and can be used constructively to have a minimal negative impact.

It is therefore of utmost importance to manage conflict, especially in the local sphere of government, where a manager liases not only with subordinates, but also with municipal inhabitants and the Municipal Council. An effective manager should thus be able to deal with conflict and unpleasant situations and be able to take steps to resolve it constructively.



#### **4.2.3.5 Influencing/Negotiation**

An effective manager should be able to persuade others and to build consensus through give and take. A manager should also be able to gain cooperation from others with a view to obtain information and for the accomplishment of goals (compare Taylor in Locke, 2000:356 and 359).

It requires exceptional negotiation skills to influence people in such a manner. According to Robbins (2003:408), negotiation is defined as "*a process in which two or more parties exchange goods or services and attempt to agree on the exchange rate for them*". Hunsaker (2001:463) describes negotiation as a problem solving technique, where two parties with conflicting interests change their positions in order to reach a mutual agreement. In other words, negotiation refers to an agreement reached between two parties/groups/people with different viewpoints in order for all parties to benefit from the situation in one way or the other. It involves *inter alia* that compromises are reached to ensure a "win-win" situation for everybody.

Managers of municipalities will often be in situations where the need for negotiations will arise, whether with unions, municipal inhabitants, subordinates or the Municipal Council. A manager should then be able to bargain effectively.

#### **4.2.3.6 Partnering**

A manager of a municipality is required to be able to develop networks and build alliances. A manager should furthermore be able to engage in cross-functional activities and to collaborate across boundaries to find common ground with a widening range of stakeholders. This should be done with the aim to strengthen the internal support bases of the municipality (Weingart & Jehn in Locke, 2000:226-227). It is evident that this is an attribute that will require extensive conceptual as well as interpersonal skills.

#### **4.2.3.7 Interpersonal skills**

The ideal manager of a municipality is required to consider and respond to the needs, feelings and capabilities of different people in different situations as well as to be tactful, compassionate and sensitive and to treat other people with respect. A manager should be able to communicate, motivate, delegate and resolve conflict (Hunsaker, 2001:4; Odendaal & Roodt in Robbins *et al.*, 2001:6). These attributes encompass the interpersonal skills of a manager.

When a manager has vision, plans and ideas, but cannot effectively communicate it to others, he/she will not succeed as a manager (Hunsaker, 2001:6). It can therefore be deduced that a manager should exhibit interpersonal skills to communicate effectively with others. Unfortunately, it is often found that managers possess excellent technical skills, but lacks the necessary interpersonal skills.

#### **4.2.3.8 Analytical thinking**

Another significant skill required of managers is the ability to think analytical. A manager should be able to gather, understand and synthesise specialised information in such a manner that it can be applied to meet the needs of the municipality within the given constraints (Daft, 1995:18-19).

Especially in the local sphere of government, and specifically the Nokeng Tsa Taemane Municipality, where there is a substantial lack of institutional capacity, managers should be able to think analytically in order to use information and resources available in such a manner that it will enhance municipal service delivery.

#### **4.2.3.9 External awareness**

Managers of municipalities should possess a particular degree of external awareness. A manager should be well informed with regard to national and international policies and political, economical and social trends that might have an influence on the municipality (Schwella *et al.*, 1996:19-20). It can be deduced that it is imperative for managers in the local sphere of government to possess these attributes, since a municipality does not function in isolation but is influenced by external factors and environments.

#### **4.2.3.10 Computer literacy**

In the modern society and with fast developing technology as well as globalisation, it is imperative for managers of municipalities to be up to date with the latest trends and technological tools available and be able to use it (Fox & Meyer, 1995:77; Cheminais *et al.*, 1998:162).

Additional to the abovementioned skills, managers in the local sphere of government are required to possess a number of personal attributes as well. These attributes will be focused upon in the following paragraphs.

#### **4.2.4 Personal attributes for managers**

A number of managerial attributes required of managers in the local sphere of government will be focused upon in the following paragraphs.

##### **4.2.4.1 Concern for excellence**

A manager in the local sphere of government should be committed to the achievement and maintenance of quality, especially with service delivery. Such managers should set high standards of performance for themselves and others

(compare Schwella *et al.*, 1996:17-18; and Section 73[2][b][iii], Municipal Systems Act).

#### **4.2.4.2 Judgement**

According to the *Directory of role profiles* of the Nokeng Tsa Taemane Municipality (2003:14) a manager of the municipality should be able to apply judgement. It is imperative for a manager to make rational, realistic and sound decisions based on consideration of all the facts and alternatives as well as the resources available. In the public sector this is a scarce commodity, including the Nokeng Tsa Taemane Municipality.

#### **4.2.4.3 Conceptual thinking**

One of the most significant attributes a manager should exhibit is the ability to think conceptually. A manager should be able to analyse and determine the nature of a complex situation. A manager should furthermore also be able to identify patterns or connections in situations that are not obviously related, and identify key issues in abstract situations (Robbins, 2003:6).

#### **4.2.4.4 Tenacity**

The attributes of resilience and perseverance should be part of the qualities of a manager. An effective manager should continue to strive for a goal, even in the face of adversity and should furthermore also be able to deal with disappointment and setbacks (*Directory of role profiles*, 2003:14).

#### **4.2.4.5 Political savvy**

Since a manager in the local sphere of government is functioning within a political milieu, it is necessary to be well informed with regard to internal and

external politics and its influence on the municipality. A manager should be able to approach each problem situation with a clear perception of institutional and political reality and should furthermore also be able to recognise the influence of alternative methods and courses of action, without taking political sides (Schwella *et al.*, 1996:19).

#### **4.2.4.6 Creativeness**

There is a perception that the concepts *government* and *innovation* cannot be used simultaneously, since government does not have competition and bureaucracies are too slow to change. Though this might be true in particular situations, dedicated and imaginative public officials which find solutions to problems with creative and innovative ideas, are increasingly found in public institutions such as municipalities (Fowler, 2003:3).

It can therefore be deduced that a manager should be able to develop new insights into situations and information and applies innovative thinking to make improvements. The local sphere of government is no exception where cognisance should be taken of its developmental role and the numerous challenges facing local government. It is thus important to find new, innovative ways of service delivery to meet the needs of municipal inhabitants.

#### **4.2.4.7 Thoroughness**

A manager of a municipality should be able to systematically organise and complete detailed tasks and control the accuracy and completeness of information (*Directory of role profiles*, 2003:14). This is important to ensure the effectiveness and efficiency of the end result which is the delivery of municipal services.

#### **4.2.4.8 Self-confidence**

It is expected of a manager to convey a realistic confidence of own ability to make appropriate choices and to be able to stand ground in the face of opposition (compare Anderson & Ackerman Anderson, 2001:88-91). It can therefore be argued that a successful manager should be able to work independently and be self-reliant.

#### **4.2.4.9 Diplomacy/Tact**

An effective manager should be able to show consideration, concern and respect for the feelings of other people. A manager must therefore be able to act diplomatically and tactfully in sensitive situations (Hunsaker, 2001:4).

#### **4.2.4.10 Continuous learning**

An effective manager must be able to grasp the essence of new information and master technical knowledge (Robbins, 2003:5). This is true for municipalities especially in respect of the developmental role and challenges that these institutions face (Fraser-Moleketi, 2002:2). It can therefore be deduced that apart from a culture of life-long learning, managers should also recognise their own strengths and weaknesses and seek feedback from others (and compare Section 2[c][i], Skills Development Act).

#### **4.2.4.11 Flexibility**

In a rapidly changing environment such as South Africa the past decade, managers should be open to changes and new information and be able to adapt their behaviour in response to new information or situations (Werner in Schultz, 2003:249; Van der Waldt & Helmbold, 1996:96).

#### **4.2.4.12 Integrity/Honesty**

Chapter 10 of the Constitution outlines to public officials, including those in management positions, particular democratic principles and values expected of them to adhere to. Integrity and honesty form part of these values. A manager should be able to instil mutual trust and confidence and behave in a fair and ethical manner towards others (Section 195[1][a] and [d], Constitution). These values should be demonstrated in all their daily activities and relationships, whether it is with colleagues, municipal inhabitants or the Municipal Council.

#### **4.2.4.13 Technical credibility**

An effective manager in the local sphere of government should be able to understand and apply procedures, requirements, regulations and policies pertaining to specialised expertise (Robbins, 2003:5). Managers in municipalities should therefore possess the required knowledge and technical skills to provide services of quality to municipal inhabitants.

#### **4.2.4.14 Stress tolerance**

According to Hunsaker (2001:121) stress is the psychological, emotional and physiological response of the human body to demands that are perceived as threatening to the physical or psychological well-being of a person. The performance of managers is impeded when they experience high stress levels. Managers become impatient with others, do not see the point of views of others, are less creative, plan for the short term only and apply crisis management. It is expected of a manager to remain calm, objective and in control in stressful situations. A manager should be able to maintain a stable performance under pressure and accepts criticism without becoming defensive (Hunsaker, 2001:7).

#### **4.2.4.15 Responsiveness**

An effective manager should be responsive by promptly acting upon requests or information (*Directory of role profiles*, 2003:16).

#### **4.2.4.16 Professionalism**

In addition to values outlined for public officials in the Constitution, they are furthermore also expected to demonstrate behaviour that is consistent with the norms and values of the municipality (compare Section 195[1][a], Constitution).

The skills relevant to both middle managers and senior managers have been outlined above. The next section will elaborate on the similarities as well as differences between the skills of middle managers and senior managers.

#### **4.2.5 The relationship between senior management and middle management skills and competencies**

Although the skills and competencies of senior managers and middle managers are similar, there is a difference in the focus and emphasis placed on these skills. Table 11 indicates the relationship between these skills and competencies of senior and middle management in a number of respects as determined by the Department of Public Service and Administration (DPSA, 2003:6-7).



**Table 11: The relationship between senior management and middle management skills and competencies**

<b>Middle management skills</b>	<b>Senior management skills</b>
Continuous improvement (service delivery and innovation)	Service delivery and innovation
Customer focus and service	Client orientation and customer service
Diversity management	Change management
Information, communication and related technology	Communication
Problem solving and decision making	Problem solving and analysis
Influence and impact	Influence/negotiation
Team leadership	Strategic leadership
Applying strategic thinking	Strategic capability
Planning and organising	Programme and project management
Budgeting and financial management	Financial management
Developing others	People management and empowerment
Networking and building bonds	Partnering
Managing conflict (resolving problems)	Resolve conflict
Applying and using technology	Applying and using technology
Honesty and integrity	Honesty and integrity

Source: Adapted from Department of Public Service and Administration (DPSA).  
*Middle Manager Competency Dictionary, 2003.*

It is evident from the abovementioned Sections that managers of the Nokeng Tsa Taemane Municipality are required to comply with substantial technical and interpersonal skills. These high standards of attributes are required in order to enhance the quality of municipal service delivery. If managers of the municipality do not exhibit the abovementioned skills and competencies, it is imperative to provide training in this respect. The next section will focus upon the existing skills of managers of the Nokeng Tsa Taemane Municipality.

#### **4.2.6 An overview of the existing skills of managers in the Nokeng Tsa Taemane Municipality**

The municipal manager, senior managers and middle managers all completed the questionnaire in order to determine their level of competency pertaining to particular managerial skills. It should be kept in mind that this is a subjective instrument of measurement, since it was expected of managers to rate themselves on management skills and attributes. Table 12 indicates the skills levels of senior managers of the Nokeng Tsa Taemane Municipality, as rated by themselves, whereas Table 13 indicates the skills levels of middle managers of the municipality, as rated by themselves.

**Table 12: Skills levels of senior managers of the Nokeng Tsa Taemane Municipality**

Skill	Never	Hardly ever	Some= times	Often	Always
Communication				75	25
Partnering				75	25
Analytical thinking			25	50	25
Concern for excellence				75	25
Motivation		25		75	
Influencing/Negotiation			50	50	
Leadership				75	25
Interpersonal skills			25	50	25
Conflict management			25	50	25
External awareness			25	50	25
Judgement				25	75
Computer literacy				50	50
Political savvy			25	75	
Continuous learning				75	25
Conceptual thinking			25	50	25
Thoroughness			25	50	25
Integrity/Honesty					100
Flexibility				25	75
Creativity				75	25
Tenacity			25	75	
Self-confident					100
Stress tolerance			25	25	50
Responsiveness				75	25
Professionalism					100

**Table 13: Skills levels of middle managers of the Nokeng Tsa Taemane Municipality**

Skill	Never	Hardly ever	Some= times	Often	Always
Communication			40	60	
Partnering			40	20	40
Analytical thinking			40	60	
Concern for excellence			20	40	40
Motivation			60	40	
Influencing/Negotiation			40	60	
Leadership				100	
Interpersonal skills				20	80
Conflict management			20	60	20
External awareness		40	60		
Judgement			100		
Computer literacy			40	60	
Political savvy			20	80	
Continuous learning			40	40	20
Conceptual thinking			40	60	
Thoroughness			20	80	
Integrity/Honesty				40	60
Flexibility		20	40	40	
Creativity			40	40	20
Tenacity			20	40	40
Self-confident			20	40	40
Stress tolerance			40	60	
Responsiveness			20	40	40
Professionalism				60	40

It is interesting to note that both senior and middle managers of the municipality rated themselves particularly high on managerial skills, though it became evident through interviews held with the HODs and the municipal manager that there is a substantial lack of managerial skills and competencies at the middle management level. It can be argued that these managers might be required to

undergo training since it is apparent that they over-estimate their own capabilities. The next section will focus upon training and indicate a number of training opportunities for managers in the local sphere of government with a view to improve and develop their managerial skills.

#### **4.3 TRAINING AND TRAINING OPPORTUNITIES FOR MANAGERS IN MUNICIPALITIES**

As described in chapter 1 of this study, training has the obtainment of skills as end result. In this respect particular managerial skills should be acquired that can assist managers and to improve their capacity to deliver sustainable municipal services. Although training programmes are offered to managers and opportunities exist to attend these programmes, it is not necessarily used to its fullest extent (Botha, Interview, 14 October 2003).

Results from the questionnaire completed by managers of the Nokeng Tsa Taemane Municipality reflected that adequate training opportunities for managers exist to a little extent only. Fifty percent (50%) of senior management indicated that the municipality makes no provision for the development and implementation of training programmes for managers, whereas 40% of middle management indicated the same. The remainder of senior and middle management indicated that provision is being made for such training programmes to little or some extent. Seventy five percent (75%) of senior management and 60% of middle management furthermore indicated that they would like to see more training opportunities for managers of the municipality. It can therefore be deduced that the majority of managers would like to experience more training opportunities.

The majority of respondents, who obtained formal training and qualifications through a University or Technikon indicated, with the exception of a few, that their qualifications are mostly relevant to their daily responsibilities. However, with regard to the question whether in-service training or training programmes

already undertaken, were relevant to their daily responsibilities, the opinions of both senior and middle management varied to a great extent. In the case of senior management 25% indicated that it was relevant to no extent; 25% that it was relevant to a little extent; another 25% that it was relevant to some extent; and an additional 25% that it was relevant to a great extent. Twenty percent (20%) of middle management indicated that the in-service training or training programmes received, were not relevant; 40% that it was relevant to a little extent, 20% that it was relevant to some extent and another 20% that it was relevant to a great extent.

The variety of opinions on the relevancy of in-service training and training programmes already undertaken indicate that some managers experienced this training as useful to the fulfilment of their daily duties, whereas others did not. It can be deduced that the majority of training programmes attended were either not relevant or that particular managers chosen to attend particular training programmes were chosen inappropriately. Whichever might be the case, it is evident that training received thus far has not improved the skills of managers of the Nokeng Tsa Taemane Municipality, partly because there is not sufficient opportunities for managers to attend training programmes and partly because they did not necessarily attend relevant training programmes in the past. It is imperative for managers of the Nokeng Tsa Taemane Municipality to receive more and more relevant training in order to enhance their managerial skills. The following paragraphs will subsequently focus upon a number of training opportunities available for managers in the local sphere of government.

#### **4.3.1 Training opportunities**

A number of training opportunities, offered to managers in the public sector, including those in the local sphere of government, are outlined in the following paragraphs.

#### **4.3.1.1 The Human Resource Management Programme**

The *Human Resource Management Programme* is one of the programmes offered by SAMDI. The objective of this programme is to develop the skills and knowledge of managers in the following areas: Human resource management, labour relations, human resource planning, staffing and remuneration, job evaluation, performance management, dispute resolution, disciplinary procedures and grievance procedures (*Human Resource Development Strategy, 2002-2006:47; SAMDI, 2003:1*). For the purposes of the Nokeng Tsa Taemane Municipality, the HOD of Development and Support Services will benefit from this programme as well as middle managers in the field of human resource management.

#### **4.3.1.2 Provisioning Management and Training Programme**

SAMDI also offers the *Provisioning Management and Administration Training Programme* that has as objective to provide training for managers in provisional administration (*Human Resource Development Strategy, 2002-2006:47; SAMDI, 2003:1*). The Chief Financial Officer, the HOD of Technical Services and the respective middle managers in these departments can benefit from this programme.

#### **4.3.1.3 Training of Trainers Programme**

Another programme offered by SAMDI is the *Training of Trainers Programme*, which has as objective to provide trainers with presentation and facilitation skills, as well as skills development training, operational planning and budgeting and project management (*Human Resource Development Strategy, 2002-2006:47; and compare Skills Development Act, 1998 [Act 97 of 1998]*). Managers of the municipality, in general, should benefit from this programme.

#### **4.3.1.4 The Service Delivery Programme**

The objective of the *Service Delivery Programme* of SAMDI is to enable managers to compile service delivery plans, support initiative for the improvement of service delivery, to implement service delivery and to provide excellent customer services (*Human Resource Development Strategy, 2002-2006:47*). This programme should be beneficial to all managers of the Nokeng Tsa Taemane Municipality since these managers are all responsible for the delivering quality municipal services to inhabitants.

#### **4.3.1.5 Presidential Strategic Leadership Development Programme (PSLDP)**

This programme was initiated by president Thabo Mbeki and was motivated by the need for strong leadership in the public service, including the local sphere of government. The objective of the PSLDP is to improve the capacity of managers to:

- Uphold the values and ethics of the public service;
- manage public resources effectively in order to obtain the objectives of government;
- encourage all employees to share the vision of a learning organisation;
- act corporately;
- take action on strategy;
- realise the importance of human development interventions in departmental performance;
- be aware of local and global trends and be able to integrate them into strategic planning;
- be aware of and apply macro issues to the public service; and
- evaluate work practices and indicate processes that can enhance performance (*Human Resource Development Strategy, 2002-2006:47; Fraser-Moleketi, 2000:2*).



Although this programme is primarily targeted at senior management level, both senior managers and middle managers could benefit from the PSLDP.

#### **4.3.1.6 Senior Executive Programme**

As requested by the South African government, a *Senior Executive Programme for Southern Africa* is offered by the University of Harvard Business School in partnership with the Business School of the University of the Witwatersrand. International and national challenges are addressed in the programme and is relevant for high potential senior managers or potential senior managers. The aims of the *Senior Executive Programme* are:

- To strengthen strategic skills of South African managers in order to compete successfully globally;
- to transfer skills, knowledge, expertise and technology to Southern Africa;
- to enhance managerial leadership skills in the public, private and non-profit sectors, as well as leadership skills of top managers at unions;
- to stimulate the capacity building plan of the region; and
- to stimulate and improve the relationships between business and government (*Human Resource Development Strategy, 2002-2006:50*).

The Nokeng Tsa Taemane Municipality will, however, at present not be able to provide their managers the opportunity to this programme due to inadequate financial resources.

It can be deduced that the abovementioned training programmes can be useful to enhance the skills and competencies of, especially senior managers, but can be of value to middle managers of the Nokeng Tsa Taemane Municipality. However, two obstacles to prevent managers from attending the abovementioned training programmes already emerge. Firstly, the financial

situation at the municipality is not of such a nature that funds can be utilised for training. The already scarce funds should be utilised for municipal service delivery. Secondly, senior managers indicated during their interviews that it is practically almost impossible to attend a training programme, since their departments lack the human resources and capacity to continue functioning smoothly when managers are not present. Managers will therefore rather stay at the office than to deal with additional problems that emerge in their absence. This, once again, indicates the severe lack of institutional capacity at the municipality.

#### **4.4 CONCLUSION**

Managers in the local sphere of government should exhibit particular skills and competencies in order to deliver effective municipal services. This includes managers of the Nokeng Tsa Taemane Municipality.

A number of skills and attributes required from managers at the Nokeng Tsa Taemane Municipality are outlined in their job descriptions. It is evident though, although managers rated themselves high in this regard, there is a lack of relevant skills, especially on the middle management level.

Results from the questionnaire completed by the municipal manager reflected that this is a person who possesses the required skills to fulfil the functions required of a municipal manager. Results from the questionnaire completed by the Chief Financial Officer indicated that this is a graduated person who undertook a number of training programmes relating to finances and who has several years of managerial experience, specifically in the field of finances.

According to the results of the questionnaire completed by the Head of Technical Services, this person is not qualified for the position, but is qualified as a health inspector and therefore confronted with challenges and problems on a daily basis

that is not within his field of expertise. According to results from the questionnaire completed by the manager currently occupying the position of Head of Corporate Services and an interview held with him, it became evident that this manager struggles to cope with the workload. The reason for this is that the particular manager is currently carrying the workload of two demanding positions *viz.* the position of Head of Development and Support Services and Head of Social Services since these two positions are currently still combined under the Head of Corporate Services.

Although the majority of senior managers might possess the required relevant skills in order to fulfil their daily duties and the eventual effective delivery of municipal services, these managers do not have adequate opportunities to attend training programmes to develop these skills or obtain new skills. These managers are furthermore restricted in fulfilling their responsibilities with excellence by substantial human and financial impediments.

A number of training programmes are available for managers to attend. The financial and human resource constraints at the municipality, however, prevent managers from making use of these opportunities. Results of the questionnaire completed by managers indicated that in the cases where managers had the opportunity to attend training programmes, these programmes were either not relevant or that the particular managers chosen to attend particular training programmes were chosen inappropriately.

The situation draws the focus to the institutional capacity of the municipality that creates obstacles to not only municipal service delivery, but also to training opportunities for managers which indirectly has a negative impact on service delivery.

In the next chapter conclusions and recommendations will be made on the findings in this study pertaining to managerial skills and institutional capacity of

the Nokeng Tsa Taemane Municipality. It will be considered whether these findings can be relevant and applicable to other municipalities in South Africa as well.

## **CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 AN OVERVIEW OF THE STUDY UNDERTAKEN**

The public sector experience a need for skilled and competent managers in order to comply with constitutional requirements as outlined in chapter 10 of the Constitution. This is especially true for the local sphere of government where the need for skilled managers is imperative since this sphere of government is at grassroots level and directly responsible for service delivery. However, for the effective and efficient provision of sustainable services to municipal inhabitants, not only extensive managerial skills, but also substantial institutional capacity is required. This study therefore explored the availability of both institutional capacity and managerial skills in the local sphere of government with specific reference to the Nokeng Tsa Taemane Municipality which is categorised as a category B municipality.

Various legislation outlines the objectives and functions of municipalities in respect of their developmental role and service delivery to the public. The local sphere of government has furthermore gone through tremendous political and social changes during the past decade which brought about numerous challenges. The developmental role of municipalities is outlined in particular official developmental programmes such as the RDP, the IDP and LED. The planning and implementation of an IDP and LED at the Nokeng Tsa Taemane Municipality were explored in this study. It became evident that the municipality drafted an IDP that was approved by the Municipal Council, but thereafter referred it to private consultants for review. This was necessitated since a particular degree of dissatisfaction emanated amongst various stakeholders pertaining to the degree to which participation of all stakeholders, specifically municipal inhabitants, were facilitated. It furthermore became evident that the municipality does not possess the required human and financial resources to adequately plan for and implement IDP and LED.

Managers of municipalities should use the guidelines provided by legislation and policies to direct them in fulfilling their duties and mandate in an efficient, effective and productive manner. In this respect the *Batho Pele* principles should be practically applied to improve the quality of municipal services to inhabitants.

Additional to challenges faced by the majority of municipalities in South Africa, the Nokeng Tsa Taemane Municipality faces tremendous challenges pertaining to its institutional capacity. It is evident that the majority of structures, processes and mechanisms such as a performance management system, a system of delegation of authority, a complete organisational structure, municipal by-laws, an Employment Equity Plan, as well as technological support, are not in place at the municipality. Where these systems are in place though, it is not optimally used, as is the case with the committee system. The responsibility of the municipality to deliver quality municipal services to inhabitants are furthermore hampered by a lack of sufficient vehicles, supplies and equipment.

A lack of financial and human resources seems to be the most significant institutional constraints to the municipality which creates a snowball effect and results in a number of problems that restricts the institutional capacity of the municipality. It also slows down economic growth in the municipal area. It became evident that the Nokeng Tsa Taemane experiences a tremendous lack of institutional capacity which negatively impacts on service delivery to inhabitants.

The South African government has promulgated various skills legislation and established a number of institutions and funding policies as well as skills development training plans and training bodies, to improve the skills capacity of officials. It is thus evident that the government has made a serious commitment towards the improvement of skills of public officials in order to develop a competent and capable workforce that will be able to provide quality services to

the public of South Africa. Management skills specifically should be developed to enable managers to take a leading role in fulfilling developmental outcomes of municipalities, obtaining objectives set for the local sphere of government and enabling municipalities to fulfil their mandate.

Managers in the local sphere of government should exhibit particular skills and competencies in order to deliver effective municipal services. A number of skills and attributes required from managers at the Nokeng Tsa Taemane Municipality are indicated in their job descriptions. These skills were described in this study. The municipal manager, senior managers and middle managers of the municipality completed questionnaires in order to determine the existing level of managerial skills at the Nokeng Tsa Taemane Municipality. It was evident though, that although managers rated themselves high in this regard, a lack of relevant skills, especially on the middle management level exist. The majority of senior managers seem to possess the required management skills and competencies, though they do not have adequate opportunities to attend training programmes to develop these skills or obtain new skills. The managers furthermore do not have the support of financial or human resources due to the lack of institutional capacity of the municipality. A number of training programmes available to managers were also outlined in the study.

In view of this study, a number of recommendations will be made in the following paragraphs pertaining to the problems experienced by the Nokeng Tsa Taemane Municipality.

## **5.2 RECOMMENDATIONS**

It became evident through this study that the most significant problem experienced by the Nokeng Tsa Taemane Municipality is the lack of institutional capacity. Chapter 3 of the study elaborated on the various aspects of institutional capacity required of a municipality in order to provide municipal services in a

sustainable manner to inhabitants. Through interviews held with senior management and questionnaires completed by both senior management and middle management, it became evident that the lack of institutional capacity restricts managers of the municipality to fulfil their duties and functions with excellence.

The most significant impediment to institutional capacity at the Nokeng Tsa Taemane Municipality is inadequate financial resources. It can therefore be deduced that the focus of the municipality should be to broaden the revenue-base of the municipality. This can be done in a number of ways. One of the routes to follow is through residential and industrial development. The municipality is to a particular extent already involved in the development of residential areas, though the prospect of industrial development and the improvement of the central business district should also be considered.

Another option to the municipality is the provision of electricity to the Roodeplaat Dam area, currently supplied by the Tswane Metropolitan Municipality, under which this area previously resorted. This should be done, however, without paying for the infrastructure, since this will defy the purpose and will simply set the municipality further back financially. The issue of water provision in areas where water is currently not supplied by the municipality should be pursued.

A policy of credit control which the municipality is currently experimenting with, could be vigorously applied in order to broaden the revenue-base of the municipality. The municipality could seek to increase partnerships with private companies. When the guidelines of the Record of Understanding (RoU) on Municipal Service Partnerships (MSPs), outlined on page 44 of this study, are considered, it is evident that the municipality should seriously consider to follow the route of partnerships to improve the effectiveness and efficiency of municipal services, since thus far they could not manage to do it by themselves due to the lack of institutional capacity.



Yet another route to follow for the improvement of the revenue-base of the municipality is to focus on tourism in the municipal area. *Dinokeng*, a *Blue IQ* project which is currently being developed by the municipality, should be pursued and applied. The municipal area, especially the areas surrounding the Roodeplaat Dam, could be marketed as a tourist attraction due to the nature and the potential for water sport activities. Cullinan can also be vigorously marketed as a tourist attraction due to its historical heritage.

Although the lack of institutional capacity is mostly related to inadequate financial resources, it is evident that a lack of human resources also restricts the municipality from developing and improving municipal service delivery. As mentioned in the previous chapter, managers would rather deny themselves the opportunity of attending training programmes due to insufficient human resources to effectively deal with the workload in the absence of the manager. It is therefore imperative for the municipality to consider the appointment of additional human resources and to improve the skills levels of its current human resources. This, unfortunately, will have a financial implication which the municipality cannot afford at present. This necessitates the Nokeng Tsa Taemane Municipality to increase its revenue-base in order to improve institutional capacity.

Positive results will emanate from an increased revenue-base. Not only will the municipality be able to send managers as well as other personnel of the municipality on training programmes, but they might be able to improve the effectiveness and efficiency of the municipality in the long term and subsequently qualify for grants from national and provincial government.

In addition to the improvement of management skills on middle management level, which should receive priority, the development of skills of Municipal Councillors should also be focused upon. A number of processes and systems which should already have been approved to comply with legislative

requirements, such as municipal by-laws, an Employment Equity Plan, a performance management system and a system for the delegation of authority, are duties of the Municipal Council that were neglected. The Municipal Council of the Nokeng Tsa Taemane Municipality approved the IDP of the municipality, but had to review the plan due to an alleged lack of adequate community participation. It can be deduced that the negligence to comply with matters on time and a lack of correct procedures to be followed, might be based on a lack of adequate skills of Municipal Councillors. It is therefore imperative to look into skills development opportunities for the Municipal Council.

### **5.3 CONCLUSION**

Currently the Nokeng Tsa Taemane Municipality applies crisis management due to a lack of adequate institutional capacity. It is evident that the municipality needs to increase its revenue-base and strengthen its financial position in order to improve the quality of municipal services and to provide such services in a sustainable manner to municipal inhabitants. It is imperative for managers of the municipality to have institutional support in the form of funds, human capacity, processes, systems, supplies, equipment and technology to enable them to fulfil their functions with excellence which will result in the eventual delivery of quality municipal services.

Additional to institutional capacity, managers should also exhibit particular managerial skills. It became evident that senior managers of the municipality possess to a great extent the required managerial skills, though these skills lack on the middle management level. Training opportunities exist and can be pursued for management skills development once the Nokeng Tsa Taemane Municipality is in the financial position to provide the opportunity of such training to its managers.

Although this study is applied to the Nokeng Tsa Taemane Municipality specifically, it can be deduced that the present situation, pertaining to institutional capacity and managerial skills, is experienced by the majority of municipalities in South Africa, especially the smaller ones, viz. category B municipalities. The lack of financial capacity and viability is a restricting factor to most development opportunities of municipalities. The improvement of the financial positions of municipalities should therefore be the first priority in the local sphere of government since this is the level of government directly responsible for service delivery.

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# **APPENDIX A**

## **QUESTIONNAIRE – INSTITUTIONAL CAPACITY AND MANAGEMENT SKILLS OF THE NOKENG TSA TAEMANE MUNICIPALITY**

**QUESTIONNAIRE - INSTITUTIONAL CAPACITY AND MANAGEMENT SKILLS OF THE NOKENG  
TSA TAEMANE MUNICIPALITY**

Name \_\_\_\_\_

Job title \_\_\_\_\_

Job title you are reporting to (if relevant) \_\_\_\_\_

Department \_\_\_\_\_

Select your highest qualification

Matric (Grade 12)	<input type="checkbox"/>
Post Matric Diploma or Certificate	<input type="checkbox"/>
National Diploma	<input type="checkbox"/>
B. Degree	<input type="checkbox"/>
Postgraduate qualification	<input type="checkbox"/>

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Indicate other courses / training programmes you have completed

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Indicate your managerial experience

No previous experience	<input type="checkbox"/>
Less than two years	<input type="checkbox"/>
Two to five years	<input type="checkbox"/>
Five to ten years	<input type="checkbox"/>
More than ten years	<input type="checkbox"/>



**Instructions**

1. Use a pen throughout.
2. Choose the option that best corresponds with your opinion of a situation.
3. Choose only one option for each item
4. Answer all the questions

**SECTION A: THE INSTITUTIONAL CAPACITY OF THE NOKENG TSA TAEMANE MUNICIPALITY**

The rating scale is from 1-5, which indicates the following:

- 1 – To no extent
- 2 – To a little extent
- 3 – To some level of extent
- 4 – To a great extent
- 5 – Completely

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		1	2	3	4	5
1	The municipality possess the institutional capacity to implement Integrated Development Planning (IDP) successfully.					
2	The municipality possess the institutional capacity to implement Local Economic Development (LED) successfully.					
3	The municipality provide adequate training opportunities pertaining to planning and implementation of IDP.					
4	The municipality provide adequate training opportunities pertaining to planning and implementation of LED.					
5	Sufficient funding is available to implement IDP effectively.					
6	Sufficient funding is available to implement LED effectively.					
7	Adequate training opportunities are provided to enhance management skills.					
8	The municipality render services on a sustainable basis.					

9	The municipality makes provision for adequate long term infrastructure investment planning.					
10	Social and economic conditions in the municipality enhance the creation of employment opportunities.					
11	The municipality has an adequate performance management system in place.					
12	The municipality is involved in partnerships with the private sector, other government institutions, non-governmental organisations (NGO's) or community-based organisation (CBO's).					
13	The municipality takes measures to enhance community participation in the municipal area.					
14	Municipal projects are adequately monitored and evaluated.					
15	Managers in the municipality possess sufficient knowledge and understanding of legislation and the legal environment in the local sphere of government.					
16	Political and leadership differences influence service delivery in the municipal area.					
17	The municipality has a sufficient revenue-base.					
18	All management measures (budgets, strategic- and business plans, human resource development plans, job descriptions and performance management) are designed to enhance service delivery.					
19	The organisational structure of the municipality is designed to enhance service delivery.					
20	Sufficient mechanisms, processes and procedures are available for conflict resolution within the municipality.					
21	Sufficient mechanisms, processes and procedures are available for effective interaction between the municipal council, the municipal manager and the personnel of the municipality.					
22	Responsibilities within the municipality overlap.					
23	The municipality has an adequate delegation system in place.					
24	The committee system of the municipality functions effectively.					
25	Performance-based contracts are feasible.					
26	Managers in the municipality possess the required skills and capacity to provide efficient, effective and sustainable services to municipal inhabitants.					
27	The municipality makes sufficient provision for the development and implementation of training programmes for managers.					
28	You would like to see more training opportunities for managers.					

29	The training you received through the municipality (in-service / training programmes) is relevant to your daily duties and responsibilities.					
30	The formal training you received (University / Technikon degree or diploma) is relevant to your daily duties and responsibilities.					
31	How do the following aspects enhance the institutional capacity of the municipality:					
(i)	The use of technology					
(ii)	Control mechanisms					
(iii)	Administrative and operational structures and processes of the municipality					
(iv)	The organisational culture of the municipality					
(v)	Policies to implement activities					
(vi)	The availability of resources (human and financial)					
(vii)	The use of resources (human and financial)					
(viii)	The political and economic milieu in which the municipality operates					
(ix)	Communication networks and strategies					
(x)	Management styles					
(xi)	Dedication of managerial staff					
(xii)	Human Resource Development Systems					
(xiii)	Training programmes					

## SECTION B: MANAGEMENT SKILLS AND ATTRIBUTES

The rating scale is from 1-5, which indicates the following:

- 1 – Never
- 2 – Hardly ever
- 3 – Sometimes
- 4 – Often
- 5 – Always

		1	2	3	4	5
1	I give my undivided attention when someone discusses a problem with me.					
2	I express ideas and facts in a clear, convincing and organised manner.					
3	I strive to develop networks and build alliances.					
4	I comprehend complex situations and act upon it successfully.					
5	I strive to the achievement and maintenance of quality.					
6	My enthusiasm inspires others to take a positive work attitude.					
7	I can easily persuade others.					
8	I can easily obtain information from others.					
9	I take charge and provide direction in order to steer my subordinates towards successful completion of their tasks.					
10	I have consideration and compassion for other people's problems.					
11	I stay calm in situations of conflict and solve the situation in a constructive manner.					
12	I solve conflict situations in a constructive manner					
13	I am familiar with national and international political and economic policies.					
14	I take the rational and realistic option when deciding upon something.					
15	I am computer literate.					
16	I approach all problems with a clear perception of organisational and political reality.					
17	I strive to continuously master new knowledge.					
18	When situations are not obviously related, I am able to identify patterns or connections.					
19	I work systematic, organised and accurate.					
20	I behave in a fair and ethical manner towards others.					
21	I enjoy new situations and change.					
22	I develop new insight into situations and information and apply innovative thinking to make improvements.					
23	In the face of disappointments and setbacks I continue to strive for goals.					
24	I am independent and self reliant in daily tasks.					
25	I remain calm and in control in stressful situations and perform under pressure.					
26	I understand and appropriately apply procedures, requirements, regulations and policies related to specialised expertise.					
27	I promptly act upon requests or information.					
28	My conduct complies with the Municipality's norms and values.					

# **APPENDIX B**

## **COMMITTEES OF THE NOKENG TSA TAEMANE MUNICIPALITY**

# COMMITTEES OF THE NOKENG TSA TAEMANE MUNICIPALITY

