

**THE EFFECTS OF THE RESTRUCTURING OF THE JOHANNESBURG
CITY COUNCIL ON EMERGENCY SERVICES**

BY

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DECLARATION

I hereby declare that ***The effects of the restructuring of the Johannesburg City Council on emergency services*** handed in for the qualification Magister Administrationis at the University of the Free State is my own independent work and that I have not previously submitted the same work for a qualification at another university. I also concede the copyright of my work to the University of the Free State.

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The successful completion of this study is in large measure due to the unwavering and dedicated support by my Supervisor Prof. C. Bauer. This has nourished my interest in the field.

A very special mention should be made to Georgina Claudia Selepe, my wife and my daughter, Bokang Selepe for their continual support during the writing of this dissertation

I owe a huge amount of gratitude to the Fire Chief of the City of Johannesburg Emergency Management Services and those interviewed for their valuable information.

My parents who through toil and dole made me what I am.

SUMMARY

SELEPE M.M. The effects of the restructuring of the Johannesburg City Council on emergency services. Dissertation: Masters Degree Public Administration. University of the Free State. Supervisor: Prof. C. Bauer.

Municipal employees as well as the Unions see the restructuring of Local Government in South Africa as the main cause of unemployment while it is a process of making municipalities more efficient and effective. Restructuring is perhaps the first step towards improving service delivery, though it is not the only way to solve inefficiency and ineffectiveness within local government structures. This dissertation identifies the need to employ additional emergency personnel, describes the current situation and proposes further steps that the City of Johannesburg Emergency Management Services should take to resolve matters affecting effective delivery of services.

The sample targeted for the assessment was 120 participants which was large enough to draw conclusions and make generalisations. The assessment was carried out at the following five Fire Stations, viz. Florida Park, Jabulani, Fairview, Sandton and Midrand. Primary use was made of interviews where open-ended questions gave participants enough opportunity to express themselves in an informal environment which proved to be very effective.

OPSOMMING

SELEPE M.M. 'n Studie van die effek wat herstruktureering van die Johannesburg Stadsraad op nooddienste sal he. Verhandeling: Meesters Graad in Publieke Administrasie. Universiteit van die Vrystaat. Studieleier: Prof. C. Bauer.

Terwyl die herstrukturering van Plaaslike Regering in Suid Afrika 'n proses is wat die munisipaliteite meer effektief en bekwaam sal maak, beskou die munisipale werkers en vak-unies dit as 'n hoofrede vir werkloosheid. Herstrukturering is dalk die eerste stap om dienslewering te verbeter maar dit is nie noodwendig die enigste manier om onbekwaamtheid en oneffektiwiteit te elimineer nie. Hierdie verhandeling identifiseer die behoefte om addisionele nood-personeel aan te stel, omskryf die huidige situasie en stel stappe voor wat die Stadsraad van Johannesburg se Nood Beheer Dienste moet neem om die items wat die effektiewe uitvoer van nood-dienste affekteer, te bekamp.

'n Monstergroote van 120 deelnemers was geteiken vir hierdie metingsmetode. Hierdie monstergroote was genoeg om omskrywings te genereer en gevolgtrekkings te maak. Die metingsmetode was in vyf brandweerstasies uitgevoer, naamlik: Florida Park, Jabulani, Fairview, Sandton en Mirdand. Dit het hoofsaaklik onderhoude behels waar "oop " vrae gebruik was om deelnemers 'n kans te gee om hulself in 'n informele omgewing uit te druk. Die gebruik van hierdie metode was baie effektief.

TABLE OF CONTENTS

CHAPTER 1	Page(s)
1.1 INTRODUCTION	1
1.2 THE IMPORTANCE OF THE STUDY	1-2
1.3 PROBLEM STATEMENT	2-3
1.4 HYPOTHESIS	3
1.5 AIMS AND OBJECTIVES OF THE STUDY	4
1.6 THE NATURE AND SCOPE OF THE STUDY	4
1.7 LIMITATIONS OF THE STUDY	5
1.8 APPROACH	5
1.8.1 Design of study	5
1.8.2 Data collection method(s)	5-6
1.9 DEFINITION OF KEY TERMS AND CONCEPTS	
1.9.1 Municipality	6
1.9.2 Fire Brigade Services	6-7
1.9.3 Local Government	7
1.9.4 Ambulance	7
1.10 SUMMARY AND SEQUENCE OF CHAPTERS	7-9
CHAPTER 2 THE HISTORY OF JOHANNESBURG 1886-2003	
2.1 INTRODUCTION	10
2.2 EARLY YEARS TO 1910	10
2.2.1 Introductory orientation	10-11

2.2.2 The development of Johannesburg from 1886-1910	11-14
2.2.3 The Diggers Committee 1886-1889	14-15
2.2.4 The Health Committee 1889-1899	15-16
2.2.5 The naming of Johannesburg	16-17
2.3 LOCAL GOVERNMENT DEVELOPMENT 1910-1961	
2.3.1 Introductory Orientation	17-18
2.3.2 Local Government development 1910-1945	18-19
2.3.3 <u>City of Johannesburg (Private) Ordinance</u> , no.15 of 1928	19
2.3.4 <u>Local Government Ordinance</u> , no.17 of 1939	20-21
2.3.5 The <u>Blacks (Urban Areas) Consolidation Act</u> , no. 32 of 1945	21
2.4 LOCAL GOVERNMENT DEVELOPMENT FROM 1948-1961	
2.4.1 Introductory Orientation	22
2.4.2 <u>Continuation of Local Authorities by-laws and Regulations</u> <u>Ordinance</u> , no.19 of 1948	22
2.4.3 <u>Groups Areas Act</u> , no. 77 of 1957	23-24
2.4.4 <u>Local Government (Administration and Elections) Ordinance</u> , no. 40 of 1960	24
2.5 LOCAL GOVERNMENT DEVELOPMENT FROM 1961-1983	
2.5.1 Introductory orientation	25
2.5.2 Development at national level	25
2.5.3 <u>Local Government (Extension of powers) Ordinance</u> , no. 22 of 1962	26
2.5.4 New Constitutional dispensation	27-28

2.6 LOCAL GOVERNMENT DEVELOPMENT FROM 1983-1995

2.6.1 Introductory orientation	28-29
2.6.2 Division of Johannesburg	29
2.6.3 The 1995 Local Government elections	30-32

2.7 LOCAL GOVERNMENT DEVELOPMENT FROM 1994-2003

2.7.1 Introductory orientation	32-33
2.7.2 The effects of Constitutional and Legislative measures on Local Government development in South Africa	33
2.7.3 <u>The Constitution of South Africa Act</u> , no. 200 of 1993	33-34
2.7.4 The Local Government transformation phases	34-36
2.7.5 <u>The Constitution of South Africa Act</u> , no.108 of 1996	37
2.7.6 The White Paper on Local Government 1998	37
2.7.7 The <u>Local Government Municipal Demarcation Act</u> , no. 27 of 1998	38
2.7.8 The <u>Local Government Municipal Structures Act</u> , no.117 of 1998	39
2.7.9 The <u>Local Government Municipal Systems Act</u> , no. 32 of 2000	40-41
2.7.10 Framework for the restructuring of municipal service provision	41-42
2.7.11 The 2000 Local Government elections	43
2.7.12 The current structure of the Greater Johannesburg Metropolitan Council	44-45

2.8 CONCLUSION 45-46

**CHAPTER 3 THE HISTORY OF THE JOHANNESBURG EMERGENCY
MANAGEMENT SERVICES**

3.1 INTRODUCTION 47

3.2 EARLY YEARS TO 1910

3.2.1 Introductory Orientation 47

3.2.2 The Diggers Committee and the Johannesburg Fire Brigade,
1886-1889 48

3.2.2.1 Introductory orientation 48-49

3.2.3 The Health Committee and the Johannesburg Fire Brigade,
1889-1899 49

3.2.3.1 Introductory Orientation 49

3.2.4 The Johannesburg Fire Brigade from 1900-1910 51

3.2.4.1 Introductory Orientation 51

**3.3 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE FROM
1910 TO 1948**

3.3.1 Introductory Orientation 52-54

**3.4 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE FROM
1948 TO 1961**

3.4.1 Introductory orientation 54-55

**3.5 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE
1960- 1984**

3.5.1 Introductory Orientation	55-57
3.6 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE FROM 1983 TO 1995	
3.6.1 Introductory orientation	57-58
3.6.2 The Fire Brigade Service Act, no. 99 of 1987	58-59
3.7 THE DEVELOPMENT OF JOHANNESBURG EMERGENCY MANAGEMENT SERVICES FROM 1995 TO 2003	
3.7.1 Introductory orientation	59
3.7.2 The development of the Johannesburg Emergency Management Services 1995-2003	59-64
3.7.3 The difference between the Johannesburg Fire Brigade and the Johannesburg Emergency Management Services	64-65
3.7.4 The City of Johannesburg Metropolitan Municipality Emergency Services by-laws	66-69
3.7.5 The right of the fire fighters and emergency services Personnel to strike	69
3.7.6 Employment trends in the Johannesburg Emergency Management Services	69
3.8 CONCLUSION	71-72

CHAPTER 4 THE RESTRUCTURING OF THE JOHANNESBURG

CITY COUNCIL

4.1 INTRODUCTION 73-75

4.1.1 Local Government system in the Johannesburg City Council

before 1994 transition to democracy 75

4.1.2 Introductory orientation 75-77

4.3 METROPOLITISATION: THE SOUTH AFRICAN CONTEXT

4.3.1 Introductory orientation 77-80

4.4 THE RESTRUCTURING OF THE JOHANNESBURG CITY

COUNCIL

4.4.1 Introductory orientation 81

4.4.2 Historical overview: Towards a unicity in the Greater

Johannesburg Metropolitan Council 81-85

4.4.3 Political, organisational and structure and structural

change 85

4.4.3.1 Political governance 85-87

4.4.3.2 Organisational and management aspects 87-91

4.5 THE PROCESS OF THE RESTRUCTURING OF THE

JOHANNESBURG CITY COUNCIL

4.5.1 Introductory Orientation 91-93

4.5.2 The Local Government Municipal Demarcation

Act, no. 27 of 1998 93-95

4.5.3 Framework for the restructuring of municipal service provision	95-96
4.5.4 A model of the Greater Johannesburg Metropolitan Council and its substructures	96-99
4.6 THE IGOLI 2002 Plan	
4.6.1 Introductory orientation	99
4.6.2 iGoli Plan in focus	99-103
4.6.3 The objectives of the iGoli 2002 Plan	103-106
4.7 THE IMPLEMENTATION OF THE IGOLI PLAN IN THE RESTRUCTURING OF JOHANNESBURG CITY COUNCIL	
4.7.1 Introductory orientation	106-108
4.7.2 The main actors in the implementation of the iGoli 2002 plan	108-109
4.8 THE EFFECTS OF THE RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL ON THE JOHANNESBURG EMERGENCY MANAGEMENT SERVICES	109-113
4.9 THE UNION RESPONSES TO THE RESTRUCTURING OF JOHANNESBURG CITY COUNCIL	
4.9.1 Introductory orientation	113-116
4.10 CONCLUSION	116-117
CHAPTER 5 ANALYSIS OF DATA AND RESEARCH FINDINGS	
5.1 INTRODUCTION	118-119
5.2 FLORIDA PARK FIRE STATION	119-122

5.3 JABULANI FIRE STATION	122-123
5.4 FAIRVIEW FIRE STATION	123-125
5.5 SANDTON FIRE STATION	125-128
5.6 MIDRAND FIRE STATION	128-130
5.7 RESEARCH FINDINGS	130
5.7.1 Overall findings	130
5.7.2 Key problem areas investigated	131
5.7.2.1 Shortage of staff	131
5.7.2.2 Difference in remuneration structure	131
5.7.2.3 The City of Johannesburg Emergency Management fleet	131
5.7.2.4 The Control Centre	132
5.7.2.5 Human resources development	132
5.2.3.6 Lack of emergency management exposure to the public	
5.8.Conclusion	132
CHAPTER 6 SUMMARY AND RECOMMENDATION	
6.1 INTRODUCTION	134
6.2 TESTING THE HYPOTHESIS	134
6.3 SPECIFIC RECOMMENDATIONS	134
6.4 RECOMMENDATIONS BASED ON RESEARCH FINDINGS	135-136
6.5 CONCLUSION	136-138
BIBLIOGRAPHY	139-146

CHAPTER ONE INTRODUCTION

1.1 INTRODUCTION

The aim of this study is to investigate the causes of poor service delivery by the Johannesburg Emergency Management Services as a result of the restructuring of the Johannesburg City Council. A thorough investigation of the process of the restructuring of the City of Johannesburg will create an understanding of the impact on service delivery that took place between 1995 and 2003.

1.2 THE IMPORTANCE OF THE STUDY

In terms of Section 152 (1) (b) of Act 108 of 1996 (The Constitution of the Republic of South Africa), municipalities are responsible for ensuring the delivery of basic services to all South Africans. There is presently a large backlog in South Africa with regard to basic services as defined in the Reconstruction and Development Programme, the Constitution and other applicable legislation. In order to carry out this responsibility, municipalities will need to transform public sector service delivery through a process of restructuring to ensure that services are rendered efficiently and effectively.

The broad objectives of municipal restructuring are to ensure that municipalities deliver services in a way that is sustainable, equitable, efficient, effective and affordable and consistent with the Batho Pele principles (Consultation, Service Standards, Access, Courtesy, Information, Openness and Transparency, Redress and Value for money) of service delivery (Intergovernmental Fiscal Review 2001:123).

Municipal transformation since 1994 has aimed to make municipalities more efficient and effective. National initiatives such as the restructuring of emergency services e.g. fire and ambulance services were aimed to make municipalities more accountable, financially sustainable and able to deliver critical services to

all members of the communities. However, since 1994, some of these initiatives were never implemented according to the Emergency Management Services' objectives and this has resulted in low levels of service delivery. In the Intergovernmental Fiscal Review (2001:123), it is stated that the Department of Provincial and Local Government has steered a variety of initiatives to effect wide-ranging transformation programs. The Local Government Transition Act, no. 209 of 1993 provided a comprehensive vision and a plan of action to democratise municipalities. Municipalities are faced with a range of competing pressures on resources for service delivery with regard to emergency services.

The high resignation rate of experienced and skilled personnel; the lack of modern fire technology; a lack of advanced communication systems and a shortage of well trained personnel have led to the poor delivery of services. Since 1994, the government has expected municipalities to maximise available resources but financial resources are very limited.

In terms of Section 4(1) (b) of the 1996 Constitution, all spheres of government are required to secure the well being of the population. Local Government is empowered to deal with a number of functions that are closely related to disaster management under Part B of Schedules 4 and 5 of the Constitution. In addition, Section 152 (1) (d) of the 1996 Constitution requires local government to promote a safe and healthy environment.

1.3 PROBLEM STATEMENT

Emergency services in the City of Johannesburg Metropolitan Council are collapsing. The standard of services rendered has deteriorated to an alarming extent due to various reasons. A major problem is the absence of a compulsory national standard for the delivery of an effective fire and emergency service. The current standard used, SABS 090-1972: Code of Practice for Community Protection against fire, is outdated. It should be noted that the recommendations

of the Bosman Report of 1973 and the Fire Service investigation, which preceded the implementation of the Fire Brigade Services Act, no. 99 of 1987, were never effectively implemented (Report on the State of Fire Function, January 1999: 4).

The correct merit selection process according to the new staff criteria has been ignored and situations have arisen where members of staff who have been dismissed from one region, have been re- employed by another station. Effective provision of services continues to be influenced by nepotism and the appointment of individuals who were disqualified to be in the service. Whenever Fire Service management has identified areas of concern, such as staff shortages, differing shift systems within a brigade and excessive absenteeism, there has been no effective response from the authority ultimately responsible. Morale is low and service demands are high (Report on the State of Fire Function, January 1999:5).

The management of change is not being handled adequately in all areas. Fire Service management lacks the drive to facilitate improvements such as training and communication. The lack of effective management is clearly evidenced in the maintenance backlog of problems being experienced in the Greater Johannesburg Metropolitan Council concerning fleet management. There is little co-ordination between stations and the centralised vehicle maintenance facility. Synergy between fire safety divisions and building control departments is lacking in the Greater Johannesburg Metropolitan Council. Funding of emergency services is diverted to create infrastructure rather than for supporting essential services (Report on the State of Fire Function, January 1999:5).

1.4 HYPOTHESIS

The research is to be guided by the following hypothesis.

The restructuring of the Johannesburg City Council has impacted negatively on service delivery by the City of Johannesburg Emergency Services.

1.5 AIMS AND OBJECTIVES OF THE STUDY

The aim of this research is to investigate the current level of service delivery in the City of Johannesburg Emergency Management Services since 1995. There are various factors contributing towards low service levels within the City of Johannesburg Emergency Services. There are both tangible and intangible factors contributing towards the lack of improvements in service delivery. The following factors will be investigated:

- The Department 's financial situation;
- Staff Adequacy;
- Fire engines and Ambulance fleet;
- Equipment;
- Fire stations;
- Training;
- Fire prevention; and
- Communication.

The aims and objectives of this study are to examine:

- The effects of the restructuring of emergency services on service levels in the Greater Johannesburg Metropolitan Council.
- To determine the reasons for the problems that exists in the delivery of an effective service.
- To establish the root cause of poor service delivery and make recommendations for possible solutions.

1.6 THE NATURE AND SCOPE OF THE STUDY

The focus of this study is to examine the effects which the restructuring of the Johannesburg City Council, had on the delivery of emergency services. However, the research will also focus on previous and current levels of delivery by Emergency Services in the Greater Johannesburg Metropolitan Council.

1.7 LIMITATIONS OF STUDY

Some of the respondents have shown reluctance in disclosing important information because of the fear of endangering their jobs should the information be published. Top management has been reluctant to disclose some of the confidential information that is deemed as sensitive information.

1.8 APPROACH

1.8 .1 Design of study

The qualitative method was utilised in this research. Data was collected by means of document study and interviews. Qualitative methodology was used to investigate the causes of poor service delivery. Interviews were conducted with some of the fire fighters, which were chosen randomly from five fire stations. The stations where the interviews were conducted are listed in alphabetical order as follows: Florida Park Station, Fairview Station, Jabulani Station, Midrand Station and Sandton Station. Participants from all these stations ranged from ten to twenty five staff members. Open-ended questions were asked in a relatively informal format. Participants were encouraged to answer the questions honestly and as broadly as possible. Where necessary, issues that needed clarity were followed up so that the discussion would flow. Interviews were recorded. The purpose of the interviews was to assess the participant's knowledge of and experience in as well as their agreement or disagreement with the causes of the delivery of emergency services.

1.8.2 Data Collection Methods

1.8.2.1 Population and Sampling

The total number of the City of Johannesburg Emergency Services employees' is one thousand two hundred (1200). Participants were systematically selected from the administration and operations departments. The job positions of all

employees were written down so that sampling frame could be constructed. The researcher secured a registered list of all employees from the administration and operations departments. This list was used as a sampling frame for interviews with managers, supervisors, fire fighters and paramedics. All these categories were randomly selected regardless of race, gender or age. To obtain a systematic sample of 120 research participants, employees, managers and supervisors were drawn systematically from the total population by using the registered lists from all these categories.

1.8.2.2 Literature Study

The researcher also further utilised document study as an approach in obtaining relevant information. This approach required the collecting of information from books, journals, Internet and newspapers.

1.9 DEFINITION OF KEY TERMS AND CONCEPTS

1.9.1 Municipality

Municipality means the area or district under the control and jurisdiction of the Council and includes outside areas and defined as such in the Local Government Ordinance, no. 17 of 1939.

1.9.2 Fire Brigade Services

In terms of Section 3(1) of the Fire Brigade Services Ordinance, no. 18 of 1977, “Chief Fire Officer” means the person appointed by the Council in terms of Section 3(1) of the Ordinance and includes any member of the service representing the Chief Fire Officer in the administration of the Fire Brigade Service’s by- laws and any official representing the Chief Fire Officer and in control of any section, station, substation, fire fighting operation or other

emergency operation, situation or inspection as the case may be (Fire Brigade Services Ordinance, no. 18 of 1977).

Fire Brigade Services Act refers to the Fire Brigade Services Act, no. 99 of 1987 and any regulations made under that Act. Public Fire Departments refer to organisations legally composed and responsive to public policy for the purpose of protecting lives and property from fire imposed casualties (Hickey 1973:3).

Public Fire Safety means the relative condition relating to the degree of protection provided for human life and property from fire effects in a governmental area (Hickey 1973:3).

1.9.3 Local Government

A working definition of local government would attribute to it the following features, viz. a defined geographical area and resident population for which the local government is responsible; the authority to provide services to the public; and plans for the development of the locality (Craythorne 1994:28).

1.9.4 Ambulance

Ambulance means any vehicle, which is constructed or adapted, specifically for the carrying of sick or injured persons (Local Government Ordinance, no. 17 of 1939).

1.10 SUMMARY AND SEQUENCE OF CHAPTERS

The study is divided into six chapters that form a sequential whole. Chapter **One** serves as an introduction to the study. In this chapter, the research problem(s) is/are identified and listed. Six pertinent issues regarding the delivery of emergency services in the Johannesburg Metropolitan Council are identified, viz.

- The fact that the standard of services rendered has deteriorated to an alarming extent due to various reasons.
- Management of change is not being handled adequately in all areas.
- Emergency Management Services lacks the drive to facilitate improvements such as training and communication.
- The lack of effective management is clearly evidenced in the maintenance backlog of problems being experienced in the Greater Johannesburg Metropolitan Council concerning fleet management.
- Funding of emergency services is diverted to create infrastructure rather than for supporting essential services.
- Whenever Fire Emergency Management services have identified areas of concern, such as staff shortages, differing shift systems within a brigade and excessive absenteeism, there has been no effective response from the authority ultimately responsible.

Based on the six problem statements, the hypothesis as well as the aims and objectives of the study are formulated.

Chapter **Two** deals with the history of Johannesburg from 1886 to 2003. The development of Johannesburg from 1886 to 1910 is explained in full. The first two local government administrations in Johannesburg which were the Diggers Committee and the Health Committee as well as the naming of Johannesburg are also fully explained in this chapter. Local government development from 1910 to 2003 and the role of legislation in developing Johannesburg are dealt with at length. The division of Greater Johannesburg and Local Government development at national level will also be discussed. Chapter Two concludes with a discussion of the current administration structure of the Greater Johannesburg Metropolitan Council.

Chapter **Three** concerns the history of the City of Johannesburg Emergency Management Services. The history and the development of the City of Johannesburg Emergency Management Services from 1886 to 1910 are

outlined. The role of the Diggers Committee and the Health Committee in establishing the first fire stations in Johannesburg are explained. The development of the City of Johannesburg Emergency Management Services from 1910 to 2003 as well as the role of legislation is discussed in detail.

The restructuring of Johannesburg City Council is the subject of Chapter **Four**. In this Chapter, the process of restructuring the Johannesburg City Council is thoroughly discussed. The political, organisational and structural change will be discussed in detail. Also discussed are the effects of the restructuring on emergency services, the role of legislation in the democratisation of Johannesburg City Council and the role of the iGoli 2002 plan. The Chapter concludes with the response of the Unions towards the City Council's restructuring plan.

Chapter **Five** contains empirical evidence gathered by means of interviews to validate arguments raised in the chapters regarding the effects of the restructuring of the Johannesburg City Council on the City of Johannesburg Emergency Management Services. For this purpose, interviews were conducted in five Fire Stations viz. Florida, Jabulani, Fairview, Sandton and Midrand Fire Stations. The responses were analysed and the respondents had to indicate the main causes of poor service delivery and the effects of restructuring on emergency service delivery.

Chapter **Six** is a summary and recommendations based on the research as a whole.

A bibliography is provided at the end of the dissertation.

CHAPTER TWO HISTORY OF JOHANNESBURG FROM 1886 - 2003

2.1 INTRODUCTION

The history of Johannesburg dates back to 1886 when an Australian George Harrison discovered gold on the farm Langlaagte. Johannesburg became a city in 1928. It arose from a dusty and underdeveloped mining town to become a metropolis. It attracted a number of immigrants from northern African countries to find work in the City commonly known as iGoli, the city of gold. It is in fact the “official” capital of one of South Africa’s nine provinces, viz. Gauteng.

It is very important to have a clear understanding of the historical background and development of Johannesburg as a municipality. This Chapter will provide a brief outline of the historical background of Johannesburg, dating from its early years to 1910; how the name Johannesburg came about; the development of Johannesburg as a city from 1910 to 1928; local government development from 1910 to 1961; local government development from 1961 to 1983; local government development from 1983 to 1994; and local government development from 1994 to 2003. Both repealed and current legislation will be used to explain the different systems of local government development from the early years to 2003. The legislative changes that led to the development of local government, which eventually culminated in the new developmental local government system of today will be discussed.

2. 2. EARLY YEARS TO 1910

2.2.1 Introductory Orientation

This section will outline the historical background of Johannesburg from 1886 to 1910. Johannesburg’s early history is the story of gold. It was initially much the same as any small prospecting settlement. Many of the South African Pioneers suspected that there was gold somewhere but nothing substantial was

discovered. Some prospectors spent years buying land, to dig and pan on it. Gold diggers and fortune hunters arrived in numbers and soon a tent town had sprung up. The Diggers Committee and the Health Committee which were the first two local government administrations in Johannesburg will be discussed in detail. The naming of Johannesburg will also be explained in full. Local Government development from 1910 to 2003 and the role of legislation in developing Local Government in Johannesburg will be discussed.

2.2.2 The development of Johannesburg from 1886 - 1910

The discovery of gold was first recorded in 1886, when the Welshman John Davis first discovered gold near Krugersdorp. However, when he showed it to the then President Andries Pretorius, he was ordered out of the country. A year later, Pieter Marais discovered alluvial gold in the Jukskei River, which runs out of Johannesburg. He was allowed to continue with his search but was threatened with death if he revealed the discovery (City of Johannesburg Official website: www.Joburg.org.za).

Johannesburg was set up as a town as early as 1886 when 980 stands on land previously owned by the South African Government were auctioned off. The land had been a farm known as Randjeslaagte, "*uitvalgrond*". Randjeslaagte was tucked between the three farms of Braamfontein, Doornfontein and Turffontein. It was desolate, stony land that no one wanted and no one owned. To date Randjeslaagte has vanished; commemorated nowhere (Palestrant 1986:15).

Upon its establishment, it was determined that no native tribes could live within 70 miles of the new town. But within three years, Johannesburg became the largest town in Southern Africa. Since then, Johannesburg has grown with leaps and bounds. Johannesburg was developed immediately after the discovery of gold. Prior to its development, it was known for approximately 30 years, that there was gold in the region. Reports of new findings in 1886 drew prospectors

from all corners of South Africa to the Witwatersrand (Bulpin 1992:275). The discovery of gold led to the rapid growth of Johannesburg and this resulted in the formation of essential services such as health and emergency management services (Blum *et al* 1987:274).

The years that followed brought several modest strikes. The first one recorded was in 1874 by the Struben brothers, Fred and Harry. They found what looked at first to be the first "payable" seam and called their mine Confidence Reef, a name that meant that the long search was over (City of Johannesburg Official website: www.Joburg.org.za). Their mine lasted not more than a year. The brothers owned parts of the adjoining farms of Sterkfontein and Wilgespruit in what is now Roodepoort (City of Johannesburg Official website: www.Joburg.org.za).

The Struben brothers came to South Africa from Germany around 1840. In 1856, Harry Struben bought his first span of oxen and used them to transport riders between Durban and Pretoria. He settled on a farm in Pretoria in 1862, with his wife and seven children. Fred worked as his assistant. In 1871, the brothers joined the rush to Kimberley when diamonds were discovered but returned shortly afterward due to Fred's health problems. In 1882, Fred travelled to Barberton to try his luck again where a rich but short-lived gold reef had been discovered but returned to his brother's farm. Their luck changed after a visit by Louw Geldenhys who was seeking an expert opinion of some rocks on his farm. He had heard about Fred's expertise from neighbouring farms. Soon afterwards, Harry bought the neighbouring farm Sterkfontein. He worked on the farm and found gold. During this period, the government of the Boer Republic viz. the *Zuid Afrikaansche Republiek*, headed by President Paul Kruger watched these developments closely (City of Johannesburg Official website: www.Joburg.org.za).

In June 1885, Harry Struben made a presentation to President Kruger and members of the *Volksraad* or Parliament asking them to support the mine.

According to a report in the Dutch newspaper De Volkstem, Harry Struben argued that the government should "foster the mining interests". He trusted that the Volksraad would revise the gold law so that proprietary rights would be fully defined and no excessive duties levied, in order not to cripple the mining industry.

Harry Struben was appointed the first President of the Chamber of Mines in 1887 and died in 1915 at the age of 75. His brother Fred retired to a large estate in 1888 and died in 1931 at the age of 80 (City of Johannesburg Official website: <http://www.Joburg.org.za>).

In March 1886, George Harrison who journeyed from the Cape in search of a fortune in the Transvaal, discovered gold on the Witwatersrand. Reports about the discovery of gold led to a gold rush by prospectors from all over the world to the Witwatersrand. Harrison travelled to Pretoria to report his discovery of gold and to obtain the usual prospectors reward which was the privileged tax free Discoverer's claim. Two Commissioners, Johann Rissik and Christian Johannes Joubert were hastily appointed and dispatched to inspect the discovery of gold in Johannesburg and its implications. The two Commissioners declared the farms along the line of the reef as public diggings. In the same year the Government of the Transvaal appointed the Mining Commissioner Carl Von Brandis and his clerk Jan Ellof in order to proclaim Johannesburg as public diggings. At the same time, F.C. Eloff who was a private secretary of the former State President Paul Kruger, was sent off to find a suitable area for the establishment of Johannesburg (Bulpin 1992:724).

In 1880, Britain annexed Transvaal and municipal authorities were created for towns with at least 300 residents in the Transvaal in terms of the Natal Act, no. 19 of 1872. After the repair of the province from the ruinous Anglo Boer War, this legislation was scrapped. It was however, followed by the British victory of Johannesburg and Pretoria in 1900 and existing local government institutions remained in place until 1903. A major part of the 1903 system was derived from

the Cape and Natal legislation and concentrated on indigenous and traditional self-governing and self-financing Local Authorities (De Beer 1995:26).

With regard to the black population, the former Cape Colony did have empowering legislation with regard to the control and management of so called 'native townships', even before Unification in 1910. At that time, local authorities enjoyed similar powers in terms of the Public Health Act, 1887. In terms of this legislation, local authorities could issue regulations with a view to hygiene and sanitation in 'black' residential areas, for example to prevent overcrowding. Racially based local government existed in the Transvaal as early as 1899, where town regulations in Transvaal determined that a non-white person could reside in a place bordering on a town street. In the same manner, 'White' Natal local authorities were authorised in 1904 to erect residential areas in which 'black' people were forced to live (De Beer 1995:27).

Segregation was a very early phenomenon at local level. A number of reasons were given for this policy, amongst others, that white authorities could not address the housing problem and they had fears of being engulfed by blacks. On 30 September 1903, the Johannesburg City Council held a meeting pertaining to the shortage of housing in the existing townships. Notice was taken that the existing townships were already full and that no housing was available. The social problems of sanitation, housing and influx were eventually overshadowed by another bigger problem, namely the sharing by blacks in their own government within the city (De Beer 1995:28).

2.2.3 The Diggers Committee 1886-1889

The Diggers Committee was formed as a temporary body responsible for the affairs of the Johannesburg Administration. The Diggers Committee governed Johannesburg between the years 1886 until 1889 (Blum 1986:275). The Diggers Committee comprised of the following members: I.P Ferreira, J.S Harrison, H

Morkel, Dr H Sauer, J.G Maynarnd, W.P Fraser, J.J Eloff, T.V Sherwell and Bisset (Blum1986: 275). The functions of the Diggers Committee were to grant water rights; sanitary services; telegraphic connections with Pretoria; health services; and lastly to act as a court of appeal to the public (Blum 1986:275). It was the first local government system in the Witwatersrand. The Diggers Committee was dissolved because of its inefficiency and ineffectiveness in the running of Johannesburg's local government affairs and was replaced by the Health Committee in 1889.

2.2.4 The Health Committee 1889-1899

The Health Committee consisted of a number of Sub- Committees responsible for public works, public health, legal matters, financial matters and by-laws. Its main function was to look after the well being of people. In March 1887, Dr Hans Sauer was appointed the first District Surgeon. In an effort to prevent epidemics, a Health Inspector, a certain Charles Shaw, was also appointed. One of the duties of the Health Inspector was to notify the inhabitants of Johannesburg that they were to keep their stands clean. The Health Committee was dissolved in 1890 because of inefficiency and ineffectiveness and a new Health Committee was elected on the 19th of November 1890. Government Commissioner J.A.P.H.Eekhout was appointed as chairperson of this new Health Committee. The new Health Committee was responsible for the administration of Johannesburg from 1890 to 1899 (Blum 1986:276). In 1890, the new Health Committee was formed with the approval of the Government of Transvaal. In 1890, the Health Committee obtained a new constitution from the Transvaal Government in Pretoria, which stipulated that the term of the ward representative was to be extended from two years because the old Health Committee had a term of one year for its ward representatives.

The first officials of the Johannesburg administration experienced numerous problems pertaining to housing, which was extremely bad and work pressure was

unusually high. This resulted in the appointment of a clerical assistant by the Government of Transvaal to assist the Mining Commissioner (Blum 1987:275). The Transvaal Government also appointed a Government Commissioner in Johannesburg, whose duty it was to keep a watchful eye on the Committee's finances (Blum 1986:276). The new Health Committee was dissolved in 1899 during the Anglo-Boer war by the British government who took over the administration of Johannesburg. In 1900, the British troops occupied Johannesburg. In August of 1902, members of the dissolved Health Committee were asked to present proposals for a new system of municipal administration (Blum 1986:279). Britain governed Johannesburg from 1900 until 1910 when the Union of South Africa was formed in terms of the Union Act of 1910.

2.2.5 The naming of Johannesburg

The name "Johannesburg" seems to have been arrived at with little direction. It was not clear where the name Johannesburg came from since early records were incomplete and also because the work of the Mining Commissioner Von Brandis, was scattered when his office tent was blown over (Shorten 1970:834). It was accepted that it might have come from the names of four prominent men at that time, such as the second name of President Stephanus Johannes Paulus Kruger; Johann Rissik, who was the Inspector of Diagrams and First Clerk in the Surveyor-General's office; Christiaan Johannes Joubert, the head of the Mines Department; and Johannes Meyer, the acting Mining Commissioner of the Witwatersrand Gold Fields (Shorten 1970:834). Meyer and Charlton conducted extensive research in the Pretoria archives and it was concluded that Johannesburg was named after Johann Rissik, who was involved in many business transactions in early Johannesburg, and had acquired substantial interests in some of the Rand's richest mines. On the 4th of October 1886, Carl von Brandis officially proclaimed Randjeslaagte as Johannesburg (Blum 1987:275).

An article by Jan Eloff who had arrived on the Rand only a month or so after the name had been chosen appeared in *Die Volkstem* on the 20th of August 1935 stating with certainty that the town was named after the two Commissioners Johann Rissik and Johannes Joubert. G.R. Von Willegh, the Surveyor-General, confirmed the findings with supporting letters from C.J. Joubert's daughter and, more importantly, Johann Rissik's widow. The article appeared in *Die Huisgenoot* magazine of the 4th of October 1935 (Shorten 1970:85)

D.J. Pieterse of the State archives in Pretoria, sums up these and many other sources of information in his article *Die Johannesburg: Sekerheid oor oorsprong van stad se naam- Johann Rissik en Johannes Joubert* that was published in *Die Vaderland* on the 23rd of September 1936 (Shorten 1970:85).

2. 3 LOCAL GOVERNMENT DEVELOPMENT FROM 1910-1961

2.3.1 Introductory Orientation

Local government development in Johannesburg from 1910 to 1961 will be discussed in detail in this section. Colonial ideas and systems brought about the development of local government in South Africa. These ideas were based on the principles of segregation that separated races.

In so far as black communities were concerned, two basic principles applied for them. Firstly, blacks were regarded as temporary residents in cities and their rights were regarded as secondary to that of whites. Secondly, the central government regarded itself as the only policy-maker with regard to blacks including urban blacks in South Africa (De Beer 1995:28). The role of the following Local Government Ordinances in developing Johannesburg will also be discussed:

- City of Johannesburg(Private)Ordinance, no. 15 of 1928 ;
- Local Government Ordinance, no. 17 of 1939 ; and

- Continuation of Local Authorities By-laws and Regulations Ordinance, no. 19 of 1948.

2.3.2 Local Government development from 1910-1945

The existing arrangement with regard to local government was maintained with the establishment of the Union of South Africa on 31 May 1910 in terms of Section 85 of the South Africa Act, 1909. According to Cloete (1997:12), when the Union of South Africa was established on 31 May 1910 in terms of the provisions of the South Africa Act, 1909, municipal affairs were made the responsibility of the provincial authorities. For many years, central government showed little interest in municipal affairs and contributed nothing to the development of local government and administration systems appropriate for South African urban areas. In 1912, the Local Government Ordinance, no. 17 of 1939 of the Transvaal became effective and remained almost unchanged until 1960. This system provided for a council with a mayor, deputy mayor, committees and professional officials (De Beer 1995:26).

In 1922, the Stallard Commission was appointed by the central government to investigate local government issues affecting blacks and it established that blacks had to be involved in their own government. The Commission also pleaded for the creation of advisory committees to serve as a link between white local authorities and black local authorities. In the mean time, central government was forced to create a liaison mechanism with regard to influx control (De Beer 1995:28).

The Urban Areas Act, no. 21 of 1923 was promulgated and its most important purpose was to limit the number of “*Bantu*” within an urban area to the labour requirements of that area (Reddy 1996:53). This meant that only the “*Bantu*” employed in an area, were entitled to live there. Other important provisions of the Urban Areas Act, no. 21 of 1923, were that local authorities should be

responsible for the housing of the “*Bantu*” within their areas and that all revenues raised in townships should be spent on them. This entailed the setting up by municipalities of a Native Revenue Account. Black Advisory Boards in townships were established to bring the views and desires of residents to the attention of the municipal council (Cloete 1989:25).

Transvaal became a province and various activities of the municipal establishment, regional councils and other similar local authorities became the responsibility of Provincial Councils (Blum 1986:285).

2.3.3 City of Johannesburg (Private) Ordinance, no.15 of 1928

Johannesburg became a city in 1928, when the central business district was built up with skyscrapers and houses in the modern styles, appeared in the extensive suburbs (Van der Waal 1987: 94).

In 1928, the Governor-General of the Transvaal Provincial Administration promulgated the City of Johannesburg (Private) Ordinance, no. 15 of 1928 to enable Johannesburg to be called a City and to alter the title of Council of the Municipality of Johannesburg, viz whereas it is desirable in the interest of the community of Johannesburg, to declare the Town of Johannesburg from the “Town Council of Johannesburg” to that of the “City Council of Johannesburg”. The Provincial Council of Transvaal enacted the Ordinance as follows:

- title of City of Johannesburg; and
- the Town of Johannesburg shall be and is hereby designated and known as the City of Johannesburg.

2.3.4 Local Government Ordinance, no.17 of 1939

Section 6 of this Ordinance entailed the establishment of Town Councils for certain existing Municipalities. Councils of municipalities lawfully established prior to the commencement of this Ordinance and mentioned in the Second Schedule to this Ordinance, shall be deemed to be town councils constituted under this Ordinance and members thereof, shall be elected under the provisions of the Municipal Elections Ordinance, no. 4 of 1927 and any amendment thereof. Such councils will be regarded as a body corporate capable in law of purchasing, holding and alienating land and generally of doing and performing such acts and things as bodies corporate may by law do and perform, subject to the provisions of this Ordinance and any other law. In the case of works which, at the commencement of this Ordinance were already in the process of execution under any law existing before such commencement but which under the provisions of this Ordinance require, the consent of the Administrator to such works, shall hereby be deemed to have been obtained and given.

Section 7(a) of the Local Government Ordinance, no. 17 of 1939 dealt with the constitution of areas of existing municipalities as follows:

- (a) The areas of jurisdiction of town councils constituted under the provisions of Section 6(2) shall be areas of municipalities as defined by law or proclamation at the commencement of this Ordinance, provided that the powers vested in the Administrator by section 9 of this ordinance may be applied in the case of any municipality for which a town council is constituted under section 6 of this Ordinance.
- (b) Any outside area held by a council for the purpose of the tramway light or waterworks, cemetery, sewerage or drainage works or any other municipal undertaking shall be under the control, jurisdiction and powers of the council but shall not form part of the municipality and to that extent shall be subject to the provisions of this Ordinance.

Section 9 of the Local Government Ordinance, no. 17 of 1939 constituted the power of the Administrator in regard to Municipalities as follows:

(1) Subject to the provisions of this Ordinance, the Administrator may from time to time exercise all or any of the following powers, that is to say he may:

(1)(a) declare one or more towns, villages or areas, whether such towns, villages or areas are contiguous or not, to be a municipality under the jurisdiction of a town council and constituted for such a municipality, a town council to be elected in the manner provided by the Municipal Elections Ordinance, no. 4 of 1927. In terms of Section 9(a), which entailed the establishment of the city council, the Administrator may by proclamation in the official Gazette, declare a town council to be a city council and the municipality of such town to be a city.

2.3.5 The Blacks (Urban Areas) Consolidation Act, no.32 of 1945

In 1945, the Blacks (Urban Areas) Consolidation Act , no. 32 of 1945 provided for the creation of advisory black committees for every black residential area. These committees mostly comprised accepted leaders from the various communities. Liaison was established with the town manager or town superintendent, as this person normally acted as chairperson of the committees. Nevertheless, liaison between white and black authorities failed, especially because communication did not take place on an equal footing (De Beer 1995:29).

2.4 LOCAL GOVERNMENT DEVELOPMENT FROM 1948- 1961

2.4.1 Introductory Orientation

The role of the Continuation of Local Authorities By-laws and Regulations Ordinance, no.19 of 1948, the Local Government (Administration and Elections) Ordinance, no. 40 of 1960 as well as the Group Areas Act, no. 17 of 1957 in Local Government development in Johannesburg will be discussed in this section.

2.4.2 Continuation of Local Authorities by- Laws and Regulations Ordinance, no. 19 of 1948

From 1948, the apartheid Government created separate racially based local authorities for each of the four racial groups in the country. White local authorities were the most favourably endowed in terms of resources, facilities, services and business and industrial areas. The other three subsystems which were the Black local authorities, Coloured management committees and Indian management committees were all inferior and were not viable since only some of the facilities and services could be duplicated in these areas (Cloete 1995:2).

In 1948, the Continuation of Local Authorities' By-Laws and regulations Ordinance, no. 19 of 1948 was enacted in Johannesburg as follows:

- Section 2 of this Ordinance entailed the Regulations and by-laws of a local authority to continue in force in a new local authority constituted in lieu of a former local authority.
- Whenever under the provisions of any law in force for the time being, one class authority is constituted for any area in lieu of another class of local authority, or a portion of a municipality is exercised there from and a separate local authority, or a portion of a municipality at the time when such new local authority is constituted, shall, in the absence of any provisions to the contrary

in the proclamation, order or instrument constituting such new local authority, be deemed to continue to be of full force and effect until duly revoked or amended.

In 1948, different systems of local government were created in accordance with the criteria of population groups (De Beer 1995:29).

2.4.3 The Group Areas Act, no. 77 of 1957

The administration of Johannesburg City Council prior to its restructuring was administered in accordance with the now repealed Group Areas Act, no. 77 of 1957, which provided for the application of the policy of separate development to urban areas. This had to be done by creating group areas for occupation by different race groups (Cloete 1992:194).

During the apartheid dispensation, local government consisted of local authorities for Whites, Indians, Coloureds and Blacks. It should be borne in mind that the policy of separate development was also applicable to Indians and large numbers of the black population resided on farms owned by Whites and in the urban areas outside the self governing territories and the then independent states (Cloete, 1992:197). According to Bernstein (2000:24) in 1960, Johannesburg like other South African cities had been structured largely by apartheid legislation, into a fractured world of separate racial and social domains. Under the Group Areas Act, no. 77 of 1957 the entire northern suburbs of Johannesburg had been reserved for occupation for White South Africans. (The only notable exception to this was Alexandra Township which was a smaller, older, African Township located in the northeastern suburbs).

The southeastern quadrant of the city which was a mixture of industrial and lower- cost residential areas, was also reserved for whites. The southwestern quadrant was reserved for non-whites and comprised separate sectors for so-called Coloureds, Asian and African groups. Although today, Soweto is the best

known of the black residential areas in and around Greater Johannesburg, the bulk of its “suburbs” have a much shorter history than Johannesburg itself. To fully understand the current reconstruction motives and designs for the future, it is important to understand the manner in which black people were segregated from white residents for over a hundred years. Black people were forced to live in the South –western townships that were collectively known as ‘*Vukazenzele*’, a name that means “get-up and- do -it yourself (Beavon 1990:283).

2.4.4 Local Government (Administration and Elections) Ordinance, no. 40 of 1960

This Ordinance was enacted to amend the Municipal Elections Ordinance, no. 4 of 1927; the Local Government Ordinance, no.17 of 1939; the Municipal Elections Amendment Ordinance, no. 22 of 1950; to repeal the Election of Mayors and Deputy Mayors in Designated Municipalities Ordinance, no. 27 of 1951; and to amend the Municipal Elections 9 Postponement Ordinance, no. 42 of 1960,

- This Ordinance also made provision for the establishment of a management committee for certain town or village councils and health committees to be responsible for the administration of matters relating to such councils or health committees and for circumstances in which committees may be established for a city council and for such management committee;
- to make further provision in respect of a council in connection with the appointment of a town clerk; and
- to provide in certain cases for the appointment of a town secretary.

The next section will provide a brief background of Local Government development from 1961 until 1983.

2.5. LOCAL GOVERNMENT DEVELOPMENT FROM 1961-1983

2.5.1 Introductory Orientation

The role of the repealed apartheid legislation in developing local government from 1961 to 1983 and how different races were governed by the National Party central government will be discussed in this section.

The establishment of the Republic of South Africa in 1961 did not bring about radical changes to the existing systems of local government. The provisions of Section 85 of the South Africa Act, no. 32 of 1961 were retained in section 84 of the Republic of South Africa Constitution, no. 32 of 1961. This section authorised the provinces to develop local government. It was during this period, that Coloured and Indian local government systems were developed and established (De Beer 1995: 30).

2.5.2 Development at national level

At national level, the same principle of segregation applied. The different races were governed by central government, which discriminated against the Blacks, Coloured and Indians. Black Urban Councils that were created in terms of the Black Urban Councils Act, no. 79 of 1961, eventually replaced the advisory committees. It was an attempt to eliminate the lack of balance created by the system of advisory committees (De Beer 1995: 29). The Black Urban Councils Act, no. 79 of 1961 made provision for the transfer of executive functions to councils but then only as the white urban local management deemed fit and with the approval of the responsible minister. The powers that were transferred were mostly of a mere advisory nature. A later amendment to the Act determined that the black urban council would remain subject to the white urban council in the performance of its functions. These problems led to the transfer of the administration of black affairs to fourteen administration councils established in

terms of the Administration of Black Affairs Act, no. 19 of 1971. It was hoped that Blacks would in this manner obtain a true part of their own government. Such a council would be vested with important executive functions, the result being that it would govern its own people and would merely be responsible to central government (De Beer 1995:29).

The deep disadvantages experienced by poor Johannesburg's residents were reflected in low levels of service provision between 1970 and 1978 because the municipal infrastructure was not yet developed to meet the residents' basic needs. Almost 14% of Johannesburg's households used paraffin or candles rather than electricity because of poor municipal infrastructure. More than 13% made use of a pit latrine or bucket latrine or had no toilet at all. More than 32 % of households had no running water inside the dwellings and obtained water either from a site tap (20,42 %); from a public tap in the vicinity (11,64%); or from a water tanker (0,92%) because of the underdevelopment of informal settlements (Allan 2001:6-7).

2.5.3 Local Government (Extension of powers) Ordinance, no.22 of 1962

This ordinance was enacted by the Provincial Council of Transvaal in order to provide for the establishment of a consultative committee, management committee or a local authority for a group area or portion thereof or for a free settlement and to provide for matters incidental thereto. In terms of section 2 of this Ordinance, the Administrator may by notice in the Provincial Gazette –

- (a) establish a consultative committee or a management committee within the area of jurisdiction of a local authority for one or more group areas or for one or more portions of a group area established for the white group or a portion of such a group area, and situated within the area of jurisdiction of that local authority;
- (b) alter the area for which a consultative committee or a management committee has been established by decreasing it or by incorporating there

- in one or more group areas or one or more portions of a group area or group areas established for the same group and situated within the area of jurisdiction of the same local authority;
- (c) increase or decrease the number of consultative committees or management committees; or
 - (d) disestablish a consultative committee or a management committee.

Section 2A of the Local Government (Extension of Powers) Ordinance, no. 22 of 1962 constituted the delegation of powers by local authority to a management committee as follows.

- (1) A local authority may, subject to the provisions of subsection (2), delegate to a management committee, either generally or specifically, any power, function or duty, of whatever nature conferred on it by any ordinance, subject to such conditions and restrictions as it may deem expedient, and that management committee shall exercise such power and perform such function or duty within the area for which it has been established under the supervision and control of a local authority.
- (2) The power of a local authority to-
 - (a) make by-laws;
 - (b) levy or remit rates;
 - (c) make changes or charge fees and to reduce such charges or fees; or
 - (d) obtain borrowing powers and raise loans.

2.5.4 New constitutional dispensation

On the 30th of June 1982, the Government announced the principles and guidelines for a new constitutional dispensation at central, provincial and local level. It posed far-reaching consequences for local government. The most important of these were:

- the principle of the maximal devolution of powers and decentralisation of administration at local government was accepted; and

- joint services had to be rendered on a metropolitan and regional basis, for purposes of which bodies had to be created in which delegates would represent local authorities on some or other proportional basis designated by the authorities themselves (De Beer 1995:34).

According to De Beer (1995:35), the Government's proposals were contained, among others, in the Republic of South Africa Constitution Act, no. 110 of 1983. Another important Act, which specifically related to local government reform, was the promotion of the Local Government Affairs Act, no. 91 of 1983. This Act laid the foundation for full participation by all population groups in local government and created a forum for consultation with all communities on local government issues.

2.6 LOCAL GOVERNMENT DEVELOPMENT FROM 1983-1995

2.6.1 Introductory Orientation

This section will outline how the four municipal systems were established and were administered by the previous regime's legislation. The role of the first Local Government democratic elections in 1995 will also be discussed.

The development of local government from 1983 was based on the Promotion of Local Government Affairs Act, no.91 of 1983. This Act laid the foundation for the full participation by all population groups in local government. It created a forum for consultation with all communities on local government issues. The government of the day accepted decentralisation as an important method through which decision-making powers could be entrusted to regional and local government even though local government was inclusive of all populations (De Beer 1995:40).

According to De Beer (1995: 40), Local Government was subject to general law with regard to matters having to be dealt with at local level on a mutual basis and with the exception of the following:

- (i) any matter entrusted to local authorities by or in terms of the general law ;
- (ii) the execution of loan powers by a local authority other than in accordance with general policy determined by the State President acting according to the directives of section 19(1)(b) of the Constitution.

2.6.2 Division of Johannesburg

From 1983 up to 10 May 1993, there were four systems of local authorities in all the provinces for Africans, Coloureds, Indians and Whites. In practice, the local governmental and administrative systems for the provinces and the population group did not differ radically from each other (Cloete 1997: 13).

The first system, which went out with apartheid, saw Greater Johannesburg divided along racial and geographical lines. Soweto and Johannesburg had their councils whilst Sandton, Randburg and Roodepoort were regarded as separate entities. Each council had its own Emergency Management Services and stations. Bernstein (2000:30) stated that when Johannesburg's first post-apartheid council was established in the 1990s, it concentrated on reducing disparities in services. Service levels in the former black townships and informal settlements were significantly lower than elsewhere in the city. For example, according to the 1999 census, almost 20 percent of households in the then Southern Metropolitan Council area were not electrified. Soweto and Alexandra townships had comparatively high levels of existing infrastructure but were plagued by problems of maintenance and efficiency in the delivery of those services to the community (Bernstein 2000:30).

There is no doubt that the skewed logic of apartheid is most clearly expressed in the political geography of local government. This is most clearly illustrated by the

racial divisions characterising the area that later became the Johannesburg Metropolitan Council. In the early 1990s, thirteen local authorities presided over communities divided into racially distinct White, African, Indian and Coloured groups. Municipal boundaries ringed areas of high- taxable development and concentrations of relatively wealthy white residents, while poorer non-white residents were forced to live in areas where the rates income was limited outside the boundaries of increasingly wealthier white local authorities (Allan 2001:6-7).

2.6.3 The 1995 Local Government elections

This section outlines the processes of the first democratic local government elections in South Africa.

The 1995 Local Government elections played a notable role in developing and transforming the Johannesburg City Council which is now called the Greater Johannesburg Metropolitan Council.

The democratisation of South African Local Government was brought to a satisfactory conclusion with local government elections being held in eight provinces except Kwa-Zulu Natal because of the municipal demarcation boundary problems in November 1995. The run- up to the local government elections started on 27 January 1995 and a ninety-day campaign resulting in twenty- three million potential voters being registered. The registration process, which started officially in January 1995, was a completely new concept to most voters as they had little or no experience of democratic local government. A local government task team was established to facilitate registration, ensuring that the process was co-ordinated and standardised at national level. The objective was to ensure that the elections in November 1995 were free and fair and efficiently managed. Other functions included, *inter alia*, ensuring uniform election regulations, assisting where problems arose, ensuring adherence to time – frames set, mobilising resources of whatever nature whenever necessary, and organising and overseeing voter education (Sunday Tribune 26 March 1995:7).

The task group introduced a communication plan to promote participation in the elections. The overall aim of the communication plan was to encourage all adult South Africans to participate in the elections by

- emphasising the impact local government has on their lives;
- explaining the composition and functions of the new local authorities;
- explaining the electoral process from voter registration to polling day.

The target group comprised metropolitan or urban voters, rural voters, community leaders and organisations, news media executives, women's organisations, school and tertiary institutions as well as youth organisations. The campaign was planned and executed in support of the overall government communication strategy, reflecting progress made in transforming the lives of the South Africans. The campaign, which was non- partisan, objective and credible, was allocated R42 million by the Central Government (www.elections.org.za/Municipal 2000).

In terms of results, the local government elections reflected national trends set in the April 1994 elections but with less enthusiasm and lower polls (Streek 1995:25). It was generally accepted that the resources, finance and organisational skills of the different political parties also influenced the results. In the April 1994 elections, all the political parties received substantial funding from the taxpayer through the Independent Electoral Commission. Consequently, this enabled them to launch massive advertising campaigns, hire staff and offices and generally, maintain a high profile. The local government elections were, however, organised by the nine provincial governments, none of which had the necessary resources to subsidise the costs of political campaigning (Streek 1995:26).

Well-resourced political parties who were able to raise funds consequently had greater organisational strengths. This impacted on voter registration as well-organised parties ensured that more of their supporters were registered to vote than their opposition's supporters. The elections also gave South Africans an

opportunity to call their parties to account. In addition, the elections decided the future of many political parties (Reddy 1996:13). Given these developments, local government elections were indeed an important event in the country's political history (Reddy 1996:14).

After the 1995 Local Government elections, a transitional system was set in place to unite the City of Johannesburg along racial lines under one umbrella body, with four substructures based on geographical areas. Johannesburg was declared a Metropolitan area in terms of Section 1 (1) of the Local Government Transitional Act, no. 209 of 1993 which defined a metropolitan area as an area

- (a) comprising the areas of jurisdiction of multiple local governments;
- (b) which is densely populated and has an intense movement of people, goods and services within the area;
- (c) which is extensively developed or urbanised and has more than one central business district, industrial area and concentration of employment;
- (d) which, economically forms a functional unit comprising various smaller units which are interdependent economically and in respect of services (Craythorne 1994:37).

Following the first democratic local government elections in 1995, the former racially based local authorities in the Witwatersrand area were incorporated into the Greater Johannesburg Metropolitan council and its four constituent Metropolitan local councils (iGoli News, July 1999).

2.7 LOCAL GOVERNMENT DEVELOPMENT FROM 1994-2003

2.7.1 Introductory Orientation

In this section, the effects of Local Government legislation promulgated from 1994 to 2003 will be discussed. Local Government transformation processes and the democratisation of the Johannesburg City Council will also be outlined. The

role of the 2000 Local Government elections and the current administration structure of the Greater Johannesburg Metropolitan Council will be discussed.

2.7.2 The effects of Constitutional and Legislative measures on Local Government development in South Africa

Local government in this period started developing towards the end of 1992, when the two major conflicting parties at National government level, namely the National Party and the African National Congress, decided to settle their differences in a more peaceful manner (Cloete1995:2). From April 1993 to January 1994 the two parties forged a bilateral settlement on the future of local government. The principles underlying this agreement are contained in the following documents (Cloete 1995:2)

- The Local Government Transition Act, no.209 of 1993 as amended. (Annexure 1-4, hereinafter referred to as the Transition Act);
- The 1994 World Trade Center Agreement arrived at in Kempton Park and dealing with the provision and financing of local services. (Annexure 5, hereinafter referred to as the Agreement); and
- The Interim Constitution Act, no. 200 of 1993 (Annexure 6, hereinafter referred to as the Constitution).

Legislation that brought about a paradigm shift from apartheid to democracy and the transformation away from a centralized autocratic system, dominating local government system in Johannesburg and the rest of the country will be discussed.

2.7.3. The Constitution of South Africa Act, no. 200 of 1993

The Republic of South Africa underwent fundamental constitutional transformation in terms of the Constitution of the Republic of South Act, no. 200 of 1993. It repealed the Constitution of the Republic of South Africa Constitution

Act, no. 110 of 1983 and came into effect on 10 May 1994. It was replaced by the Constitution of the Republic of South Africa, no. 108 of 1996 (Cloete 1997:14).

Section 4(1) of the Constitution of the Republic of South Africa Act, no. 200 of 1993 states that this Constitution shall be the supreme law of the Republic and any law or Act inconsistent with its provisions shall, unless otherwise provided expressly or necessary implication in this Constitution is of no force and effect to the extent of the inconsistency. It also states that this Constitution shall bind all legislative, executive and judicial organs of state at all levels of government (Cloete 1997: 14). Section 174(2) of Chapter 10 of the 1993 Constitution provides for Local Government stating that there may be metropolitan, urban and rural local governments with differentiated powers, functions and structures according to considerations of demography, economy, physical and environmental conditions and other factors which justify or necessitate such categories (Cloete 1996:97). Subsections 174 (3) and (4) of the 1993 Constitution provided that:

- (3) A local government shall be autonomous and within the limits prescribed by or under law, shall be entitled to regulate its affairs; and
- (4) Parliament or provincial legislature shall not encroach on the power, functions and structure of a local government to such an extent as to compromise the fundamental status, purpose and character of a local government (Cloete 1996: 97).

The objectives of the Greater Johannesburg Metropolitan Council's administration are in line with the Constitution of South Africa, which is the supreme law of the country.

2.7.4 Local Government Transformation phases

The ineffectiveness and the inefficiency of the system of local governance found in South Africa led to the transformation of local government, which occurred in three phases from 1994 to 2000 and these phases will be discussed below. The Local Government Transition Act, no. 209 of 1993 makes provision for:

- the pre-interim and interim phases for the restructuring of local government;
- the establishment of provincial committees for local government;
- the establishment of local forums for negotiating the restructured form of local government in each area for the pre-interim period; and
- provincial demarcation boards to set the boundaries of local authorities and delimit the electoral wards within them (Reddy 1996:59).

Transformation since 1994 has aimed to make municipalities more accountable, financially sustainable and able to deliver critical services to all residents. Changes have included the rationalisation of municipalities from the previous 843 to 284 municipalities; new legislation on operational and financial management; and the re-assignment of powers and functions between municipalities outside metropolitan areas (Intergovernmental Fiscal Review, 2001:123). Since 1994, local government has gone through three stages of transformation as follows:

➤ **Pre-interim phase: Appointed councils**

Starting with the pre-interim phase from 1994 and 1996, racially based local authorities in urban areas were abolished and replaced with non-racial Transitional Local Councils (Intergovernmental Fiscal Review 2001:123). The first phase led to the establishment of local government structures through combining the existing apartheid councils with oppositional formations and a nominated form of local government was created. In other words, racially based local authorities in urban areas were abolished and replaced with non-racial Transitional Councils. The Regional Services Councils were replaced with Transitional Metropolitan Councils (Sutcliffe 2001:7).

Part 4 of the Local Government Transitional Act, no. 209 of 1993 regulated the local negotiation process to be undertaken by every community to select, during the pre –interim one of the three specified transitional options to take over some or all of the functions of the apartheid local government bodies. Accordingly,

Section 6 provided for the recognition and establishment of forums and Section 7 set out the matters to be negotiated (Cloete 1995:9).

➤ **The interim phase: Elected councils**

The second transitional phase was the interim phase, which took place after the Local Government elections had been held. This phase was interim because it preceded the establishment of democratic municipalities in terms of the new Constitution (Intergovernmental Fiscal Review 2001:123). The Interim authorities were not completely democratic (for example, the Indian, Coloured and White areas have the same number of ward councillors as formerly African areas even though their respective populations differed quite considerably) and they did not extend throughout South Africa (Sutcliffe 2001:7). Part 5 of the Local Government Transitional Act no. 209 of 1993 sanctioned geographical demarcation for and establishment of Transitional Local Councils (TLCs) and Transitional Metropolitan Councils (TMCs) for purposes of elections and thus introduced the second (interim) phase of the transformation process (Cloete 1995:21).

➤ **Final Phase**

The final phase commenced with the implementation of the final constitutional model at the local level that had been drawn up by the Constitutional Assembly consisting of the National Assembly and the Senate (Cameron 1999:85). The final transitional Local Government phase dealt with the 1993 Constitution. Section 175 of the 1993 Constitution conferred wide statutory, regulative and executive powers and functions to elected local government to maintain and promote the well being of all persons under its jurisdiction. It specifically provided that a local government shall, to the extent determined in any law, make provisions for access by all persons residing within its area of jurisdiction to water, sanitation, transport, electricity, primary health services, education,

housing and security to all persons, in a safe and healthy environment, provided these services could be rendered in a sustainable manner and are financially and physically practicable (Cloete 1995:28). The three phases of local government transformation played a notable role in the development of the City of Johannesburg Metropolitan Council.

2.7.5 The Constitution of South Africa Act, no. 108 of 1996.

Chapter 7 of the 1996 Constitution provides a broad framework within which municipalities must operate and entrusts local government with the powers to

- provide democratic and accountable government for local communities;
- ensure the provision of services to communities in a sustainable manner;
- promote social and economic development;
- promote a safe and healthy environment; and
- encourage the involvement of communities and community organisations in the matters of local government. The current administration of the Johannesburg Emergency Management Services is not in line with some of the powers entrusted to local government by the 1996 Constitution. To meet the above mandate, the Johannesburg Metropolitan Council needs to ensure that its administration is in line with the Supreme law of the Country, which is the Constitution of the Republic of South Africa Act, no. 108 of 1996.

2.7.6 The White Paper on Local Government, 1998

The first section of the White Paper provides a brief history of local government under apartheid, which points to the origins of many of the problems currently being faced by local government in South Africa. It highlights the history of community mobilisation and locates the current transition process in its broader historical context. This section also provides an outline of the current local government system and discusses the specific strength and weaknesses of

different models of a transitional municipality created under the Local Government Transition Act, no. 209 of 1993.

The second section of the White Paper puts forward a vision of a developmental local government. It then focuses on metropolitan municipal institutions and puts forward three key motivations for the retention of metropolitan government systems in metropolitan areas, namely that metropolitan government provides a basis for socially just and equitable metropolitan governance; enables strategic land- use planning; and co-ordinated public investment and the development within the metropolitan area.

On the basis of the White Paper on Local Government and the 1996 Constitution, the following most important pieces of legislation governing local government were promulgated in order to improve service delivery and to develop local government. The Johannesburg Metropolitan Council is also administered by the following Local Government legislation discussed below.

2.7.7 The Local Government Municipal Demarcation Act, no. 27 of 1998

This Act was promulgated to redemarcate municipalities and the Demarcation Board was established in order to carry out the process of the redemarcation of municipal boundaries. In terms of Section 24 of the abovementioned Act, it is stated that when the Demarcation Board determines a municipal boundary, its objective must be to establish an area that would –

- i. enable the municipality to meet its constitutional obligations, including-
- ii. the provision of democratic and accountable government for the local communities;
- iii. the provision of services to the communities in an equitable and sustainable manner;
- iv. the promotion of a safe and healthy environment;
- v. enable effective local governance;

- vi. enable integrated development ;and
- vii. have a tax base as inclusive as possible of users of municipal services in the municipality.

The Municipal Demarcation Act, no. 27 of 1998 played a significant role when the Randburg, Sandton, Roodepoort and Midrand municipalities were incorporated into the Greater Johannesburg Metropolitan Council.

2.7.8 The Local Government Municipal Structures Act, no. 117 of 1998

The City of Johannesburg Metropolitan Municipality was established in accordance with Sections 12(1) and 14(2) of the Local Government Municipal Structures Act, no. 117 of 1998, effective from 1 December 2000. The Municipal Structures Act, no. 117 of 1998 played a notable role in the dis-establishment of the previous Greater Johannesburg Transitional Council. Northern, Eastern, Southern and Western Johannesburg Transitional Metropolitan Local Councils in December 2000 (Report on Financial Statements by the Director: Finance and Economic Development: 30 June 2003).

In Chapter 4, Section 43(1) of the Municipal Structures Act, no. 117 of 1998, it is stated that if the council of a municipality establishes an executive committee, it must elect a number of councillors for effective and efficient government. Section 44 outlines the functions and powers of executive committees in order to develop local government, as follows:

- (1) An executive committee is the principal council of a municipality of a type that is entitled to establish an executive committee.
- (2) The executive committee must –
 - (a) identify needs of the municipality;
 - (b) review and evaluate those needs in order of priority;
 - (c) recommend to the municipal council strategies, programmes and services to address priority needs through the integrated

development plan and estimates of revenue and expenditure, taking into account any applicable national and provincial development plans; and

- (d) recommend or determine the best methods, including partnership and other approaches, to deliver those strategies, programmes and services to the maximum benefit of the community.
- (3) The executive committee in performing its duties must –
- (a) identify and develop criteria in terms of which progress in the implementation of the strategies, programmes and services referred to in subsection (2)(c) can be evaluated, including key performance indicators which are specific to the municipality and common to local government in general;
 - (b) evaluate progress against the key performance indicators;
 - (c) review the performance of the municipality in order to improve-
 - i. the economy, efficiency and effectiveness of the municipality;
 - ii. the efficiency of credit control and revenue and debt collection services; and
 - iii. the implementation of the municipality's by-laws.

The implementation and the administration of the City of Johannesburg Metropolitan Council by-laws are in accordance with the Municipal Structures Act, no. 117 of 1998.

2.7.9 The Local Government Municipal Systems Act, no. 32 of 2000

Although the City of Johannesburg has decided to provide municipal services through external mechanisms, the City of Johannesburg remains responsible for ensuring that the services are provided to the local community in accordance with the provisions of the Municipal Systems Act, no. 32 of 2000 (Report on the Financial statements by the executive Director: Finance and Economic Development: 30 June 2003).

In November 2000, the Local Government Municipal System Act, no. 32 of 2000, was published to establish a framework for planning; to develop performance management systems; the effective use of resources; and organisational change in a business context. The Act also established a system for Local Councils to report on their performance and gives an opportunity for residents to compare this performance with others.

The main objective of the promulgation of the Municipal Systems Act, no. 32 of 2000 was to improve the internal systems and administration of a municipality. It focuses on Integrated Development Planning (IDP) as a departure point for performance management and evaluation, resource allocation and changing the organisation. At the same time, one of its objectives is to promote synergy between the local, provincial and national spheres of government and their intergovernmental functions and relationships. The Municipal Systems Act, no. 32 of 2000 aims to ensure that municipalities are able to give effect to the vision of developmental local government. It also provides guidelines for setting municipal tariffs with a view to the long-term sustainability of service delivery and addressing the needs of the poorest of the poor. Improved credit control and debt collection measures are envisaged to ensure that municipalities remain financially viable.

2.7.10 Framework for the restructuring of municipal service provision

The framework for the restructuring of municipal service provision was implemented in the Greater Johannesburg Metropolitan Council to restructure the apartheid local government system in order to improve service delivery.

In terms of the 1996 Constitution of South Africa, municipalities are responsible for ensuring the delivery of services to all South Africans. In order to carry out this responsibility, municipalities will need to transform public sector service delivery

through a process of restructuring. The broader objectives of the restructuring of local government are as follows:

- To reorganise the work place to ensure that all areas are serviced, leading to the deployment of staff and the integration of the workforce.
- To develop an integrated approach to ensure effective, efficient and affordable service delivery, which includes the re- organisation of service delivery as part of the process.
- To recognise the re-prioritisation of finances both at central government and municipal level over the medium term.
- To investigate and to give serious consideration to accessing other sources of funding for municipalities with the assistance of central government.
- To involve communities in decision-making, and building greater accountability between communities and the municipality.
- To build the capacity of municipalities to deliver services.

The South African Local Government Association (SALGA) has a mandate to represent the interests of organised local government in the country's intergovernmental relations system with a united voice. SALGA's business plan sets out a series of objectives, viz.

- Promoting sound labour relations practices that can achieve high levels of performance and responsiveness to the needs of citizens
- Representing, promoting, protecting and giving voice to the interests of local government at national and provincial levels, in intergovernmental processes and in other policy making
- Building the capacity of local government to contribute towards a developmental democratic governance system that can meet basic human needs (Burger 2003:1).

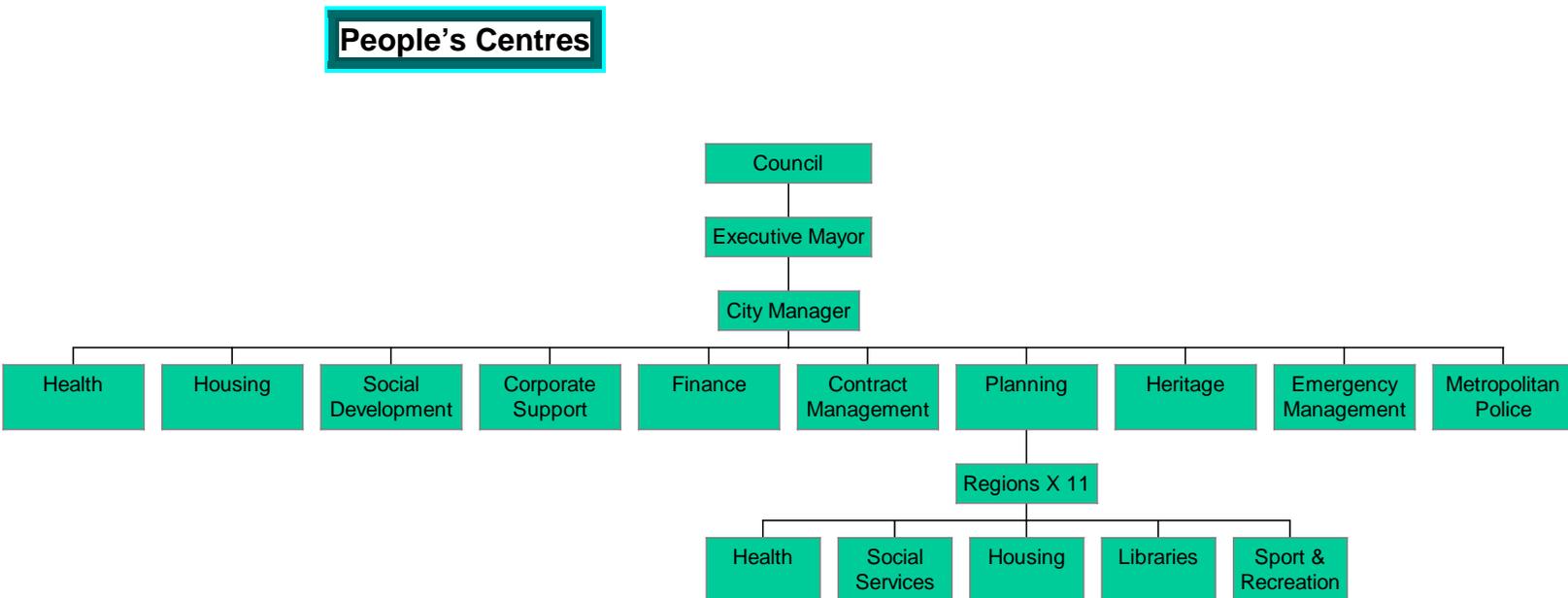
2.6.11 The 2000 Local Government elections

The 2000 Local Government elections ushered in the third new system of local government in a five- year period. The umbrella body titled the Greater Johannesburg Metropolitan Council is made up of 60 Councillors (Sunday Times 26 July 1998). The 2000 Local Government elections of 2000 marked the final stage in the democratic transformation in South Africa. After the first fully democratic national and provincial elections in 1994, transitional local government elections were held in 1995/1996. After that policies and legislation were developed and the Municipal Demarcation Board set the municipal boundaries and municipal elections were held on 5 December 2000 to complete the democratic transformation of local government in South Africa (Independent Electoral Commission website:www.elections.org.za/Municipal 2000). Institutions involved in the democratic transformation in South Africa included the Department of Provincial and Local Government, the Municipal Demarcation Board, the Department of Home Affairs and the Independent Electoral Commission which was responsible for the registering of voters and conducting the municipal elections (www.elections.org.za/Municipal 2000). The elections, which took place on 5 December 2000, constituted a landmark in the democratic consolidation in South Africa.

A significant number of voters (46%) felt that the local government elections were better organised, with 37% indicating that arrangements were the same as they had been in the June 1999 national elections. In 2000, the IEC was more efficient in their logistical arrangements (Corporate Communications, HRSC, and Pretoria 7 December 2000).

2.7.12 The current structure of the Greater Johannesburg Metropolitan Council

Figure 1: The Central Administration



Source: Allan *et al* 2001:141

The central administration is built around the office of the City Manager and is responsible for contract management, finance, corporate, support services, planning, health, housing and social development. The design of the central administration represents a radical departure from that of the previous administration and indeed, from the design of other municipal administrations (Allan *et al.* 2001:140). This optimises efficiency and allows for an exclusive focus on these functions. In addition by placing the City Manager at the head of the administration, the Executive Mayor and the Council are able to hold the City Manager's office accountable for the successful co-ordination of contract management, finance, corporate support services, planning, health, housing and Social development (Allan *et al.*2001: 140).

As illustrated in Figure 1, Greater Johannesburg is divided into eleven regional administrations. The eleven administrative regions are as follows: Diepsloot, Midrand/IvoryPark, Sandton, Northcliff/Rosebank, Roodepoort, Doornkop/Soweto, Alexandra, Inner City, Johannesburg South, Diepkloof/Meadowlands and Ennerdale/ Orange Farm. Each is responsible for the provision of local community services such as health care, social services, housing, libraries and sport and recreation (Allan *et al.* 2001:143).

The size of the City of Johannesburg's area of jurisdiction is 1384 square kilometres. The City of Johannesburg Emergency Services comprises of 1200 personnel and it has an operating budget of R247 million and a capital budget of R6 million (capital) per year (The City of Johannesburg Emergency Management Services Report, May 2002).

2.8. CONCLUSION

Chapter 2 dealt with the history and development of Johannesburg as a municipality. It was shown that the discovery of gold in 1886 led to the development of local government in Johannesburg. The chapter also showed local government in terms of the apartheid legislation such as the Urban Areas Act, no. 21 of 1923 and the current legislation such as the Local Government Transitional Act, no. 209 of 1993. The role of the Diggers and the Health Committees in developing Johannesburg was discussed. The Diggers Committee was formed as a temporary body responsible for the affairs of the Johannesburg Administration. Its functions were to grant water rights; sanitary services; telegraphic connections with Pretoria; health services; and to act as a Court of appeal in the Witwatersrand. The Health Committee consisted of a number of Sub-Committees responsible for public works, public health, legal matters and by-laws. Its main function was to look after the well being of people. The naming of Johannesburg was also outlined in this Chapter. The history of local government from 1886 to 2003 provided a brief understanding of the

development of local government over the past century. The role of Provincial Ordinances such as the City of Johannesburg (Private) Ordinance, no.15 of 1928 and some of the repealed old dispensation legislation in developing Local Government in Johannesburg was discussed. Without a proper understanding and correct use of the repealed Transvaal Provincial government legislation and the current Local Government legislation, it will be difficult to follow the discussion presented. The three transitional phases of Local Government in South Africa, which are the pre- interim, interim and final phase, were also outlined. The role played by the 1995 and 2000 local government elections as well as the current structure of the Greater Johannesburg background of the Johannesburg Metropolitan Council and its development from the early years until 2003 were also discussed. In the light of the above, it is evident that there was a need for a proper local government system in Johannesburg with excellent service delivery initiatives. The current administration structure of the Johannesburg Metropolitan Council was also explained because it shows how Johannesburg has been developed from the early years until 2003.

The next Chapter will consist of the discussion about the development of the Johannesburg Emergency Services.

CHAPTER THREE THE HISTORY OF THE JOHANNESBURG EMERGENCY MANAGEMENT SERVICES

3.1 INTRODUCTION

The story of the Johannesburg Fire Brigade dates back to when the town was still a mining camp just over a hundred years ago. It is in this context that its incredible growth from a colourful unorthodox force into the professional service that it is today can really be comprehended and appreciated. These were the times when fortune hunters descended into the area like locusts, expecting to find gold in the surrounding dust and dirt. Not certain when the gold would run out and they would have to move on, these early prospectors built their temporary dwellings out of materials such as grass, wood, reeds, corrugated iron and canvas. Because these structures were so combustible and there was an abundance of paraffin lamps and candles around, it was not uncommon for a man's home with all his possessions to burn to the ground in minutes. The executive members of the first Local Government administration, which was known as the Diggers Committee, realised that there was a need to form a fire brigade when Johannesburg was merely a year old in 1887. This Chapter will cover the history and the development of the Johannesburg Emergency Management Services from the early years to 2003. Legislation that contributed towards the management of the City of Johannesburg Emergency Management Services will also be outlined.

3.2 EARLY YEARS TO 1910

3.2.1 Introductory Orientation

A brief background of the history of the Johannesburg Emergency Management Services from 1886 to 1910 will be provided. The development of the Johannesburg Fire Brigade and the first Local Government administration known as the Diggers Committee from 1886 to 1889, will be outlined followed by a

discussion on the development of the Johannesburg Fire Brigade and the second Local Government Administration in Johannesburg which was known as the Health Committee from 1889 to 1899. The development of the Johannesburg Fire Brigade from 1910 to 2003 will be discussed in full. The employment trends in the City of Johannesburg Emergency Management Services will also be outlined in this section.

3.2.2 The Diggers Committee and the Johannesburg Fire Brigade, 1886-1889

3.2.2.1 Introductory Orientation

The Johannesburg Fire Brigade under the administration of the Health Committee from 1886 to 1889 will be discussed.

In 1886, the early pioneers developed a casual attitude towards fire hazards. Veldfires and the gutting of temporary dwellings continued and all that could be done during such circumstances was to pull down surrounding combustible structures and salvage anything possible from the blazing buildings (Fiansky 1990:16). During the administration of the Diggers Committee, fires were extinguished by the police force, which was inadequate and unable to control the crowds. Looting became an unpleasant reality (Fiansky 1990:16).

From 1886 to 1890, the Johannesburg Local Authority administered by the Health Committee did not have any Emergency Management Services or Fire Brigade services. In 1887, the Health Committee realised that there was a need to form a Fire Fighting service. Johannesburg was developing rapidly but the pace of building a proper infrastructure was very slow. Apart from bush fires and the occasional tent or reed structure going up in flames, Johannesburg's first recorded fire was on the 20th December 1887, when the town was barely a year old. A reed stable behind the Novelty Bar in Sauer Street caught alight and flames threatened the bar itself as well as other buildings in the vicinity (Shorten 1970:812). As no water was available, all what the crowd could do was drag

down the wooden fences and shanties in the hope of preventing the fire from spreading. As a result, it was not possible to speak of a fire service in 1887 (Shorten 1970:812). The Eastern Star Newspaper immediately called for the establishment of a proper municipal authority to lay down and enforce controls on the building of safe structures. But Johannesburg, reluctantly given a *Gezondheid Comite* or Health Committee by the doubting authorities in Pretoria, had priorities other than a fire brigade and so the community had to suffer several major fires and exorbitant insurance premiums before the first tentative steps were taken to provide a fire protection service (Barber 1982:63).

3.2.3 The Health Committee and the Johannesburg Fire Brigade 1889 - 1899

3.2.3.1 Introductory Orientation

The role of the Health Committee in the establishment of the Johannesburg Fire Brigade from 1889 to 1899 will be discussed in this section.

In 1889, the town had no water supply source and because the Health Committee could not provide a fire brigade, Johannesburg had to continue without one, resulting in insurance premiums becoming exorbitant, far higher than established towns such as Cape Town and Durban. What the Health Committee did allow, was for a bell to be situated on Market Square which could be used as a signal for fire alarms, so that the police who were available would be able to rush to the scene of the fire when the bell was sounded (Fiansky 1990:16).

According to Barber (1982:63), in January 1890, a petition was presented to the Health Committee (*Gezondheids Comite*) requesting that a fire brigade be established. The town engineer, W.H. Miles, drew up an estimate calling for a sum of R4 000 to bring about an equipped brigade consisting of volunteers. Various efforts were made to establish such a brigade and in January 1891, a short-lived voluntary salvage company was formed.

An organisation with 55 members, including several who had previously served in British Fire Brigades with D. Goodman, the fire appliance agent, as superintendent and the town engineer, W.H Miles as chief engineer was formed. On Goodman's departure from Johannesburg shortly thereafter, Miles took over as Superintendent. He was considered the first Fire Chief of the Johannesburg Fire Brigade. Miles died in 1892 and he was succeeded by Captain A.H Bleksley who had previously commanded the Kimberley Fire Brigade and he became the second Fire Chief of the Johannesburg Fire Brigade (Barber 1982:65).

As a result of the outbreak of the first serious fire in Johannesburg in 1887 and the rapid growth of the town, the first Fire Brigade Service was formed in 1890 in the form of a Fire Fighting Service Station. Use was made of steam driven vehicles and horses from 1890 to 1916. The first Johannesburg Fire brigade was able to render services effectively and efficiently. The first fire station was situated in Von Brandis Street (Blum 1986:282).

According to Fiansky (1990:27), efficiency and effectiveness has been the main objective of the Johannesburg municipality since 1893. On the 1st of January 1893 Bleksley arrived in Johannesburg to take over his function as Chief of the Johannesburg Fire Brigade. He soon realised that the effectiveness of the Brigade was not in accordance with the requirements of the town and in order to increase its efficiency, improve discipline and provide a more adequate service, made several recommendations for its reorganisation to the Sanitary Board. All recommendations were accepted.

The most important recommendation made by Bleksley was the disbandment of the volunteer division. On the 18th of September 1893, this division was abolished. All books were audited, accounts paid and the remaining funds were put towards the establishment of a volunteer division within the Brigade. Bleksley appointed twelve firemen who were housed at the station and they were

responsible for the care of the machinery, the cleaning of the hydrants in the town and were paid fifteen pounds per month for a twelve-hour shift at the station (Fiansky 1990:27). In August 1895, the impoverished Health Committee '*Gezondheid Comite*' managed to raise money for fire equipment by holding sports days (Fiansky 1990:27).

In 1896, when Johannesburg was experiencing severe water shortages as a result of drought, a number of destructive fires broke out. Despite all these mishaps, the Johannesburg Fire Brigade was able to extinguish all fires. A year later in 1897, there were several fires which occurred around Johannesburg and the Fire Brigade rendered all services effectively within its power. In July 1899, the Anglo Boer War started and firemen were notified of a 10% drop in salaries. Up until this point, practically all of the Brigade's men were British (Fiansky 1990:32).

3.2.4 The Johannesburg Fire Brigade from 1900 to 1910

3.2.4.1 Introductory Orientation

The development of the Johannesburg Fire Brigade from 1900 to 1910 will be outlined in this section.

During the Anglo-Boer War in 1900, Bleksley left the Fire Brigade and was replaced by a Mr Harry Lewis. Unfortunately he was expelled together with all other British members of the Fire Brigade (Fiansky 1990:27). In 1901, a system for the payment of emergency services was drawn up. Shops, stores, office blocks, hotels and business premises were not to be charged more than twenty pounds for the use of engines, hoses, other equipment and the cost of water (Fiansky 1990:35). In 1902, buildings were mushrooming and building regulations were established. Amongst those drawn up were the following:

- Theatres had to have proscenium walls and fireproof curtains,
- Fire proof doors were to be clearly marked,

- Hydrants, hose and fittings to be fixed to walls,
- All buildings to be fitted with alarms,
- Passages must be built not less than a specified width,
- Staircases to be built of an incombustible material,
- All structures must be entirely separated from the building next door (Fiansky 1990:36).

In September 1903, chemical fire engines were ordered as these were found to be most effective in extinguishing fires. In 1905, a self-propelled steam fire engine was purchased. This amazing miracle machine which was bought for one thousand two hundred pounds, could deliver 2500 litres of water per minute, throw a jet of water a whole 60 metres into the air, travel at the incredible speed of 32kph and if pushed, to 50 kph and was fitted with rubber tyres for the rough Johannesburg roads (Fiansky 1990:37)

In 1904, the Fairview Fire Station was the first station to be built according to laid down specifications of the Local Authority (City of Johannesburg official website, www.joburg.org.za: 2003). In 1907, the Fordsburg Fire Station was opened to the west of Johannesburg. (City of Johannesburg official website, www.joburg.org.za: 2003). In 1907, Johannesburg's water problems were still unresolved. To try to alleviate problems for the Brigade, arrangements were made for branch water stations to be established at the Fairview, Turffontein, Fordsburg and Central Fire Stations (Fiansky1990: 43).

3.3 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE FROM 1910 TO 1948

3.3.1 Introductory Orientation

The development of the Johannesburg Fire Brigade from 1910 to 1948 will be discussed in this section.

This section will cover the expansion of the Johannesburg Fire Brigade from 1910 to 1948 and how the Fire Stations were administered. In 1909, the new Von Brandis Fire Station was opened at the corner of Von Brandis and Jeppe streets and also served as the headquarters of the Brigade until 1932. Additional Fire Stations were established at Fordsburg, Turffontein and Berea in 1910 and in 1911, a Fire Station was built in Mayfair (Shorten 1970:817). From 1909 until 1914, the Johannesburg Fire Brigade was involved in the industrial disturbances that shook Johannesburg when striking workers set buildings on fire.

Sub-stations were opened at Turffontein and Berea in 1910 and in the following year another such station was built in Mayfair. This station was closed in 1960 when the Brixton Station was erected to provide fire cover for the area (Barber 1982:71). In 1918, the Brigade replaced its last horse-drawn unit with motor-powered vehicles. Frank Podesta served as Fire Chief from 1918 until 1928. He was succeeded by A.Moulton who served as Fire Chief from 1928 to 1930 when he in turn, was succeeded by F. Jeffrey (Barber 1982:72). It was in September 1932, that the R150 000 Kruis street station was formally opened. In 1932, the Johannesburg Fire Brigade had seven fire engines, living and recreational facilities for firemen and a large training courtyard. In 1936, a temporary sub-station was erected at the Milner park Show grounds for the three months duration of the Empire Exhibition which was being held in the honour of Prince George, Duke of Kent who was visiting Johannesburg at the time (Fiansky 1990:61). When Germany declared war on Poland in 1939, the effects were also felt in South Africa. Many Officers and Firemen left for the Military services. During their absence the Johannesburg Council continued to pay half of their salary. Although the staff complement was reduced substantially, the Brigade never slowed down (Fiansky 1990:61). In 1937, Jeffrey resigned and was succeeded by G.W. Ward who in turn was succeeded by D.Dixon who was Chief Fire Officer from 1945 to 1946. R.A Wolmarans, who had headed the Brigade's administration services for 14 years, served as Chief Fire Officer from 1947 to 1955. In 1946, a shift system was introduced whereby operational personnel

were on call for 48 hours followed by 24 hours off- duty. Another development was the establishment of the Fire Prevention branches as part of the Fire Department. These branches ensured that when new building plans were drawn up for construction, the by-laws for the fire protection buildings were properly applied. For nearly half a century, the City's Fire engines and ambulances were operated with a joint staff and firemen as part of their duty, drove the ambulances (Shorten 1970:819).

In 1946, the Fire Prevention branch was established and it started occupying one tiny office. It was divided into two sections viz. which were the Buildings Plans Section and the Fire Appliances Division, which ensured that when plans were submitted for buildings, escape routes had to be indicated, and fire-fighting equipment provided (Fiansky 1990:63).

3.4 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE FROM 1948 TO 1961

3.4.1 Introductory Orientation

The development of Johannesburg Fire Brigade from 1948 to 1961 will be explained in this section.

The addition of a two-way radio system in 1948 proved to be an indispensable cog in the workings of the Fire Department. Large RCA two-way radios were fitted to all machines. A permanent radio station control room with a back - up system at the Berea Fire Station was installed. This innovation was so effective, that mileage and wear and tear on vehicles was greatly reduced and in an emergency, valuable time was cut down to a minimum. Officers when out on a call with an engine, were now able to keep communications with the control room open at all times, whereas beforehand they had to keep in touch by public telephone which was not practical when one was not found in the near vicinity (Fiansky 1990:63-64).

In 1951 however, the ambulance branch became a separate entity under the Department's control and 10 years later all city ambulances, including those used to convey infectious disease cases, were placed under the authority of the Fire Department (Shorten 1970:819). G.H.Brophy, the Fire Officer with long and distinguished experience headed the Brigade for five years from 1955 to 1960. Mr L.B. Strathern was the Fire Chief from 1960 to 1963. G. Cain who had joined the Fire Brigade Service in 1932 and became the Fire Chief in 1963 succeeded him (Barber 1982:75).

Many Fire Stations were opened between 1910 and 1973 in Johannesburg. A new three storey Central Fire Station replaced the old Fire Station in Von Brandis Street, which had been built in 1928, with a copper dome-topped tower on its corner. In 1932, the Fire Station was extended to occupy the whole block. The Turffontein Fire station was improved in the year 1975 and it was completed in 1983(Barber 1982:75).

3.5 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE 1960-1984

3.5.1 Introductory Orientation

This section will cover the development of the Johannesburg Fire Department as well as its management by different Fire Chiefs from 1960 to 1987.

In 1960, the Johannesburg Fire Department turned 70 years old. Birthday celebrations started off on 16 September 1960 with floodlit displays at the Central Fire Station and ended the following Friday with a dance. The Ambulance Branch, which by now had a fleet of twenty vehicles and was answering approximately one hundred and forty- five calls a day, also took part in these celebrations (Fiansky 1990:71).

The decade of the sixties was important in the development of the Johannesburg Fire Department. It received two new stations; purchased the latest equipment that was available; and established the first training school for Firemen in South Africa. In 1960, the Johannesburg Fire Brigade instituted a reorganization program, with a cost of R870 000 over a period of three years. The new equipment that was bought included the latest pumping vehicles. It was the lightest pumping unit, which could deliver more water than most powerful steam engines. The reorganization plan included an overhaul of the entire structure of fire detection and as speed in reaching fires is the key to satisfactory protection, resulted in the introduction of the latest early- warning equipment which automatically alerted the Johannesburg Fire Brigade on the outbreak of a fire. Two-way radios were fitted to all vehicles. In 1965, the Johannesburg Fire Brigade had 500 personnel (Shorten 1995:2004).

In 1969, J.G de Beer succeeded Mr Cain as Fire Chief. Mr De Beer had joined the Brigade in 1946 after having served in the armed forces during the Second World War. Under his supervision, a Fire Station was established in Soweto in 1972 when the first Black firemen were recruited for service in that area (Barber 1982:75). In 1972, an Ambulance depot formed part of the Jabulani Fire Station and a radio link was set up between Dube Police Headquarters and the Ambulance Control Centre at Brixton. The new Soweto Fire Station was completed in 1972 and twenty-two men moved into the married quarters. Within the first two months, they responded to twenty-eight calls (Fiansky 1990:80). In 1973, an extra fire engine joined the Jabulani Station as one fire engine was not enough to cover the entire Soweto and the surrounding areas. About thirty-five calls were being received per month for fires started by candles, electrical appliances, primus stoves or children playing with matches. The men were also trained how to inspect fire hydrants and fire extinguishers in shops (Fiansky 1990:81). In 1976, the Jabulani Fire Station was put under pressure to provide effective services when Soweto exploded on 16 June 1976. Thousands of fist waving pupils rioted in the streets, burning down government buildings, beer halls

and bottle stores. The Jabulani firemen were extremely busy during that period. Stone throwing mobs attacked the staff themselves and extensive damage was done to their machines (Fiansky 1990:81).

In 1980, the Johannesburg Fire Brigade services were re-named the Johannesburg Fire and Emergency Service Department and a shortage of staff had become a problem because many members had resigned and joined the private sector. The City Council recruited twenty-five men from Britain. In February 1983, the Control room, appliance room and offices were occupied and the reconstructed Fairview Fire Station was officially opened. In 1984, Mr. De Beer retired and was succeeded as Chief Fire Officer by FWC Kotze who served as Chief Fire Officer from 1984 to 1989. Mr P.J Koekemoer succeeded him as the Chief Fire Officer from 1989 to 1990 (Fiansky 1990: 91-92). In March 1983, the Rietfontein Training School became operational as a fire station because Jabulani could no longer cope with the Soweto and surrounding areas which were now developing rapidly (Fiansky 1990:93).

3.6 THE DEVELOPMENT OF THE JOHANNESBURG FIRE BRIGADE 1985-1995

3.6.1 Introductory orientation

The development of the Johannesburg Fire Brigade from 1985 to 1995 as well as the role of the Fire Brigade Act, no.99 of 1987 will be discussed in this section.

In February 1983, the Control room, appliance room and offices were occupied and the reconstructed Fairview Fire Station was officially opened. On 1 September 1985, the National Building Regulations were introduced. The Department was instrumental in the development of these regulations and seen in conjunction with the fact that this was the only fire service having representation on the Technical Committee, the staff of the Fire Prevention

Service had a distinct advantage in the application of these regulations when they were introduced (Fiansky 1990:93).

3.6.2 The Fire Brigade Services Act, no. 99 of 1987

The Fire Brigade Services Act, no. 99 of 1987 made provision for the establishment, maintenance, application, co-ordination and standardization of fire brigade services and for matters relating to it. Section 2 of the Act made provision for a Fire Brigade Board appointed in 1988 by the Minister of Constitutional Development and Planning (De Beer 1995:65). During 1987, the reported direct losses due to fires amounted to approximately R320 million. This amount did not include unreported damage, the consequent loss of production ability and losses by persons who lost an income as a result of the fires. The Fire Brigade Service Act's objective was to settle this type of situation. The Act addresses issues such as operational actions and the training of personnel (De Beers 1995:65).

In terms of section 5 (1) of the Fire brigade Service Act, no. 99 of 1987 a controlling authority shall appoint a person who possesses the prescribed qualifications and experience, as chief fire officer to be in charge of its service.

(2) A person who immediately prior to the commencement of this Act was in the service of a local authority as chief fire officer in terms of a law, which is repealed by this Act, shall be deemed to have been appointed in terms of subsection (1).

(4) Whenever a chief fire officer is for any reason unable to perform his duties of office, the controlling authority shall appoint a member of the service as acting chief fire officer to perform the duties and functions of the chief fire officer.

Section 6 of the Fire Brigade Service Act, no. 99 of 1987 empowers a controlling authority to appoint any person who possess the prescribed qualifications and experience, as a member of its service to perform such functions as may be assigned to him by the Chief Fire Officer; Provided that a controlling authority

may, after due consideration of the peculiar circumstances of a specific case, appoint any person who does not possess the prescribed qualifications and experience as a member of its service subject to the general conditions determined by the Board.

In terms of the provisions of Section 12 of the Fire Brigade Services Act, no. 99 of 1987, and a local authority that has established fire brigade services may include written agreements to co-operate with other local authorities for the efficient employment of its services. The establishment of the Fire Brigade Board in terms of section 12 of the Act will in no doubt be able to bring about co-operation among local authorities in the establishing of fire brigade services (Cloete 1997:177).

3.7 THE DEVELOPMENT OF JOHANNESBURG EMERGENCY MANAGEMENT SERVICES 1995-2003.

3.7.1 Introductory Orientation

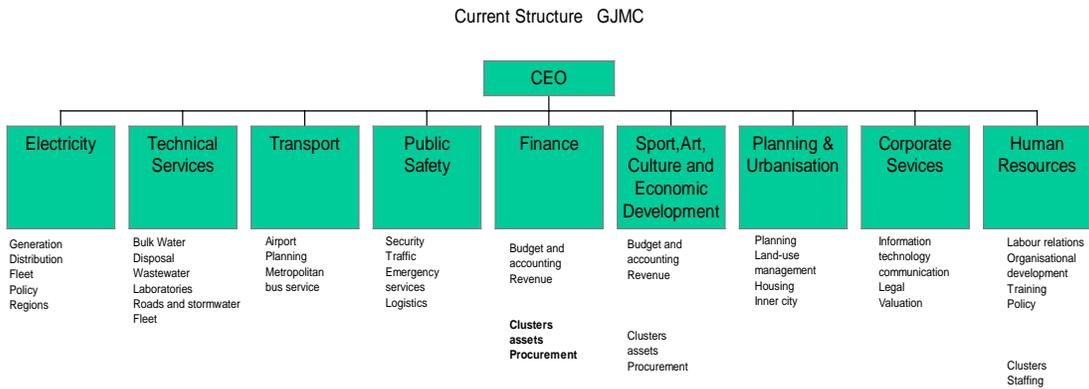
The development of Johannesburg Emergency Management Services from 1995 to 2003 and the difference between the Fire Brigade and the Emergency Management Services will be discussed in this section. This section will also include an overview of the City of Johannesburg Metropolitan Municipality Emergency Services By- Laws. Human resources related issues, the rights of the fire fighters to strike as well as the current developments of the City of Johannesburg Emergency Management Services will also be discussed in this section.

3.7.2 The development of the Johannesburg Emergency Management Services 1995 - 2003.

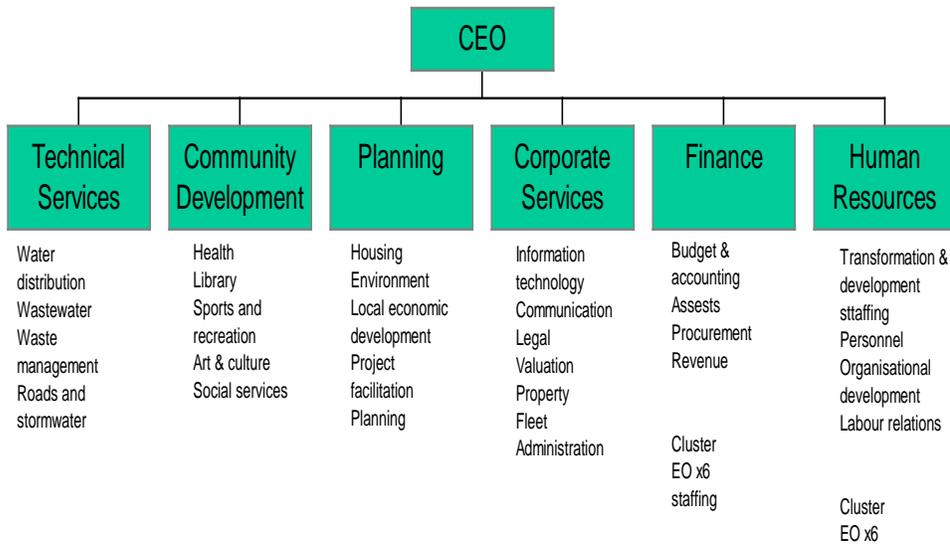
In November 1995, the Johannesburg Metropolitan Council and the four Metropolitan Local Councils, which were Eastern Metropolitan substructures

(EMSS), Western Metropolitan Substructures (WMSS), Northern Metropolitan Substructures (NMSS) and South Metropolitan Substructures (SMSS), were established. This came into being in November 1995, after the first democratic local government elections (Emdom 1998:24).

Figure 3.1 depicts the structure of the Greater Johannesburg Metropolitan Council and its substructures

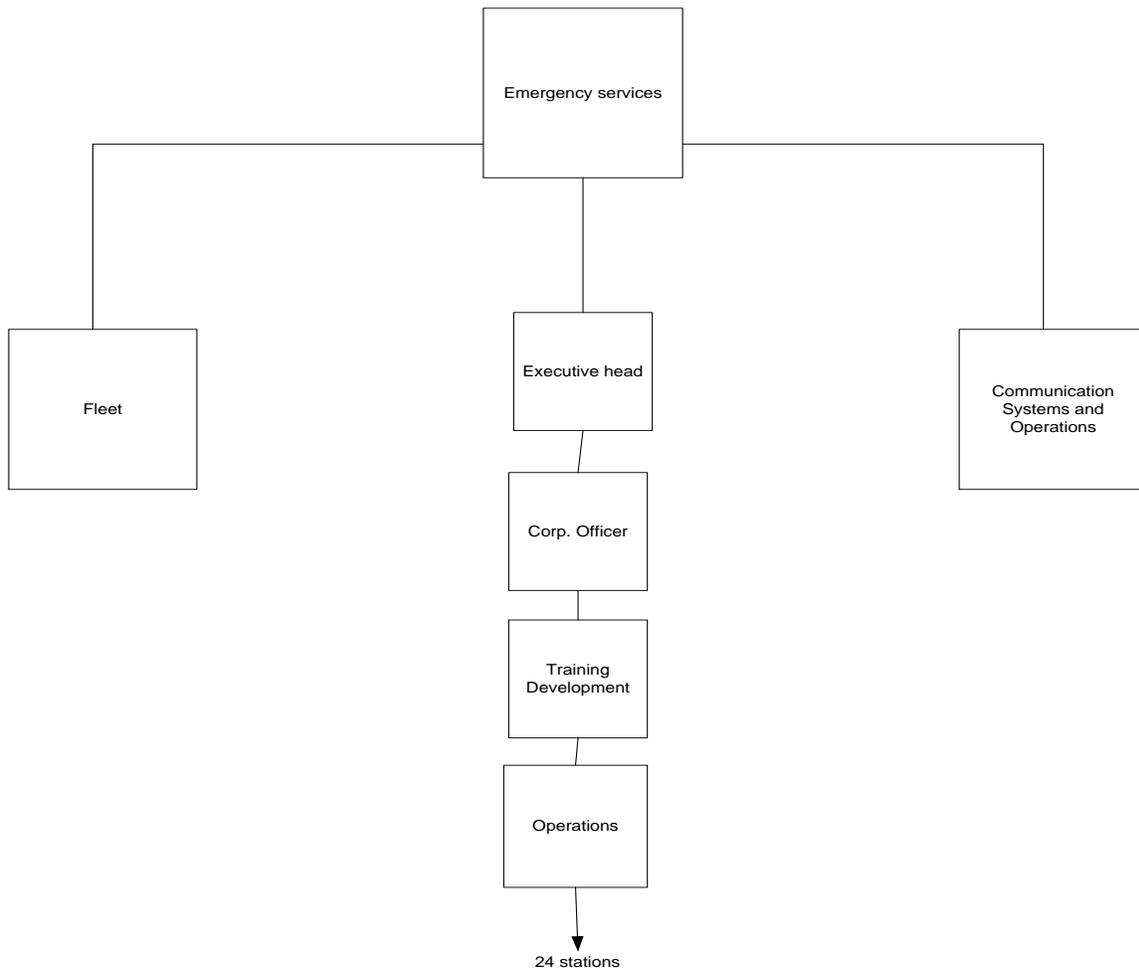


MLC (Northern, Western, Eastern and Southern Substructure



The substructures served as an interim form of local government in Johannesburg. In 1996, the substructures were dissolved and the former Randburg Town Council, Sandton Town Council and the Roodepoort Town Council were amalgamated into the Greater Johannesburg Metropolitan Council to form one supreme local Authority. The Randburg, Sandton, Roodepoort and Midrand Fire Departments were also incorporated into the Johannesburg Metropolitan Council to form the Johannesburg Emergency Management Services (Emdom1998: 25).

Figure 3.2 depicts the structure of the Johannesburg Emergency Management Services.



In 1997 the Greater Johannesburg Metropolitan Council had a severe cash flow problem which impacted negatively on the emergency services. The 1997 and 1998 financial problems contributed towards poor delivery of emergency services because the Council owed Eskom for bulk electricity R300 million (Emond1998: 24).

The restructuring of the Johannesburg City Council resulted in the establishment of a service called Joburg Connect. Joburg Connect enables members of the public to be connected to all the City Council's public services. Services included health facilities and child care; city libraries and the maintenance of parks, cemeteries and crematoria, the fresh produce, fish and flower market which was a platform for farmers and small holdings to sell their produce; and sport and recreation centres responsible for facilities such as swimming pools and council halls. Another essential service established by the City of Johannesburg Council was called Emergency connect – 011 375 5911. Any member of the public could call this service and ask for help when life or property was threatened. If one dials 011 375 5911, one would be put in touch with the nearest relevant emergency services including ambulance services, traffic officers, the fire department or Metro Police (City of Johannesburg Official Website: www.Joburg.org.za).

The provision of an ambulance service has traditionally formed part of a fire brigade function in Johannesburg. Every member of the Johannesburg Emergency Management Services is now required to be in possession of fire fighting and emergency medical care qualifications. All members are cross-trained in the basic ambulance attendant qualification and can then specialise in either field. Fire fighting is highly technical and always a dangerous activity, which involves working on old and unstable buildings and a vast selection of synthetic materials and chemicals, posing a danger to fire fighters (City of Johannesburg Official Website: www.Joburg.org.za).

Ten new ambulances of a fleet of 40 were officially handed over to the Executive Mayor of Johannesburg, Amos Masondo, at a ceremony in Soweto on Friday 17 October 2003. Receiving the vehicles from Gauteng Premier Mbhazima Shilowa and MEC Dr. Gwen Ramokgopa, the Johannesburg Mayor praised the work of the emergency personnel (City of Johannesburg Emergency Management Services Newsletter December 2004). With the new fleet which consisted of 40 ambulances and 10 response vehicles, the old fleet was withdrawn from the service. A further five ambulances were delivered in October 2003 and 12 were handed over in November 2003, nine in December 2003 and the final four were handed over in January 2004. The ambulances will be leased on a full maintenance contract with Fleet Africa for three years through a joint agreement between the Gauteng Department of Health and the City of Johannesburg Municipality. The contract, which covered maintenance, rental, insurance and fleet management services, was worth about R10 million a year (City of Johannesburg Emergency Management Services Newsletter, December 2004).

The new ambulances were part of an ongoing programme to upgrade and improve the emergency services of the City. Sites had been selected to build six new Fire Stations. Four had been completed in 2002, in Diepkloof and Dobsonville, Soweto, in Orange Farm to the South of the Johannesburg region and in Lawley near Ennerdale at a cost of R7 million. The other two Fire Stations will be built in Protea, Soweto, and Ruimsig, to west of Johannesburg, at a cost of R2.5 million each (City of Johannesburg Emergency Management Services Newsletter, December 2004).

The Johannesburg Emergency Management Services provides life support from a basic to advanced level throughout the city. Ambulances are manned by Emergency Medical Technicians (EMTs) trained to basic intermediate life support levels, while response cars are manned by advanced life support paramedics. EMTs and paramedics working in the City of Johannesburg are among the most experienced emergency medical practitioners in the world as crews are

constantly exposed to all forms of medical and traumatic emergencies. The provision of an ambulance service has traditionally formed part of the Fire Brigade's function in Johannesburg (http://www.joburg.org.za/ems/ems_services1.stm).

To date, the City boasts 28 Fire Stations, the most recent being opened in Orange Farm and Lawley in October 2003. In all, there are 103 fire engines with 49 ambulances; 1200 personnel and 11 response cars (City of Johannesburg Official Website: www.joburg.org.za). The emergency rescue services are now called the EMS or Emergency Management Services.

3.7.3 The difference between the Johannesburg Fire Brigade and the City of Johannesburg Emergency Services

The Johannesburg Emergency Management Service was known as the Johannesburg Fire Brigade from 1886 until 1980. In 1980, the Johannesburg Fire Brigade was renamed the Johannesburg Fire and Emergency Services (Fiansky 1990: 91). Johannesburg's traditional fire department has come a long way since the days when its primary function was fire fighting. In November 1995, after the first Local Government democratic elections the Johannesburg Emergency Management Services incorporated both reactive and proactive services in order to prevent emergencies. The Fire Brigade service's main function was fire fighting. The Emergency Services comprises of fire fighting services, disaster management, Emergency Medical Services (ambulances and paramedics) and rescue divisions. Before 1995, the Fire Brigade service was a separate department from the Ambulance Services. The provision of an ambulance service has traditionally formed part of the Fire Brigade's function in Johannesburg. Every member of the emergency service now requires fire fighting and emergency medical care qualifications. All members are cross- trained in the basic ambulance attendant qualification and can then specialise in either field (http://www.org.za/ems/ems_services1.stm)

3.7.4 The City of Johannesburg Metropolitan Municipality Emergency Services by- Laws 2003

The Municipal Manager of the City of Johannesburg Metropolitan Municipality hereby, in terms of Section 13(a) of the Local Government Municipal Systems Act, no. 32 of 2000, publishes the Emergency by- Laws for the City of Johannesburg Metropolitan Municipality as approved by its Council.

Chapter Two of the City of Johannesburg Emergency Management Services by-laws consists of Fire Prevention and Fire Protection issues as follows:

(a) Part 1: Fire Prevention

Section 3(1) of the by-laws outlined certain prohibited fires as follows:

- No person may make or allow any other person to make a fire that may endanger any person, animal or property.
- No person may burn or allow any other person to burn any refuse or combustible material without the prior written permission of the Chief Officer, or unless the refuse or combustible material is burnt in an approved incinerating device.
- Any person, who makes a fire or allows any other person to make a fire, must take reasonable steps to ensure that the fire does not endanger any person, animal or property.
- The prohibition in subsection (1) does not apply to any fire made in an approved and purpose made stove, fireplace or hearth that forms an integrated part of a building or structure; for the purpose of preparing food on private premises set aside for that purpose; or in any device for preparing food which is heated by electricity or liquified petroleum gas; and is so positioned that the fire does not endanger any animal or property.

(b) Part 2: Fire Protection

Section 8(1) of the By-laws outlined the design and construction of buildings as follows:

➤ Subject to the provisions of subsection(3), every owner of a building excluding a dwelling house, must ensure that it is designed and constructed in a manner that-

(a) provides for-

- i. the effective drainage of any water that may result from fire extinguishing activities; and
- ii. the discharge of that water directly into a storm water drain

(b) prevents any water that may result from fire-extinguishing activities from draining-

- i. down any stairway or lift shaft;
- ii. down any electrical shaft or telecommunications service shaft;
- iii. down any shaft that is connected to a basement level; or
- iv. along any approach to a building or any vehicle access ramp leading to or from a building;

(c) if any water resulting from fire- extinguishing activities should spill into a basement, that water is discharged directly into a storm water drain; and complies with the requirements of SABS 0400(Parts A, K, M, O, T, V and W) insofar as it relates to fire protection.

(2) Subject to the provision of subsection (3), every owner of a building equipped with a transformer room must ensure that-

- (a) the transformer room is situated on the ground level;
- (b) access to the transformer room is from out side the building; and
- (c) there is adequate and ready access to the transformer room for fire fighting and maintenance activities.

Section 95 deals with the establishment and maintenance of service.

➤ In terms of section 95(1) the Council has established a Fire Brigade Service as contemplated in Section 3 of the Fire Brigade Services Act, no. 99. of

1987. In terms of subsection (2), the Council must maintain the service, which includes-

- (a) appointing a Chief Fire Officer and the necessary members of the service;
- (b) ensuring that they are properly trained; and
- (c) acquiring and maintaining the necessary vehicles, machinery, equipment, devices and accessories to ensure that the Service is effective and able to fulfil its objects.

Section 96 outlined the objectives of the service. The objectives of the service are-

- (a) to prevent the outbreak and spread of fires;
- (b) to fight and extinguish any fire that endangers any person or property;
- (c) to protect any person and property against any hazard or other danger contemplated in these By-laws; and
- (d) to rescue any person and property from any fire or other danger contemplated in the By- laws.

Section 97 deals with services to other persons. In terms of section 97(1) of the by-laws, the Service may, provide any service related to its objectives to any other person against payment of the prescribed fee. Subsection (2) of these by-laws states that any service contemplated in subsection (1), may be terminated without notice if the services, equipment or personnel involved in providing that service are required to deal with an emergency.

Section 98 deals with the instructions by members of the Service

- Section 98(1) states that in addition to any powers under Section 8 of the Fire Brigade Service Act, no. 99 of 1987 a member may give any instruction to any person in order to secure compliance with the by- laws or to ensure the safety of any person or property.

- (2) An instruction may be given orally or in writing and if the instruction is given orally, the member must confirm it in writing and give it to the person concerned at the earliest opportunity.
- (3) An instruction contemplated in subsection (1) may include, but is not limited to an instruction-
- (a) for the immediate evacuation of any premises;
 - (b) to close any premises until such time as any contravention of the by- laws has been rectified;
 - (c) to cease any activity;
 - (d) to remove any immediate threat to the safety of any person or property;
 - (e) to take specified steps to comply with these by-laws, either immediately or within a specified period; and
 - (f) if it is not reasonable for steps referred to in paragraph(e) to be taken immediately, for the owner or occupier of the premises concerned to provide the Chief Fire Officer with a written description of the steps to be taken and a time table for the taking of these steps in order to ensure compliance with the by- laws.

Section 99 deals with the prohibition of impersonating a member of the Service.

- Section 99 (1) stipulates that no person may pretend to be a member.
- Subsection (2) stipulates that no person who is not a member may wear any official clothing, uniform, badge or insignia of the Service.

Section 100 of the by- laws deals with certificates used to identify members of the Service.

- Section 100(1) stipulates that the Chief Fire Officer must provide each member with a certificate identifying that person as a member.
- Subsection(2) states that a member while performing any function or exercising any power under the by-laws must-
 - (a) keep the certificate provided in terms of subsection(1), on his or her person;
 - (b) produce it for inspection on request by any person.

Section 101 deals with cost analysis samples.

Subsection (1) stipulates any costs incurred by the Council in connection with the analysis of any sample taken from any premises for the purpose of these by-laws and a report on such analysis by an institution accredited by the Chief Officer for that purpose may be recovered from the owner or occupier of these premises if the owner or occupier of the premises is not in compliance with these by-laws regarding the substance concerned.

3.7.5 The right of Fire-fighters and Emergency Services personnel to strike

As is the case with the police who are regarded as an essential service in terms of the Labour Relations Act, no. 66 of 1995 fire fighters and emergency medical personnel are also regarded as an essential service. Like the police, these workers therefore do not have the right to strike. Instead, disputes must be referred to the CCMA for compulsory arbitration. However as with the police, the Labour Relations Act, no. 66 of 1995 makes provision for the negotiation of a collective agreement for a minimum service, freeing workers other than those in the agreed minimum service to strike. When a dispute has been declared, the first step is to try and resolve it through conciliation. If conciliation fails the party who declared the dispute may request that it be settled through arbitration (Khanya College, 2000).

3.7.6 Employment trends in the Johannesburg Emergency Management Services

Following the directive from the SALGA Head Office, the Johannesburg Emergency Management Services have adopted an Employment Equity plan. An

assessment of the present composition of the Johannesburg Emergency Management Services reveals unequal gender representation. Out of a work force of 1200, only 161 are female. Africans constitute more than 50 per cent of this number, even though their numbers are small at higher levels of responsibility (Mgijima 2003:14).

There is no longer any discrimination against individual persons on the same level. There is discrimination on both gender and race grounds if one considers the fact that the black sections of the force and women are at the lower ranks of the service. The table below shows there are two levels and three-notches within each level. The levels do not necessarily coincide with the ranks in the service, as shown below. What it means is those two people may earn the same wage even though their position in the order of responsibility is not equal. The station commander and the shift /platoon commander, for example, are on one level even though there is a difference in rank (Mgijima 2003:15).

The wage structure (in rands per month) in 2002 was as follows:

Table 1: Rank and Salary Structure

Level	Notch 1	Notch 2	Notch 3
Station Commander & Platoon/Shift Commander	7459	10438	13419
Paramedic, /Emergency Medical, Technician and Fire-fighter	6025	7557	9085

Source: Johannesburg City Council 2002

4. CONCLUSION

Understanding the Johannesburg Emergency Management Services requires an appreciation of the legislative and historical development of Johannesburg as a whole. Because emergency service is time and place bound, its development- both discipline and practice- is influenced by historical events of the times.

In this chapter, the history and development of the Johannesburg Fire Department was discussed. These have had a decided influence on the development of the Johannesburg Emergency Services. The role of the first Johannesburg administration viz. the Diggers Committee from 1886 to 1889 in establishing the Fire Brigade services was discussed. During the administration of the Diggers Committee, fires were extinguished by the police force. The first Johannesburg Emergency Service Station was formed in 1890 during the administration of the Health Committee. The problems encountered by the Health Committee and how the fire brigade was developed were outlined in this chapter. It was pointed out that the discovery of gold in 1886 led to the establishment of emergency services in Johannesburg. Different developments from 1886 to 2003 in the Johannesburg Fire Brigade were outlined. The Emergency Management Services kept on improving service delivery over the years in order to make the Fire Department more efficient and effective. The chapter also outlined the role of the Fire Brigade Services Act, no. 99 of 1987 and the Johannesburg Metropolitan Municipality by-laws in the development of Johannesburg Emergency services until 2003. The Fire Brigade Services Act, no. 99 of 1987 has played a notable role in the promulgation of the Johannesburg Metropolitan Council emergency services by- laws. The right of fire fighters to strike, the human resources related issues as well as the current development within the City of Johannesburg Emergency Management Services were also discussed. The growing population in Johannesburg led to the building of many new stations such as the Berea, Von Brandis, Fordsburg and the Jabulani Fire Station. The role of different Fire Chiefs in developing the fire department was also discussed.

The restructuring of the Johannesburg City Council will be discussed in the next chapter as the transformation of the Local Government in Johannesburg has afforded the Johannesburg Emergency Services the opportunity to reposition itself for the future.

CHAPTER FOUR RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL

4.1 INTRODUCTION

The post apartheid local government dispensation has ushered in a plethora of legislation for the restructuring and transformation of local government in South Africa. The Local Government Transition Act, no. 209 of 1993 initially laid the groundwork for the introduction of local government democracy. The first democratic local government elections held in 1995 and the introduction of the Local Government Transition Second Amendment Act, no.207 of 1996 marked the second phase. The third and final phase has incorporated core pieces of legislation, notably the Municipal Demarcation Act, no. 27 of 1998 and the Municipal Structures Act, no. 117 of 2000. The second democratic local government elections held on 5 December 2000 marked the end of the transition process and reduced the number of municipalities nationally from 843 to 284.

Johannesburg was declared a metro area and a Category A municipality was established in terms of the Municipal Structures Act, no.117 of 1998. It heralded the establishment of a metropolitan Unicity stretching from Midrand in the north to Orange Farm in the south and was the culmination of the transformation process, which had started early in the nineties. The new Council comprising Midrand, Modderfontein, the Northern, Eastern, Western and Southern Metropolitan Local Councils has ushered in major changes in the administrative, operational and financial structures of the Greater Johannesburg metropolitan area and its environs. Johannesburg is the largest city in South Africa and has a population of 2.8 million people and produces 16 per cent of the country's wealth (City of Johannesburg, 2002c: 5). This Chapter will critically review the establishment of the new Council focusing on the legislative and management considerations in

the context of institutional development. More specifically, it will examine the challenges relative to organisational restructuring and structural change with particular emphasis on emergency service delivery.

Local government in South Africa was based on apartheid racial division before the transition to democracy in April 1994. Johannesburg had a number of key issues such as environmental, health and other administrative structures, which were duplicated for each race group and between local, provincial and national levels of government. This resulted in fragmentation in terms of legislation, policy and programmes and led to inefficiency and wasteful operations. Service delivery was characterised by inequities in access between well-resourced White suburbs and severely under resourced Coloured and Black suburbs. Local government has been the focus of key governance strategies both during apartheid and in the post – apartheid transformation to democracy in South Africa. The key driver for restructuring is the Johannesburg City Council's inability to meet the needs of its residents. Residents of all areas of Johannesburg have not received value for money with regard to service delivery. Infrastructure backlogs such as emergency services, water and sanitation provision in unserved areas has increased over the last few years. The Council has a four-year routine maintenance backlog in developed areas which results in service delivery failures such as a lack of personnel in emergency services; blocked sewers and frequent power outages. The Johannesburg City Council has failed to be a developmental local government and this has resulted in its restructuring. The transformation of the Johannesburg Emergency Services started after the first democratic local government elections in 1995 when the former racially based authorities in the central Witwatersrand area were incorporated into the Greater Johannesburg Metropolitan Council.

A focal point for building a strong Emergency Management Services Department that works is to arrange an orientation program focusing on trust building, transparency, training, integrity and information sharing. Such a programme

should ensure that all managers accept and understand the rules of procedure and the Public Service Code of Conduct; have a good idea of what local government is, good strategic planning skills and know the root causes of the problems and challenges of the City as whole. This chapter will provide a detailed discussion of the restructuring of the Johannesburg City Council and the effect which this restructuring has on the Johannesburg Emergency Management Services.

4.2 LOCAL GOVERNMENT SYSTEM IN THE JOHANNESBURG CITY COUNCIL BEFORE THE 1994 TRANSITION TO DEMOCRACY

4.2.1 Introductory Orientation

The Johannesburg City Council administration prior to its restructuring will be outlined in detail in this section.

The entire structure of the City was governed by the racial regulation of urban space via the Group Areas Act, no. 77 of 1957. This Act empowered urban administrators to slice up the cities into four racial segments, exclusively reserved for Whites, Africans, Coloureds and Indians. Each segment was then governed and administered separately and over decades, a different body of planning, municipal and administrative law developed for each segment. By the beginning of the transition to democracy in 1990, each area had its unique local government, urban- planning, housing delivery and ownership systems (Swilling and Hutt 1999:8).

Underlying the apparent division of the cities along racial grounds, however, was an integrative urban economic and ecological logic that worked in favour of the White urban classes. In other words, whereas the ideology of racial division was justified in terms of the need to separately develop the different racial groups, in reality the economic relationship between the White and Black (that is, African, Coloured and Indian) halves of the city was similar to a colonial relationship of

exploitation and unequal exchange. This was most evident in the way local government finances were structured (Swilling and Hutt 1999:8).

During apartheid, local government institutions in Greater Johannesburg were divided according to race. The largest White section of Johannesburg was its municipal area, with more than 1 million people. Before the transition, it was governed by the Johannesburg City Council (JCC), which employed about 20 000 people in 1994. The JCC has been the largest local authority in the country. The other White local governments were Roodepoort City Council, Randburg Town Council and the Sandton Town Council. All these structures were constituted in terms of the Transvaal Local Government Ordinance no.17 of 1939, which was a piece of provincial level legislation (Swilling and Hutt 1999:12).

Black Local Authorities, constituted in terms of the Black Local Authorities Act, no.29 of 1982, were the Soweto City Council, Diepmeadow City Council, Dobsonville Town Council and Alexandra Town Council. Management Committees as adjuncts of the White Local Authorities governed most of the Coloured and Indian areas, with limited executive and fiscal powers. National and provincial level structures, products of the 1983 Constitution, governed Ennerdale and Lenasia South directly. Informal settlements outside the proclaimed municipal areas were governed directly by the former Transvaal Provincial Administration (which the 1993 Constitution subsequently replaced with the Gauteng Provincial government) (Swilling and Hutt 1999:12).

The classic structure of South African local governments and the Greater Johannesburg in particular were replicas of the British model in most respects. In other words, each local government had a council that was directly elected on a ward basis, a small executive by the Council who was the town clerk who functioned like the Chief Executive Officer and the administration was structured

according to departments, with executive directors as departmental heads (Swilling and Hutt 1999:12).

4.3 METROPOLITISATION: THE SOUTH AFRICAN CONTEXT

4.3.1 Introductory Orientation

The South African Metropolitisation context will be discussed in detail in this section because Johannesburg was transformed from a City Council to a Metropolitan Council.

In the South African context, it was accepted that decreasing disparities in income and services across the entire metropolitan area would promote overall growth thereby benefiting all residents. Although fiscal considerations constituted the main reasons for ushering in metropolitan government, considerable emphasis was also placed on the need for spatial integration, in relation to metropolitan land- use planning, transport and bulk infrastructure planning (Wooldridge 2002:131).

A two- tier system of metropolitan government was introduced in 1993 following the ushering in of the Local Government Transition Act, no. 209 of 1993. At this stage, given the urgent need to introduce non racial and democratic local government, there was no detailed consideration given to the system of metropolitan government most appropriate for South Africa as the restructuring process itself was high on the agenda. The new metropolitan councils embarked on the complex process of establishing substructure councils and carrying out their constitutional mandate.

A policy debate was initiated in 1997 to define a final system of metropolitan government and reconsider the designation of metropolitan areas. At that stage the Green Paper on Local Government (Republic of South Africa 1997:57) proposed a number of options ranging from a weak metropolitan legislature to

two tier systems with either weak or strong metropolitan powers and a metropolitan unicity option. The experiences of the then two – tier system prevalent in six South African cities actually influenced the thinking that emerged then, namely that the mere existence of a metropolitan government does not guarantee the development of a single city unified politically, administratively, spatially or economically or even having a single tax base. Some of the defects highlighted in the system at that stage included the exclusion of settlements on the periphery of the metropolis, which would lower the per capita tax base between localities. The resultant effect of this was that the development of a single tax base was being undermined as the powers and functions were allocated in such a manner that the metropolitan tier was unable to redistribute revenue across the metropolis. Furthermore, the manipulation of the allocation of powers and functions which was critical to the metropolitan tiers' ability to regulate the economic use of space, notably land – use, transport and bulk infrastructure planning was also cited as a problem (Wooldridge, 2002:132). It was quite apparent then that the metropolitan government dispensation at that stage was undermining the popular slogan of “One Tax Base”.

Given the experiences of the then six metropolitan structures and the problems encountered, it was acknowledged that there was a need for a metropolitan system with more powers at the centre. The Johannesburg experience played a pivotal role in highlighting the deficiencies in the then interim system of the metropolitan governance. The city experienced a financial crisis, which was attributed to administrative confusion, duplication and wastage as a result of negotiated allocation of powers and functions (Wooldridge 2002:130). Given the above mentioned developments, the White Paper on Local Government proposed two choices for metropolitan governance in South Africa, namely a “strong” two tier system and a unicity option.

The development of a policy framework for metropolitan governance in the South African context has been shaped by inter alia:

- The legal and constitutional framework that limits the extent to which cross-subsidisation across municipal jurisdictions is possible.
- The spatial distance between former black and white areas, necessitating a larger municipal jurisdiction thereby allowing for amalgamation into a single municipal area and tax base.
- The specific fiscal logic applied to metropolitan government (summed up by the “ One City, One Tax Slogan”) which informed policy debates about the most appropriate form of metropolitan governance (Wooldridge, 2002:130).

The Republic of South Africa Constitution Act, no. 108 of 1996 made provision for metropolitan unities. Metropolitan areas have been defined as “large urban geographical area than the normal jurisdiction of a municipality. Economic and social activities transcend municipal boundaries and residents may live in one locality, work in another and utilise recreational facilities across the metropolitan area” (White Paper on Local Government 1998:58). It can be seen that metropolitan areas require special consideration in any local governance system as they are viewed as engines of economic growth, have a high population density and multiple overlapping externalities. Developing this argument further, several compelling reasons for ushering in metropolitan unities were highlighted namely, equitable and socially just metropolitan government; strategic land use planning and co-ordinated public investment in physical and social infrastructure; developing a City wide framework for economic and social development; and the provision of affordable and cost efficient services (Republic of South Africa, 1998a: 59-60).

It has been generally accepted that the ushering in of more strong metropolitan governments will ensure a more enabling local government and in the final analysis will assist with the economic regeneration of the major metropolitan areas and the national economy. Some of the arguments put forward in favour of the metropolitan unicity and against the two-tier system where local councils

have significant powers and functions are summarised below (Wooldridge 2002:134):

- The administrative and operational costs will be reduced considerably as there will be a single local government identity and administration throughout the metropolitan area.
- The political and administrative bureaucracy will also be reduced considerably particularly when metropolitan issues have to be co-ordinated and addressed. This will also encourage bold, innovative and clear policy on urban issues.
- Integrated development planning will be facilitated and there will be greater economies of scale relative to service delivery.
- One budgeting system will ensure that there will be equitable and standard provision of services. In addition, some of the councils which were experiencing financial problems will become financially sustainable in the long term.

Some of the criticism levelled at the unicity model was that it is highly centralised and in fact goes against the whole notion of decentralisation proposed in the White Paper on Local Government and the Municipal Systems Act, no. 32 of 2000. The policymaking processes will be centralised and will be insensitive to the needs of the local citizens. A key question that has been raised is whether it will be able to address the needs of communities living on the fringes of cities and the rural areas. Another point highlighted is that many institutional layers will have to be created to manage the new unified city and consequently the new bureaucracy will become large and unwieldy and promote centralisation at the expense of the poor and marginalised communities (Reddy 2001:122-124)

4.4 THE RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL

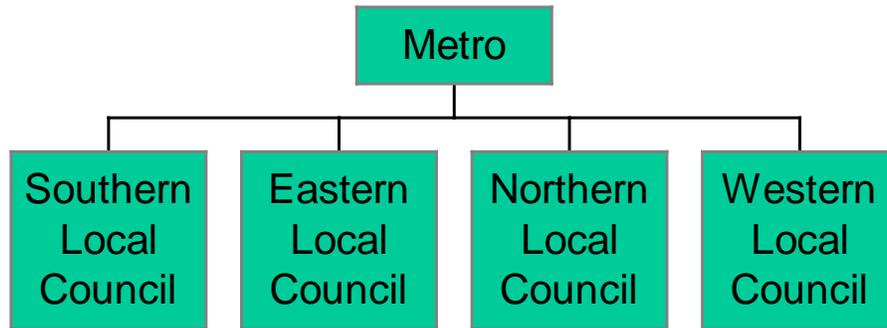
4.4.1 Introductory Orientation

The historical overview towards a unicity in Greater Johannesburg and the process of the restructuring of the Johannesburg City Council s will be discussed in this section. The role of the iGoli 2002 plan, the unions' responses towards the restructuring plans, the effects of restructuring and the restructuring implementation process as well as the objectives of restructuring will be discussed.

4.4.2 Historical overview: Towards a unicity in the Greater Johannesburg

In 1994, pre- interim arrangements were introduced to set the context for the process of transition to democratic local government, in terms of the Local Government Transition Act, no. 209 of 1993. The initial restructuring exercise was largely an amalgamation process. The Greater Johannesburg Negotiating Forum Agreement facilitated the ushering in of a new metropolitan government system. This resulted in four metropolitan substructures being established during the pre- interim phase (Wooldridge 1999:18).

Figure 4.1 depicts The structure of the Greater Johannesburg Metropolitan Council and its substructures.



Source: The Star, 19 September 2004.

Following the first democratic local government elections in 1995, interim structures were established which resulted in five separate political and administrative structures (Greater Metropolitan Council 1998a: 1). There was a division of powers and functions between the Metropolitan Councils and the subcouncils and consequently Greater Johannesburg operated at two functional levels then in terms of the social and economic dynamics. This also resulted in separate structures, different approaches and programmes relative to local activities being adopted.

The structure of Greater Johannesburg Metropolitan Council 's five separate political and administrative structures is shown in Figure 4.1. The five separate structures were the Johannesburg Metropolitan Council, Northern, Eastern, Western and Southern Local Council or substructure.

It became apparent at that stage that the new structures were not functioning optimally and that the Councils of Greater Johannesburg were facing a severe financial and institutional crisis (Froneman and de Sousa Pereira 2001:12). The result of this has been inter alia, a lack of focus on service delivery; no distinction

between commercial and other activities; gaps between policy/decisions and implementation; fragmentation which has led to general inefficiency, duplication and a lack of co-ordination; a disproportionate allocation of resources to non-core functions; bureaucratic procedures and top heavy management structures; wastage; poor/weak management, information systems and management skills and a financial crisis attributable to historical factors, backlogs, low payments levels and the costs associated with the bureaucracy (De Villiers 2001:22-32).

The resultant effect of this was inter alia, a rundown infrastructure; reduced services; increased backlogs; low morale and productivity and poor or under utilisation of people or funds and assets (Greater Johannesburg Metropolitan Council 1999:6).

A process was initiated to review the organisational structures and the provincial Government responded by appointing a Committee of Ten drawn from the metropolitan and substructure Councils to deal with mostly financial problems at that stage. The Committee was later extended to fifteen and the Organisational Review Team ushered in the "iGoli 2002" Plan for Greater Johannesburg (Froneman and De Sousa Pereira 2001:12).

A report by independent consultants in 1998 found that almost half of the then Greater Johannesburg's R2 billion salary bill was spent on perks for senior employees and that the Council and its four substructures were inefficient, ineffective and unaffordable (The Star, 7 February 1990). In 1999, the Council had R390 million in short term debts, which it was repaying at interest rates above prime and it was forced to use its R50 million overdraft facilities. It also owed about R2.7 million in long term debt and paid approximately R800 million in financing costs. The City was also overburdened with the non- payment for services of approximately R2.3 billion (The Star, 14 February 1999).

It was generally accepted that the then Council had to address the political, financial and management challenges highlighted above. Consequently, it could be said that the intervention by the Gauteng Provincial Government and the ushering in of new legislation, notably the Dermacation Act, no. 27 of 1998 and the Municipal Structures Act, no.117 of 1998 acted as an impetus for organisational change and the resultant restructuring and transformation process in Greater Johannesburg. The Municipal Structures Act. no. 117 of 1998 made provision for the establishment of metropolitan unicipalities. Following the December 2000 elections, metropolitan unicipalities were established in six of the major urban areas viz. Johannesburg, Tshwane, the East Rand, Port Elizabeth, Cape Town and Durban. Under the new system, metropolitan councils were legally empowered to establish decentralised substructures as committees of the council and delegate powers and functions to them.

There was opposition initially to the establishment of a metropolitan unicity in Johannesburg by the Democratic Party and the Inkatha Freedom Party. The Inkatha Freedom Party strongly opposed the concept of a mega city as it "would make the council less efficient, deny minorities a say and would create a money eating bureaucracy which is unaccountable to local people" (The Citizen, 23 September 1997). There was an overwhelming "No" vote in a referendum organised by 23 Ratepayer Organisations in Gauteng. In total, 84 324 votes were cast, of which 81 684 were against a mega city and 2464 were in favour. The number of "No" votes represented 96.9 per cent of the votes cast (Citizen, 23 September 1997). The African National Congress rejected the referendum in advance and indicated that the Province would ignore the outcome. It also pointed out that referendums were called by governments and not by private individuals. The party was of the view that the mega city model will facilitate the sharing of resources and richer areas would pay for development in poorer areas (Business Day, 23 September 1997).

A City Manager and a Transformation Manager were appointed in January 1999 to develop the key financial and institutional strategies embarked upon. A Chief Financial Officer, a Chief Revenue Officer and a Labour Relations Officer assisted them. In addition, the implementation of the iGoli 2002 Plan required the employment of 39 project managers and 5 group co-ordinators (Johannesburg City Council 1999a: 5). The then City Manager who was appointed had a two year contract, valued at approximately R1.4 million to revive the City's former status as the commercial centre of the African continent. The strategy adopted by the then City Manager for the revival of Johannesburg consisted of rationalisation, privatisation and outsourcing (The Star, 7 February 1999). At that stage, the view of the private sector was that the City 's long term viability could be secured by turning it into a safer and cleaner area that would entice business back which in turn would boost the City's rates base (The Star, 14 February 1999).

4.4.3 Political, Organisational and Structural Change

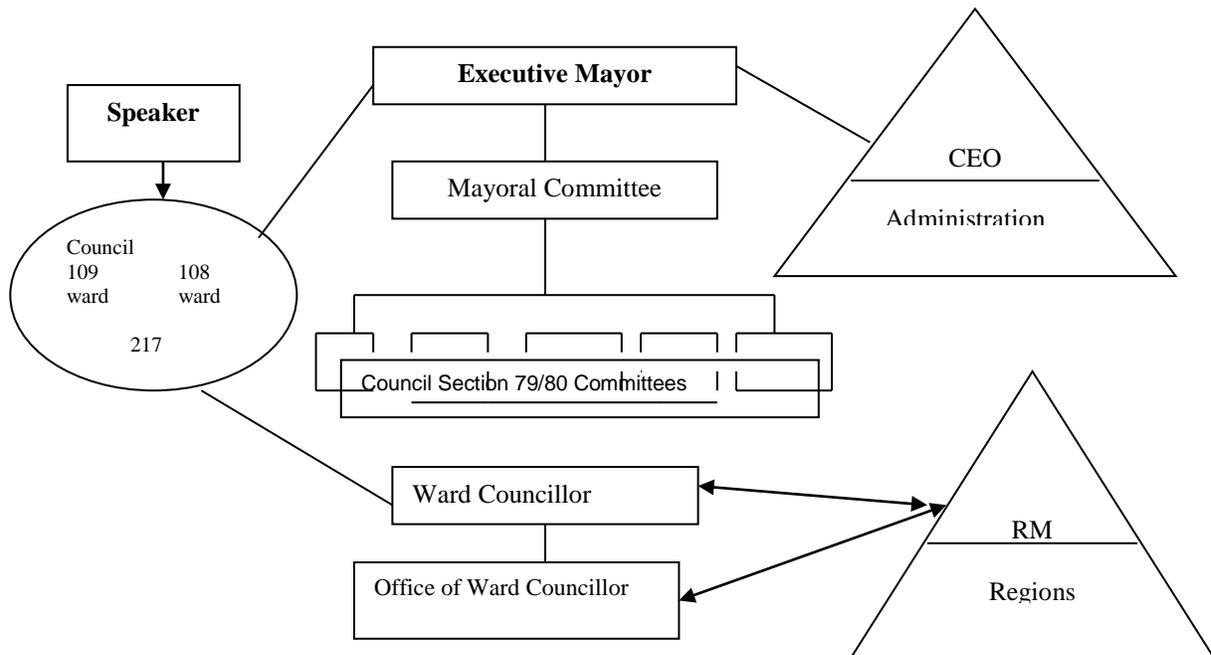
4.4.3.1 Political Governance

The Council consisted of 217 members, of whom 109 had been elected on a ward basis and 108 in terms of proportional representation. The Council was headed by an elected Executive Mayor who had overall strategic and political responsibility. A Mayoral Committee as part of a wider collective, with whom he shared political responsibility, assists him. The Mayoral Committee is appointed at the discretion of the Executive Mayor and the current priorities have been defined as Economic Development and Job Creation; Public Safety; Emergency Management Services; Service Delivery Excellence; Good Governance and Inner City Regeneration (City of Johannesburg, 2002a). After assuming office in December 2000, the Mayor appointed a committee in terms of Section 60 of the Municipal Structures Act, no.117 of 2000 consisting of only African National Congress (ANC) members. The Party held 59 percent of the seats in the Council. The Democratic Party in the Council launched legal proceedings arguing that the

Committee was unconstitutional, as minority parties were not represented on it. However, the Court decided that mayoral committees do not fall within the scope of Section 160(8) of the Constitution and do not require minority party representation (Smith 2003:2-3).

The Municipal Manager is responsible for facilitating all communication between the Executive Mayor and the administration. Ward councillors would relate to regional directors focusing on local issues and concerns. A Speaker has been elected, responsible for chairing council meetings, performing ceremonial duties and generally ensuring the efficient and effective management of council meetings (Greater Johannesburg Metropolitan 2000:6).

Figure 4.2 depicts the structure of political governance, which outlines the Mayor, Speaker and Committees,

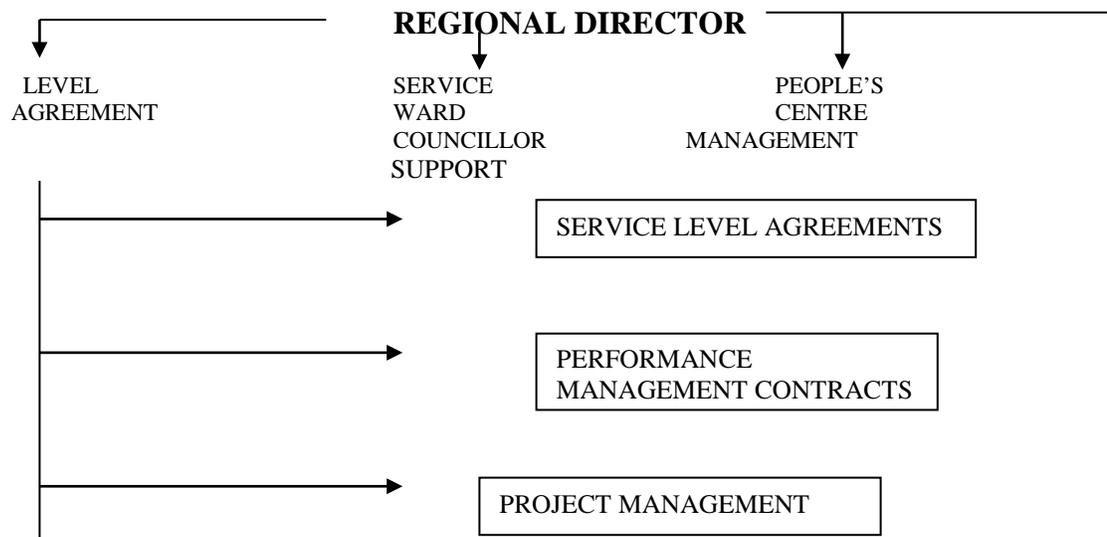


Source: Greater Johannesburg Metropolitan Council, July 2000

4.4.3.2 Organisational and Management aspects

An Organisational structure tends to provide clarity on the lines of authority channels of communication and most importantly defines functional relationships. The organisational design principles which guided the restructuring process included inter alia, the setting up of affordable and realistic management structures to meet corporate needs, meeting community needs support functions being determined by the prioritisation of core functions; a clear separation of roles between the strategic and non strategic, client and contractor, and policy operations, no duplication, overlapping and fragmentation; limited hierarchies; effective and efficient use of limited resources; optimal local(decentralised) and accessible services (Greater Johannesburg Metropolitan Council, 2000:6). A key consideration in designing the overall unicity structure was the development of local government, namely good governance; sustainable services; social and economic development; healthy and safe environment and participation and exclusivity.

Figure 4.3. depicts the organisational structure of the Johannesburg Metropolitan Council

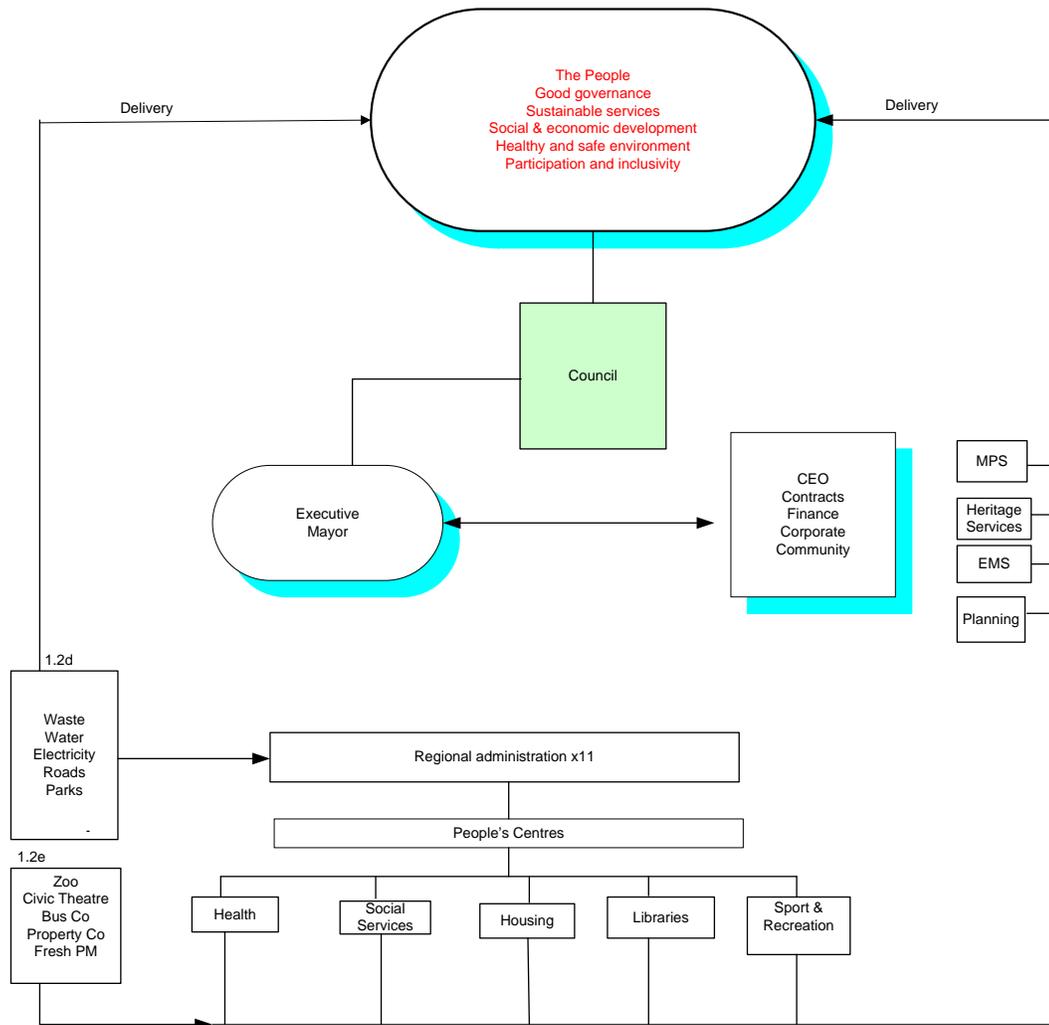


Source: Greater Johannesburg Metropolitan Council (200b) iGoli 2002: Making Johannesburg work.

The salient features of the new structure are as follows:

- a unicity for Greater Johannesburg;
- the establishment of utilities for water and sanitation, electricity and waste management;
- the creation of agencies for roads and stormwater, parks and cemeteries;
- the privatisation of Metro Gas, land, housing, the Fresh Produce Market, Rand Airport and the stadiums;
- the corporatisation of the Zoo, Civic Theatre, farms, housing company, property and projects, a core administration including community services, planning and development, corporate services and finance; infrastructure and contract management; and
- creation of a metropolitan police force and transportation authority representing the client side and centralised contractor for arts and culture, museums, sport and recreation and emergency services and regional directors contracting for local community services; a financial plan; special projects and labour relations plan (De Villiers 2001:57). Contrary to popular perceptions, privatisation was only a small part of the overall plan.

Figure 4.4 depicts the central distribution functions



Source: Greater Johannesburg Metropolitan Council July 2000.

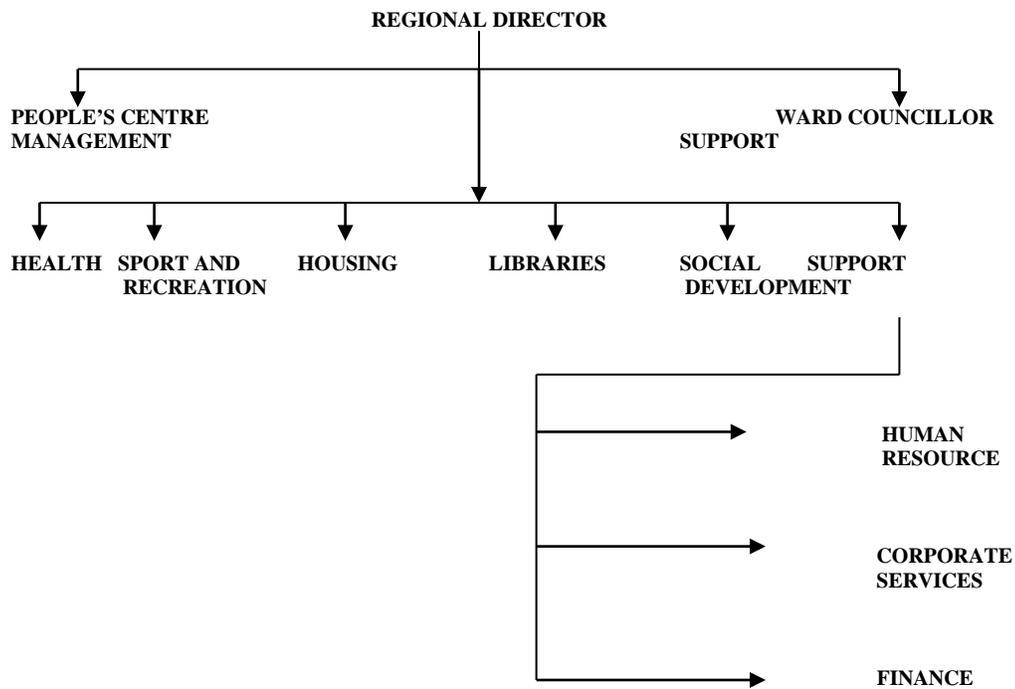
Three types of activities constituted the basis for the Unicity management, namely:

- (1) The Head Office responsible for policy regulation and co-ordination; central distribution functions that will carry out both operations and policy throughout the City and regional administrations responsible for specific operations.
- (2) The central administration comprises of a City Manager and contract management, finance, corporate and community services functions. This constitutes the critical interface between the political component, i.e. the

Council, Executive Mayor and the City Manager (Greater Johannesburg Metropolitan Council 2002c: 21).

- (3) The City Manager is the administrative head of the unicity and is accountable to the Council and Executive Mayor. The office of the Municipal Manager is responsible for facilitating corporate functions notably internal auditing, communications and strategic planning. The Executive Management Office provides shared services to the executive leadership, namely the Municipal Manager, Executive Mayor and Speaker. The central distribution functions are responsible for facilitating the delivering of services such as metropolitan police services, heritage services; emergency management services and planning services directly to the citizens and consumers (De Villiers 2001:143)

Figure 4.5 depicts the regional administration structure of the Johannesburg Metropolitan Council.



Source: Greater Johannesburg Metropolitan Council (2000b) iGoli 2002: Making Johannesburg work

4.5 THE PROCESS OF THE RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL

4.5.1 Introductory Orientation

The restructuring of the Johannesburg City Council will be discussed in this section. The role of the iGoli 2002 plan, the Unions' responses towards the restructuring plans, the effects of the restructuring on the Johannesburg Emergency Management Services will be shown. The implementation of the iGoli 2002 Plan and the objectives of the restructuring as well as the role of the Local Government Municipal Demarcation Act, no. 27 of 1998 will be discussed in this section.

Allan (2000:10) identified that Johannesburg was at the forefront of political change in local government in South Africa. In the early 1990s, the then white Johannesburg City Council and the township-based community structures of Soweto came together to form the Central Witwatersrand Metropolitan Chamber, which was renamed in 1993 as the Greater Johannesburg Local Negotiating Forum.

Allan (2002:13) indicated that the newly established Greater Johannesburg Local Negotiating Forum entered a new round of negotiations, with the aim of defining Johannesburg as a Metropolitan Council, designating extensive boundaries that included Sandton, Roodepoort and Randburg; demarcating municipal substructures; and allocating powers and functions between metros and substructures.

In 1994, national democratic elections were held and in 1995 local government elections were also held. Fourteen local Authorities were dissolved in the Johannesburg area and one local authority was created and named Greater Johannesburg Transitional Metropolitan Council (iGoli News, 4 April 2001).

The structure of the Greater Johannesburg Transitional Metropolitan Council is shown in Figure 4.1.

In 1996, the Demarcation Board established seven local structures, which did not work. In 1996, the Demarcation Board restructured the Greater Johannesburg Transitional Metropolitan Council and its substructures, each structure had its own Chief Executive Officer and four Metro local councils. The structure of the Greater Johannesburg Transitional Metropolitan Council and its substructures is shown in Chapter Three, Figure 3.1. From 1996 until 2000, the local government system in Johannesburg was not conducive for the running of the City. Many people with experience resigned and with new leaders coming especially from the former disadvantaged communities, most people didn't want to be deployed to other areas because they were in their comfort zones (*iGoli news*, 4 April 2001).

From 1997-1999, the City of Johannesburg had a financial crisis and was nearly declared bankrupt. The Johannesburg Emergency Management Services could not replace its ambulance fleet because of the Council's financial situation. There was no budget allocated for emergency services. In 1999, a Committee of Ten was established to investigate the problems within the Johannesburg Municipality. The Committee of Ten's mandate was to investigate the root causes of the poor administration of the Greater Johannesburg Metropolitan Council and make recommendations that would remedy the City Council's financial problems. The Committee of Ten couldn't do the work because they were inexperienced and lacked the skills and expertise of identifying the main problems. Another Committee of Fifteen was established and it was called the Transformation Lekgotla which tried to bring about changes. It recommended that the whole local government in Johannesburg should be restructured by incorporating the Randburg, Sandton, Roodepoort and Midrand Councils into one centralized administration. The iGoli 2002 Plan was established and it was a clear plan

aimed at turning the City around and to ensure that real transformation takes place in an orderly manner (Mail and Guardian, 6 April 2001)

Corporatisation and privatisation were the features of the Greater Johannesburg Council's iGoli 2002 Plan. iGoli 2002 Plan entailed outsourcing the provision of water and sanitation, waste management and electricity to private companies. The Council claimed that this approach would result in efficient and speedy delivery of services to the ratepayers (Mail and Guardian, 6 April 2001).

The former City Manager Ketso Gordhan explained that the reforms underway, were the dictates of the Local Government Transition Act, no, 209 of 1993. It was stated that the iGoli 2002 Plan has been debated and discussed within government, business, labour and communities. It was stated that iGoli 2002, is firmly rooted in the country's Local Government Transition Act, no. 209 of 1993 (Allan 2000:50).

4.5.2 The Local Government Municipal Demarcation Act, no. 27 of 1998

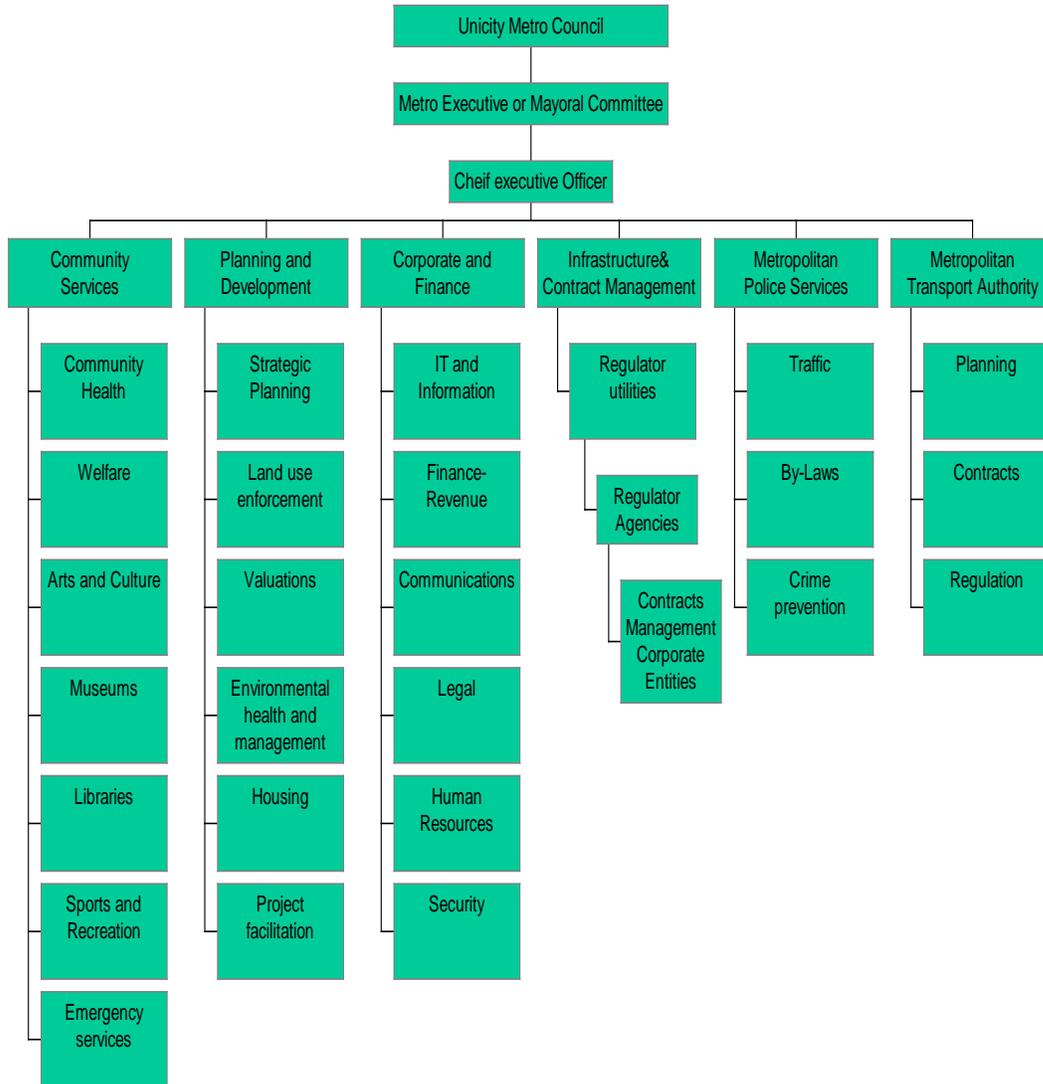
The Local Government Municipal Demarcation Act, no. 27 of 1998 played a notable role in demarcating the municipal boundaries of the Greater Johannesburg Metropolitan area:

The Greater Johannesburg Metropolitan Council and its four local councils which were the Northern, Eastern, Southern and Western Metropolitan substructures were established and the boundaries were also demarcated in terms of the Local Government (Administration and Elections) Ordinance, 40 of 1960 (Emdom 1998:2).

The Local Government Demarcation Act, no.27 of 1998 played a notable role in redemarcating the substructures to form one central local government administration in Johannesburg. Randburg, Sandton, Alexandra, Dobsonville and

Roodepoort were redemarcated and incorporated into the Greater Johannesburg Metropolitan Council (<http://www.joburg.org.za>).

Figure 4.6 depicts the Greater Johannesburg Metropolitan Council



Source: iGoli News July 1999

The Municipal Demarcation Act was promulgated to redemarcate municipalities and a Demarcation Board was established in order to carryout the process of the redemarcation of the municipal boundaries. In terms of Section 24 of the

abovementioned Act, it is stated that when the Demarcation Board determines a municipal boundary, its objective must be to establish an area that would –

- (a) enable the municipality for that area to its constitutional obligations, including-
 - i. the provision of democratic and accountable government for the local communities;
 - ii. the provision of services to the communities in an equitable and sustainable manner; and
 - iii. the promotion of a safe and healthy environment;
- (a) enable effective local governance;
- (b) enable integrated development ;and
- (c) have a tax base as inclusive as possible of users of municipal services in the municipality.

4.5.3 Framework for the restructuring of municipal service provision

In terms of the 1996 Constitution of South Africa, municipalities are responsible for ensuring the delivery of services to all South Africans. In order to carry out this responsibility, municipalities will need to transform public sector delivery through a process of restructuring. The broader objectives of the restructuring of local government are as follows:

- To reorganise the work place to ensure that all areas are serviced, leading to the deployment of staff and the integration of the workforce.
- To develop an integrated approach to ensure effective, efficient and affordable service delivery which include re- organisation of service delivery as part of the process.
- To recognise the re-prioritisation of finances both at central government and municipal level over the medium term.
- To investigate and to give serious consideration to accessing other sources of funding for municipalities with the assistance of central government.

- To involve the communities in decision-making, and building greater accountability between communities and the municipality.
- To build the capacity of municipalities to deliver services

The provincial Legislative Committee on Local Government disagreed with the Premier's decision on four municipal local councils and lodged a complaint with the special Electoral Court on 20 June 1995. The court, although claiming that it had insufficient evidence to support any of the demarcation options conclusively, ruled on the 4th of August 1995 in favour of the four Metropolitan substructures model on the basis of that it was '*better balanced*' in racial terms (Allan, 2000:16).

4.5.4. A model of the Greater Johannesburg Metropolitan Council and its substructures

In 1995, there was a Metropolitan Council and four Metropolitan local councils in Johannesburg. Figure 4.1 in this chapter depicts the Greater Johannesburg Metropolitan Council and the four local councils.

Greater Johannesburg covers an area of approximately 1284121 square kilometres and has the largest budget of all the metropolitan areas. It was divided geographically into Northern, Southern, Eastern and Western metropolitan substructures (NMSS, SMSS, and WMSS). The NMSS covered areas as far apart as Lanseria in the north and Kliptown in Soweto to the south. The SMSS included the Johannesburg Central Business District and stretched down to Orange Farm to the south. The EMSS ran from the east of the CBD, taking in suburbs like Hillbrow, Yeoville and Berea and running northwards so as to encompass most of Sandton and Alexandra. The WMSS included Dobsonville in Soweto and Roodepoort. (Emdom 1998:24).

Table 1 depicts the estimated rate income of the four substructures in 1998.

	Rates Estimate (millions)
EMSS	R642924
NMSS	R312384
SMSS	R430506
WMSS	R88568

Source: Emdom 1998: 24

Table 2 sets out the number of Councillors and the breakdown between ward and proportional Councillors. The number of wards is also provided.

Table 2: Ward and Proportional Councillors in 1995

Structure	Councillors	Proportional	Ward	No of wards
Metro	50	20	30	
EMSS	60	24	36	36
NMSS	50	20	30	30
SMSS	70	28	42	42
WMSS	40	18	24	24
TOTAL	270	108	162	132

Source: Emdom 1998: 24

There were 1479 voters in the 1995 Local Government Elections in the Greater Johannesburg Metropolitan Council. Each Council had established a number of committees in terms of Sections 59 and 60 of the Local Government

(Administration and Elections) Ordinance, no. 40 of 1960. There was little consistency regarding the use of delegations to committees in the five councils. Section 59 Committees were committees that did not have decision-making powers and were purely advisory bodies without delegated powers. Any agreements reached in a Section 59 Committee had to be referred to the Executive Committee for decision (Emdom 1998:4).

Allan (2000:49) stated that the restructuring of the Johannesburg City Council comprised of three phases. The first two years of transition in Johannesburg (1995-1997) were marked by a period of growth without sustainability as each of the four separated and nominally independent substructures struggled to build separate and viable organisations. The second phase of change and transition (1997-1999) was described as a period of sustainability without growth, marked by a process of trying to stave off financial collapse and ensuring the solvency of the Johannesburg City Council.

The Johannesburg Metropolitan Council was established in December 2000. Four administrations were integrated into one City. The size of the City of Johannesburg's area of jurisdiction is 1384 square kilometres. The City of Johannesburg Emergency Services comprises of 1200 personnel and it has an operating budget of R247 million and a capital budget of R6 million (capital) per year (City of Johannesburg Emergency Management Services Report, May 2002).

The third phase of change from 1999 sought to overcome the fundamental problems identified in the first and second phases by bringing about growth on a sustained level viz. growth with sustainability. This was in essence the central tenet of the iGoli 2002 plan (City of Johannesburg Emergency Management Services Report, 2002).

The new Johannesburg Unicity Metropolitan Council comprising of Midrand, Modderfontein, and the Greater Johannesburg Metropolitan Council and the Northern, Eastern, Western and Southern Metropolitan local councils were established after the 1995 local government elections. (*iGoli News*, July 1999).

4.6 THE IGOLI 2002 PLAN

4.6.1 Introductory Orientation

This section covers the iGoli 2002 plan and its objectives regarding restructuring of the Johannesburg City Council

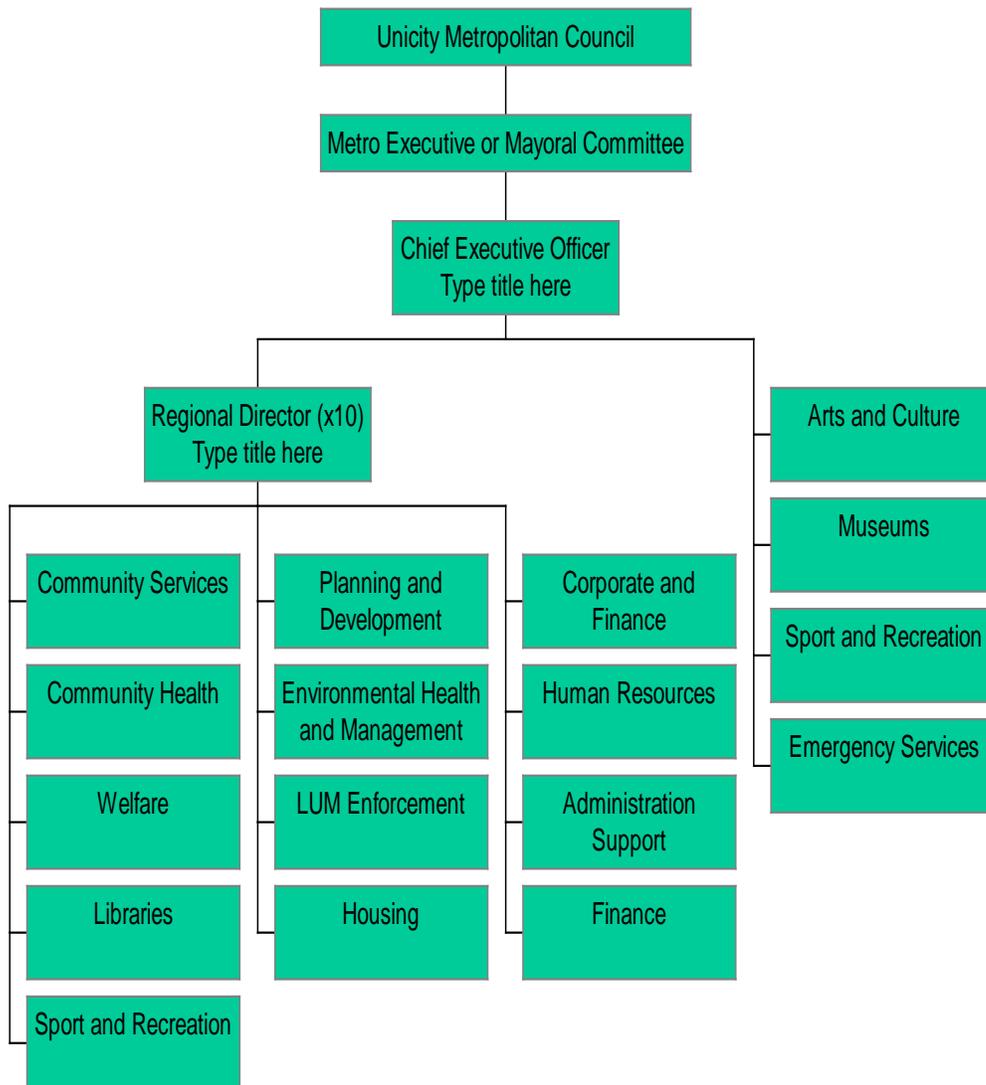
4.6.2 The iGoli 2002 Plan in focus

The iGoli Plan had as its objective enhancing service delivery, promoting accessibility, facilitating community participation, ensuring political involvement and facilitating local policymaking. It proposed the establishment of public utilities for water and sanitation, electricity and waste management and agencies for roads and storm water drainage, parks and cemeteries (De Villiers 2001:53). It should be noted that at that stage, these services collectively constituted 50 per cent of the Council's staff members and operating budget. It was believed that the establishment of utilities and agencies would ensure sound management practices, efficient and effective service delivery and stabilise the Council financially. Certain activities not considered to be core business notably stadiums, non- strategic land, Metro Gas, Rand Airport and the Fresh Produce Market were earmarked for privatisation. It was felt that this only constituted 3 per cent of the Council's business and will raise additional revenue to develop much-needed infrastructure. It was envisaged that certain functions like the Zoo, the Civic Theatre, the bus service and council owned farms would be corporatised. This would take the form of a housing company, a property and projects company, and an urban economic research institute and project specific operations. The core administration of the Council (excluding utilities, agencies and corporatised units) would be split into a central administration which will

perform the “client function” and regional administration the “contractor” function (Greater Johannesburg Metropolitan Council, 1999a: 4).

Figure 4.7 depicts the client function and the regional administration the contractor function.

iGoli 2002 Regional administration The "Contractor"



Source: iGoli News July 1999

An integral part of the Plan was the financial programme aimed at ensuring sustainability by reducing the operating deficit, improving payment levels, reducing wastage and improving efficiency to sustainable levels.

There was opposition to the iGoli Plan from inter alia, the trade unions and a variety of non governmental organisations under the banner of the Anti-Privatisation Forum. In addition, there was also opposition to the process from within the ruling party, that is the African National Congress. Furthermore, there was also a lack of support from certain quarters within the administration (De Villiers, 2001:63). SAMWU (South African Municipal Workers Union) along with other organisations has long opposed the iGoli 2002 plan. SAMWU was prepared to be involved in local government restructuring but not in a way that undermined service delivery to its constituency. SAMWU believed that running local government along business principles would only benefit the rich and the poor would suffer. In other words, SAMWU was referring to the privatisation of some of Johannesburg City Council's Departments such as the Johannesburg Zoo and Johannesburg's fresh Produce Market. In iGoli News (1999), it was stated that the reasons for restructuring the city were as follows: while Johannesburg was growing, the new infrastructure was shrinking. That was because of the financial crisis. In 1999, the City Council had arrears owed to the Council of R2, 1 billion that grew by R33 million a month. The council had no savings in the bank. The Council owed the banks, R2.8 billion. In 1999, the Council paid a debt of R615 million to the banks (iGoli News, July 1999).

Greater Johannesburg's iGoli 2002 plan was to address the critical financial and institutional problems that faced the Council. It was based on the understanding that those problems substantially contributed to poor service delivery (iGoli News, July 1999). iGoli 2002 was established to be a win-win plan. It was stated that no workers will lose their jobs and residents will get better cheaper services. Businesses will prosper. The main objective of iGoli 2002 was to improve service delivery and save the city from financial ruin. It was a plan designed to transform

within three to ten years the city and its suburbs into the most efficiently run municipality in the country (*The South*, April/May 1999).

Bernstein (2000:30) pointed out that when the first Johannesburg post apartheid Council was established in the mid-1990s, it concentrated on reducing disparities in services. Service levels in the former black townships and informal settlement were significantly lower than elsewhere in the City. Announced in March 1999, iGoli 2002 was a three-year development and transformation plan aimed at addressing the financial and institutional problems facing metro government (Bernstein, 2000:34).

Clarke and Gaile (1998:36) stated that ideas by local officials about globalisation and restructuring recognised that new local roles are possible but remain uncertain about the consequences of different local paths. Poor service often fuel public reactions, which result in protest. However, poor service can also easily turn into disenchantment, cynicism and a lack of engagement. The best forms of public engagement arise out of a positive partnership borne out of good service and not out of professional paternalism or poor service (Goss 1999:88).

According to Goss (1999:15), if services are to become more effective in many circumstances the status quo is not an option. Even when current services work smoothly and well, new strategies and service excellence initiatives need to be implemented. There may be duplication between different agencies, use may be made of bureaucratic processes that are outdated, services may not be user-friendly, or it may just be that new technology or innovation by competitors has created better ways to do things.

The enormous amount of restructuring and reallocation of staff, which inevitably followed the abolition of the former local authorities, produced a large exodus of experience from local government. This exodus was exacerbated by the long-

standing drift of professionals from the public to the private sector in Johannesburg (Cameron 1999:188).

According to Phillip van den Heever, the Director of First National Bank Local Government and Privatisation Unit, the debate surrounding the restructuring of state assets has highlighted areas of conflict between the government and unions. The first area is the issue of job security versus improved efficiency. The second concern was the broad ownership versus a commercially accountable management. Contracting out of government services could satisfy both sides without removing the responsibility of service provision from the local authority (Mail and Guardian, 20 September 1996).

Johannesburg's top four city officials, viz. the City Manager, Transformation Manager, Chief Finance Manager and the Labour Relations Manager received a whopping R600 000 performance bonus for completing two thirds of their plans to transform Johannesburg into a mega-city despite complaints from residents of declining municipal services. The bonus came at a time when relations between the council and municipal unions over the iGoli 2002 restructuring plan have soured. Johannesburg was in a crisis and service delivery was getting worse. John Lambson of Sandton Ratepayers' Federation stated that bonuses should not have been paid because of the poor state of emergency services (*Sunday Times*, 24 September 2000).

4.6.3 The objectives of the iGoli 2002 Plan

The restructuring of the Johannesburg City Council are outlined in the iGoli 2002 plan. IGoli 2002 was essentially a three –year strategic plan. It involved the structural transformation of metro functions with a view to ensuring enhanced and more cost-effective service delivery. It achieved this by reducing fragmentation, eliminating duplication, improving accountability, focusing on human resources development and providing performance incentives. From an organisational

perspective, iGoli 2002 plan sought to put in place 'sensible' structures that would deliver services at greater levels of efficiency (Allan, 2001:53).

Former State President Nelson Mandela endorsed the iGoli 2002 restructuring plan in July 2000 but urged the Greater Johannesburg Metropolitan Council to ensure that the plan satisfies the communities it is suppose to serve. Mandela's comments came at the wrong time because the plan's implementation was under fire from organised labour and communities who have dismissed iGoli 2002 as "*an attack against the poor*" (Woza News, 4 July 2000).

The objectives of restructuring the Johannesburg City Council are as follows:

(a) Political governance reforms in iGoli 2002

- A critical component of iGoli 2002 was the decision to move from the two-tier government system, in which both Metro and its substructures had original powers and functions. The Unicity approach addressed the problem of fragmentation in political governance. Previously, five councils governed the city, each of, which made decisions based primarily on the interests and concerns of the geographical area for which they were responsible (Allan 2001:54).

(b) Institutional reforms

- Fragmentation was a key feature of the administrative structure. Johannesburg had five individual and autonomous local government administrations. There was a considerable duplication of powers, duties and functions across the five councils. The primary goal of the iGoli 2002 structure was to put in place a single central administrative body to manage and co-ordinate activities. Functionaries in the central administrations are given the authority to administer a number of central distribution functions, eleven regional administrations, five utilities and agencies, and corporatised entities (Allan 2001:56).

(c) Reforming service delivery

- A key element of the iGoli 2002 strategy for service delivery was the establishment of utilities, agencies and corporatised entities (UACs). A

UAC is a municipal business enterprise. It is defined in the Local Government Municipal Systems Act, no.32 of 2000 as a company under the ownership and control of a municipality, which is assigned the financial and operational authority to provide goods and services in accordance with ordinary business principles (Allan 2001:56).

(d) Financial reforms

- A number of objectives underlie the budget reforms introduced by iGoli 2002. The first was to introduce a system of multi –year budgeting to encourage better planning and to link budgeting and planning. The second objective was to develop budget formats that are clear, concise and free of ambiguity. The third objective was to promote greater involvement in the preparation of the budget by councillors, the executive and citizens. The fourth objective was to provide for in-year reporting system to allow for the early diagnosis of financial problems in local government. An important element of the iGoli 2002 plan was the decision to implement a three-year financial operating plan (Allan 2001:59).

The proposed new institutional structures of Johannesburg in the iGoli 2002 plan entail the following salient features:

- A single Metropolitan Council for Greater Johannesburg(Unicity)
- The creation of utilities for water and sanitation, electricity and waste management.
- The creation of agencies for roads and storm water, parks and cemeteries
- The privatisation of Metro Gas, land, housing, the fresh produce market, and airport and stadiums.
- The corporatisation of the Zoo, the Civic Theatre, farms, housing company; property and projects, urban and economic research and promotion and special projects such as the Newtown Development Authority (The South April/May 1999).

A business re-engineering programme proposed:

- changing attitudes, culture and values defining minimum competencies required for employment ; and
- setting performance management frameworks and designing performance contracts for the posts in the structure (The South April/May 1999).

The iGoli 2002 Plan's aim was to outline the Johannesburg Council's core functions as follows:

- Council's core administration was supposed to split into a central administration and a regional administration.
- Central administration had the responsibility to perform client function by regulation, policy formulation and management of contractual arrangements (iGoli news July 1999).

The iGoli 2002 Plan represents one of the most far-reaching and ambitious institutional transformation programmes in the public sector and for Local Government in particular (Greater Johannesburg Metropolitan Council, July 2000).

4.7 THE IMPLEMENTATION OF THE iGoli 2002 PLAN IN THE RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL.

4.7.1 Introductory Orientation

The restructuring of Johannesburg City Council involved a complex process; including rigorous programmes and projects management, the management of labour relations, addressing outstanding human resources issues and managing the migration of staff to utilities; agencies, corporatised entities and the central administrations (Greater Johannesburg Metropolitan Council, July 2000).

In October 1997, the Member of the Executive Council (MEC) for Developmental Planning and Local Government issued a General Notice no.3192 of 1997. The notice provided for the creation of a management committee made up of Ten

councillors, two from each local council and two from the metropolitan council and this became known as the Committee of Ten that represented, the Johannesburg City Council during the implementation process of restructuring the City. The South African Municipal Workers Union and Independent Municipal Allied Workers Union were the main actors of the implementation programme of the restructuring of Johannesburg City Council (Allan, 2001:34).

The City of Johannesburg faced a number of difficulties in implementing iGoli 2002. None was more intractable than negotiating the proposed changes with the representatives of those whom the plan would affect most immediately. From the start, the South African Municipal Workers Union (SAMWU) and the Independent Municipal Workers Union (IMATU) were sceptical of the former city manager Ketso Gordhan's proposal for the future administration of the city (Allan 2001:163).

Discussions with labour started in January 1999. In the second week, the City Manager met a number of times with SAMWU's branch and regional leadership for informal discussions and in February 1999, held meeting with the Regional Executive of IMATU. On the 6th of April 1999, SAMWU wrote to the City Manager's office demanding that a moratorium be placed on the implementation of the iGoli plan. Still intent on appeasing labour, the City Manager agreed and at a workshop on 21 April 1999, announced a two-month moratorium on the iGoli 2002 Plan, effective as of that date. Discussions with labour continued during the two-month moratorium period. From May to September 1999, the work of the special Negotiations Committee comprising of IMATU, SAMWU and the Johannesburg Metropolitan Council began and between September 1999 and January 2000, a dispute mediation proposal was presented to the unions. The second half of 2000 saw concerted negotiations and industrial action on some of the restructuring issues not resolved. Generally speaking, however, the period between July and November 2000 heightened tensions between the City of Johannesburg and the Unions. Despite last attempts by the City to seek an

interdict, SAMWU and IMATU were granted leave for a protected strike on 16 November 2000(Allan 2001:177). On 4 December 2000, all strike action was postponed and IMATU and SAMWU engaged in negotiations and the implementation of iGoli 2002 plan with the new leadership of the Johannesburg City Council (Allan, 2001:178).

The successful implementation of the iGoli 2002 Plan will result in Greater Johannesburg Metropolitan Council meeting its obligation to provide effective political governance, promote social and economic development, provide sustainable efficient and effective service delivery, ensure a safe and healthy environment and promote community participation and involvement in local government (Greater Johannesburg Metropolitan Council, July 2000).

4.7.2 The main actors in the implementation process

Wide ranges of stakeholders were consulted on the iGoli 2002 plan. These included:

- Councillors (all Greater Johannesburg Metropolitan Council and the Metro Local Council councillors.
- Management
- Labour(Bargaining Council, Shop stewards, SAMWU and IMATU
- National Government.
- Provincial Government (Provincial Cabinet and Members of Executive Councils (MECs).
- South African Local Government Association (SALGA).
- Gauteng Association of Local Authorities.
- Residents, ratepayers and civic associations.
- Business.
- Political parties(ANC, DP, NNP, IFP, UDM and SACP)
- Trade union federations(COSATU and FEDSAL
- Embassies and Donor agencies (The South April/May 1999).

4.8 THE EFFECTS OF THE RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL ON THE JOHANNESBURG EMERGENCY MANAGEMENT SERVICES.

4.8.1 Introductory Orientation

The restructuring process of the Johannesburg City Council had the following effects on the Johannesburg Emergency Services as follows:

a. Appliance or equipment availability

- Age, condition and reliability of fleet questionable.
- No planned fleet replacement programme.
- Poor vehicle resource management.
- Management deficiency.
- Budget restrictions, including capital.
- Suitability of appliance in relation to risk profile questionable.

b. Hydrant inspection/maintenance

- Inspection frequency excessive.
- No planned inspection, reactive only.
- Inspection procedure weak.
- Hydrants not standard throughout area protected.
- Flow/pressure readings:
 - Not available
 - Not carried out

c. Control Centres

- Co-operation between municipal departments is uncoordinated
- Insufficient staff
- Lack of availability of dedicated emergency lines for incoming calls
- Equipment provision below minimum or technology lacking
- Telephone services cut off and switchboards repossessed due to non-repayment.

d. Equipment maintenance

- Excessive repair time and the high percentage of the fleet not in service
- Lengthy authorisation purchase procedure.
- No scheduled servicing and lack of response to defects.

e. Management including budget and policies

- Funding deficiencies
- Personnel selection, appointment and advancement criteria:
 - considered restrictive and bureaucratic;
 - ignored; and
 - non-existent
- Improvement recommendations identified and motivated by emergency services management not implemented.
- No appliance replacement programme.
- Emergency Service Management unstructured.
- Transfer of staff due to the consolidation of Transitional Local Councils and formation of Metro incomplete or ineffective.
- Nepotism.
- No budget.
- Transition lacked planning and co-ordination.

f. Fire Prevention

- No dedicated fire safety function
- Unable to offer comprehensive fire safety function with regard to one or more of the following:
 - plans and design review;
 - Inspection during construction; and
 - Scheduled inspection function.
- Outside involvement of staff in rational design.
- Co-operation with building control lacks synergy (Report on the fire function of the Emergency Services in South Africa 1998:2-4).

- Inefficiency and ineffectiveness within the Johannesburg Emergency Services.
- High rate of resignation of experienced personnel because of uncertainty of the new structure.
- The inefficiency and ineffectiveness of the centralised control centre.
- Shortage of staff to operate new fire engines and ambulances.
- Inadequate training and lack of ambulance fleet because of financial resources (http://www.joburg.org.za/ems_services.stm).

The current situation in the City of Johannesburg Emergency services is bad because top management does not involve workers in decision-making. There is no adequate training and top managers do not have enough Medical and Fire Emergency service background. The Control Centre is ineffective because the Emergency Services personnel receive Emergency calls very late and as a result, their response time to the accident or fire scene is affected. There are differences in salary scales and a lack of marketing Emergency Services through Radio, Television and Newspapers (http://www.joburg.org.za/ems_services.stm).

Beall *et al* (2001:5) states that Johannesburg like the rest of post –apartheid South Africa, is in an extended period of political, economic and social change. It is also in the throws of a fiscal crisis that is being closely monitored across and even beyond the country. Seldom has a municipal budget held so much significance for such a wide range of parties as that of post –apartheid Johannesburg. The discourse of the budgetary crisis, of municipal bankruptcy and the imperatives of sound financial management now dominate the post – apartheid local government agenda alongside and some argue, in conflict with the pro-poor rhetoric of developmental local government. Other metropolitan areas in South Africa (notably Durban) have much sounder financial balance than the nation's primary city. But it is Johannesburg that is the wealthiest urban area. Despite having huge financial resources, the city has recently encountered major financial problems. In October 1997, the central government, anticipating that

Johannesburg was heading for a large budget deficit, imposed a system of financial administration on the city (Beall 2001:7).

In the South African Civil Society and Governance Case Study no. 5 of 2000, the effects of restructuring of Johannesburg City Council are highlighted as follows:

- Disparities in ward demarcations (size/proportionality of wards. It is a key principle of democratic governance that every voter should be equal. Therefore, every elected representative should be accountable to roughly the same number of voters. This problem should have been addressed in the ward demarcations, which was due to have been completed in preparation for the 2000 Local Government elections.
- Lack of leadership and diminished moral authority of local government: The abuse by many politicians and public servants of their positions in local government has given local government a bad name amongst many in the electorate. Councillors from all represented parties voted themselves huge pay increases and allowances after taking office.
- Lack of delivery as promised. The poor image of local government has been worsened by their inability to deliver. Both poor and affluent communities complain about the lack of and/ or poor quality of services being provided.
- Poor quality services: In many communities, both rich and poor, the quality of services has not improved at all, is variable, or has deteriorated. As a result, residents are less and less willing to agree to pay higher rates or service charges.
- Privatisation of service provision. The failure of the public sector to provide cost- effective services has led local government, in some cases on the advice of foreign- funded consultants who are familiar with the South African context, to move towards the privatisation of those services.
- Inefficient billing processes. This point speaks to the general perception those local government management systems and procedures are weak.
- Unresponsive public servants. Public service employees unlike elected officials are not held accountable for the quality and accuracy of their work.

Repeated criticism has been expressed that public servants who provide poor service or who do not take their responsibilities seriously are not penalised.

- Inequitable treatment of ratepayers. For reasons of political expediency, local government officials have shown leniency towards certain defaulters (town supporters) and toughness with others (white suburbanites). They have preferred to avoid taking the necessary hard decisions, which might make them less popular but lead to more efficient government (Camay 1997:39-40).

4.9 UNION RESPONSES TO THE RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL

4.9.1 Introductory Orientation

SAMWU rejected the iGoli 2002 plan to restructure the City of Johannesburg and called for a moratorium on all restructuring plans with immediate effect. Reasons for this demand came after careful consideration and are as follows:

- iGoli 2002 has failed to set out goals and time frames for extending service delivery to the disadvantaged and therefore could not guarantee the transformation of the city in a way that would benefit the poor.
- Council has wasted hundreds of thousands of rands in shrouding iGoli 2002 in secrecy through hiring private consultants to design the process rather than making use of democratically elected Councillors and paid officials to drive the transformation of the city in consultation with other stake holders.
- The plan has clearly not been based on a cost – benefit analysis or socio-economic study of the needs of the community. Some of the most profitable assets, such as the Fresh Produce Market, were up for sale for at ridiculously low prices.
- SAMWU did not believe that there was a “financial crisis” in Johannesburg that could be improved by selling off profit making and job creating assets. Any restructuring plan must first rectify areas of where money is being wasted.

- iGoli 2002 saw workers as a “problem” in the style of the old apartheid politicians and has avoided the approach of negotiations and collective bargaining. There was an arbitration process between the employer and the union because of the dispute with regard to the 1998’s restructuring plans that have been launched under another name. This double dealing showed clearly that the employer used bad faith bargaining as a tactic and brought into question the credibility of the bargaining council
- A national framework agreement on municipal restructuring was concluded in 1998 between all municipalities and COSATU, which iGoli 2002 completely ignored. This brought into question the authority of national government in driving negotiations around local government issues.
- SAMWU has not been consulted on the restructuring process, which radically altered the conditions of services of members, especially in the services designated for privatisation. This contravened the Labour Relations Act (Press Statement: SAMWU responds to the restructuring of plan for Johannesburg, 7 April 1999).

The President of SAMWU believed that iGoli 2002 Plan favoured the rich and highlighted some of SAMWU’s objections towards the plan as follows:

- iGoli 2002 will be the model for the rest of the country’s metro cities.
- iGoli 2002 was launched as a non-negotiable blueprint.
- People who have never worked in municipalities drafted iGoli 2002.
- The wealth of information that workers have about the problems and weaknesses in the council was ignored.
- iGoli 2002 didn’t take into account that the infrastructure needed to be maintained and it undermined the role of the councillors.
- iGoli 2002 defined clusters that were up for privatisation because they were allegedly not profitable. This is not true because the Fresh Produce Market recorded a massive income of R1, 1 billion during the 1999’s financial year with a profit of over R20-million. Similarly Metro Gas has never operated at a loss (*The Star*, 8 July 2000).

The unions resisted the restructuring programme of the Johannesburg City Council because of the following interlocking arguments:

- The iGoli 2002 plan had not evolved in discussions with local stakeholders and beneficiaries in Johannesburg.
- It was not a homegrown plan; iGoli fundamentally misread the problem facing Johannesburg.
- Its interpretation of the crisis was incorrect and its solutions were also false.
- All aspects of the iGoli plan can be understood within one frame of reference as promoting privatisation.
- An unquestioned commitment to private sector solutions would have a number of deleterious implications in Johannesburg, most notably poorer quality and higher- priced services and the erosion of public service ethics.
- The unions believed that if iGoli 2002 Plan was not opposed, it would be a disaster not only for Johannesburg but for South African Local Government.
- So desperate were the iGoli planners to justify their plan to themselves and others, that they offered various deal sweeteners-such as a three- year job guarantee to silence opposition. Such offers were hollow and, and far from calming fears, implied that anxieties were well founded (Allan 2001:64-65).

Hundreds of Johannesburg Municipal workers took to the streets on 3 July 2000 to protest against the city's iGoli 2002 privatisation plan. The protest followed the decision made by the City Council to go ahead with the first phase of its implementation plan, which will result in four Council's assets being taken over by private companies (SABC News, 3 July 2000). The Congress of South African Trade Unions (Cosatu) has thrown its weight behind the South African Municipal Workers Union (SAMWU) in its opposition to elements of the privatisation of Johannesburg in Johannesburg iGoli 2002 plan. The disagreement between Cosatu and the Council emanated from the fact that certain aspects of iGoli 2002 were not consistent with the principles outlined in the documents, especially the

National Framework Accord on municipal service restructuring (Business Day, 20 Jan 2000).

The Framework Agreement for the Restructuring of Municipal Services signed between COSATU and the South African Local Government Association in December 1998 was ratified in the Central Chamber of the Bargaining Council in October 1999. This meant that all municipalities without exception, must abide by the Framework as a document that their employer representatives have legally bound them to. The iGoli 2002 plan falls outside of the Framework Agreement, which stipulates that before any service can enter into a partnership with the private sector, all public alternatives must have been exhausted (SAMWU Press Statement, 5 October 1999).

4.10 CONCLUSION

In the wake of the smooth political transition from apartheid to a democratic dispensation, one would have expected the same kind of change in local government. However, transformation of the public service is proving to be a rocky road as exemplified by poor delivery of services.

Chapter 4 has introduced the reader to the importance of the restructuring of the Johannesburg City Council and as a case study for this dissertation. The process of the restructuring of Local Government in South Africa is still underway and has an impact on the whole functioning of Local Government. The local government system prior to the democratisation of the Johannesburg City Council was outlined in order to give a clear understanding about the previous local government administration. The Metropolitisation in the South African context was briefly discussed because Johannesburg was transformed from a City Council to a Metropolitan Council. The historical overview of how Johannesburg became a unicity was also discussed in this chapter. The effects of the restructuring of the Johannesburg City Council on the Johannesburg Emergency

Management Services were also discussed. The role of the Local Government Municipal Demarcation Act, no.27 of 1998 in redemarcating the Johannesburg Metropolitan areas boundaries was also shown.

It was pointed out that the restructuring of the Johannesburg City Council came about as a result of an attempt to promote efficiency and effectiveness in service delivery and the role of the iGoli 2002 Plan in the restructuring of Johannesburg City council. It was mentioned that the Municipal Demarcation Act, no. 27 of 1998 played a notable role in the demarcation of the municipal boundaries in the Greater Johannesburg Metropolitan Council. The effects of the restructuring on the Johannesburg City Council Emergency Management Services and the responses of the unions have been outlined in the chapter. The implementation process of the iGoli 2002 plan, its objectives and the main stakeholders were also discussed in this chapter. The political organisational and structural change in the Johannesburg Metropolitan Council was briefly discussed to provide a clear understanding of the current organisational structure in the Council.

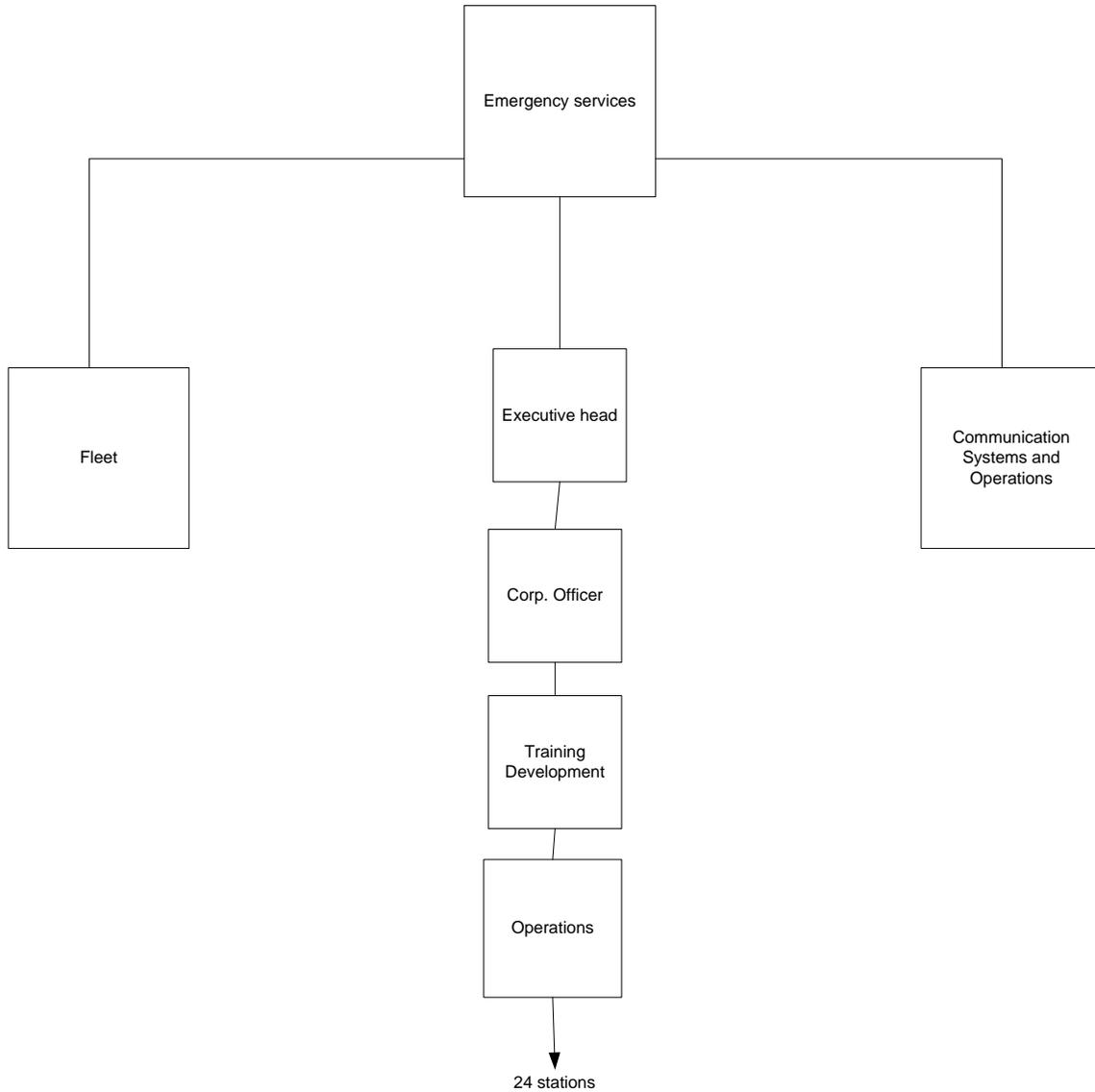
Chapter Five will provide an analysis of data and research findings.

CHAPTER FIVE ANALYSIS OF DATA AND RESEARCH FINDINGS

5.1 INTRODUCTION

Qualitative methodology has been used to investigate the causes of poor service delivery. The qualitative study was conducted by means of interviews with some of the fire fighters who were chosen randomly from five Fire Stations. Interviews were based on the effects of the restructuring of the Johannesburg City Council on the emergency service delivery as mentioned in Chapter Four. The key problem areas outlined in chapter four such as the inefficiency of the Call Centre and a shortage of personnel were confirmed by the findings of the interviews conducted at various Fire Stations. The City of Johannesburg Emergency Management Services comprises of twenty-eight Fire Stations. Interviews were conducted at the five big Stations, which are Fairview, Florida Park Jabulani, Sandton and Midrand. Participants from all the Stations ranged from ten to fifteen people. Open-ended questions were asked in a relatively informal format. The participants were encouraged to answer the questions as honestly and as broadly as possible. Where necessary, issues that needed clarity were followed up so that the discussion would flow. The interviews were recorded. The abovementioned five stations comprise of one hundred and eighty three fire fighters and one hundred and nineteen participated during interviews.

Figure 5.1 depicts how the five Fire Stations were incorporated into the new structure.



Source: City of Johannesburg Metropolitan Council 2002.

5.2 Florida Park Fire Station

The Florida Park Fire Station comprises of thirty-eight fire fighters and twenty-seven fire fighters were interviewed including the Fire Chief. The responses from the twenty-seven respondents were as follows:

The Johannesburg Emergency Management Services is divided into Ambulance and Fire Brigade Services. There is a big shortage of staff and there are long delays in replacing staff who had resigned. Management had spent millions of rands on buying new fire engines but there is not enough staff to man them. In 2003, the condition of the Ambulances was very bad as they were seven years old. The basic Fire Fighting course is the only training offered by the Department and it is good to a certain extent. The City of Johannesburg Emergency Services's Call Centre is called Proton situated in Constantia Kloof.

There is no synergy between the Fire Department and the Traffic Department because of poor communication from the Control Centre. It is very difficult for the incoming calls from both the public and emergency service staff to be attended to. There are not enough dedicated lines for emergency incoming calls.

Complaints are received on a daily basis from members of the public because not only are the lines continuously engaged when they want to report an emergency but sometimes when they eventually get through, they are cut off. The Communication system at the Control Centre is in line with the modern technology; the problem is with the staff at the Call Centre because they are not doing what they are supposed to do. Fire Brigade members are not motivated because it takes top management very long before they could address problems encountered by their subordinates.

Salaries and allowances are not the same from one Station to another Station and it has a negative influence on some of the staff members. The salaries and allowances issue is being addressed but at a very slow pace. If a disaster like the New York 11 September 2001 bombing can strike the City of Johannesburg, it will be impossible for the rescue management to handle it because of a lack of staff.

The Fire Services staff are not happy at all because one person is doing the work of three people and it is very strenuous. Since restructuring, service levels have dropped to the lowest levels. The main contributory factors towards poor service delivery is the lack of staff and a lack of proper training at the Call Centre. The response time from the Station to the scene of the accident is five minutes. There is a need for improvement. New people do not have the proper knowledge.

An additional four Ambulances are needed at the Florida Park Fire Station as there is currently only one ambulance available to service both the Roodepoort and Randburg areas.

There is a very small percentage of well-trained fire fighters capable of using foam to extinguish fires. The City of Johannesburg Emergency Service has the services of a Social Worker and a Chaplain to provide the staff members with counselling pertaining to traumatic situations that they are exposed to while on duty.

The Florida Park Fire Station consists of thirty-eight staff which is divided into different shifts. Top management has tried to alleviate pressure on the current personnel by employing additional sixty-eight fire fighters but it didn't solve the staff shortage problem. Each Station was allocated with four new fire fighters. The main problem that these Stations are experiencing is a shortage of staff. The Florida Park Fire Stations consist of seven firemen per shift and that is not enough. They need twenty-five fire fighters in order to improve the service levels. During a motor vehicle accident they need at least one officer to protect the scene with lights; two firemen with the Jaws of Life; one fire fighter to help the injured and five fire fighters.

The new fire engines can be operated by only three firemen as the rest are not trained to operate them. There are differences in salary packages within the twenty-eight stations and it is one of the causes of the resignation of personnel from the emergency service. There is an advanced system at the Call Centre but

there is no professionalism. Dispatching of calls to Fire and Ambulance Services sometime incur delays of twenty minutes. In January 2002, the Fire Chief saw an accident in Soweto and tried to phone the Call Centre, he couldn't get through for twenty-five minutes.

The fleet was outsourced to a private company called Super Fleet and their service is excellent. During the process of municipal transformation, many people resigned because the pension scheme that had been in place before 1998, was tax-free and there was too much uncertainty about the new management. They were not happy about the salaries because each station was on a different salary scale. Resignations left a very big gap in the emergency service because many people with twenty-five to thirty years' experience left the service.

5.3 Jabulani Fire Station

Jabulani Fire Station has fifty fire fighters and twenty-four fire fighters were interviewed. The responses from participants at the Jabulani Fire Station are as follows:

The lack of resources in Soweto is one of the causes of poor service delivery. There are six Ambulances to service a population of one million one hundred thousand. There is a shortage of Ambulances. The residents of Soweto are not exposed to emergency contact numbers. There is a need for the Emergency Services to market and promote their services to the public. Many people are very ignorant about such services as they don't even know the Emergency Service's contact numbers. The community shows no sense of urgency because many people phone the Traffic Department first before contacting the Fire Station. There is not enough exposure to the public; for example when there is an increase in the tariffs for ambulances, the public at large is not informed about the new rates.

The response target time is 10 minutes. Training is not adequate because there is a need for refresher courses. There is a need for management to establish control measures at Station level. Station managers need to be competitive to train people more about new fire engines. At the Jabulani Fire Station, reservists have replaced staff who have resigned.

Poor communication contributes towards poor service delivery and the Control Centre needs immediate attention. There is a system-related problem and a lack of well-trained staff. They have tried to employ new personnel twice at the Jabulani Fire Station but they have never materialised. Staff members are happy with the salary scales because they were adjusted immediately after the restructuring process was finalised. The purchase of new fire engines boosted the image of the Fire Station. In Jabulani Fire Station majorities of staff members are happy with the restructuring process because their salaries were adjusted to the higher salary scale. The incorporation of the other Fire Stations into the City of Johannesburg Emergency Management Services brought about improved employment conditions for the staff members. However, there is a need for improvement in service delivery.

5.4 Fairview Fire Station

The Fairview Fire Station consists of twenty-seven fire fighters and twenty-one fire fighters were interviewed. The Fairview Fire Station respondents shared their views as follows:

In 1995, Sandton, Randburg, Johannesburg and Roodepoort Municipalities were amalgamated and the Greater Johannesburg Metropolitan Council was formed. The new structure is more complex with a scarcity of resources. It takes a very long time for Management to buy uniforms for all the twenty-eight stations and before amalgamation; decision-making was accelerated and made at the Fire Station.

Top Management is in the process of employing new additional staff but at a very slow pace. The Public complains every day about the poor service they get from the Call Centre. Equipment used at the Call Centre is the latest technology but the problem rests with the staff. Repairs to fire engines are done within the required time but sometimes they wait for parts to be imported as the fire engines are not manufactured locally. There is a dedicated Fire Safety Prevention function. There is a shortage of ambulances, which resulted from delays in the tendering process. There was a tender for the supply of ambulances to the City of Johannesburg Council and after it was awarded, one of the companies who had tendered was not happy with the awarding process and took legal action against his competitor. Court proceedings took a long time to resolve the matter and yet the condition of the Ambulance Fleet is getting worse day by day as they are more than five years old.

Fire fighters with qualifications and experience are not considered for development to higher ranks and this has resulted in low morale and non-performance. Requests for promoting some of the fire fighters to be Platoon Commanders were rejected by the top management. Finance is not a major problem because the Gauteng Provincial Government funds the Department; the problem is the implementation of the Emergency Service Policies.

New fire engines are bought without considering the shortage of manpower. There is not enough staff to man the new fire engines. Many people have resigned because of the uncertainty within the centralised structure. The current training program in place entails basic fire fighting and paramedic courses. The fire engines are in a very good condition because they are still brand new.

Different salary scales contribute towards negativity amongst the fire fighters. Fire fighters are negative towards their work because new staff members earn R200.00 less than a fire fighter that has more than ten years experience. If salaries could be addressed, staff will be motivated to perform according to the

set standards of performance. Staff who have resigned are not immediately replaced. There is no immediate response from top management in as far as the maintenance of Stations is concerned. Top management does not respond quickly enough to queries or problems.

There is no synergy between the Traffic and the Fire Departments because of the poor communication system. It is very difficult to get through to the Control Centre telephonically as well as through the radio system. It is frustrating for the public because sometimes you find that there is a house burning and while on the phone you get cut off. The Control Centre system is in line with the system used in the United States of America.

The Control Centre dispatches calls late resulting in fighting breaking out between the public and ambulance attendants. Thorough investigation needs to be done to improve the service at the Control Centre. They must start dispatching calls quickly because they are capable of handling calls but there is a problem with response times, which should be at least ten minutes maximum. Salaries, the Control Centre, a lack of staff and the state of the Ambulance fleet are the main problems that need immediate attention.

Top management must get the Command Centre to function according to the public's needs. At the Call Centre, calls are sometimes held for thirty minutes and when the response car eventually arrives at the scene, people are angry. There is a need to alleviate the red tape when there is an opportunity for promotions. There are social workers but they are not active enough with regard to personnel counselling.

5.5 Sandton Fire station

The Sandton Fire Station comprises of thirty-one fire fighters and twenty-two of them participated during the interviews. When the interviews were conducted they responded as follows:

Service levels dropped to the lowest levels. The main cause of poor service delivery is that top management do not keep the staff happy and as a result, people have resigned. Sandton Fire Station used to have thirty-four staff members per shift but now the Sandton Fire Station operates with only, six staff per shift. Top management do not want to attend to problems identified by the junior personnel and they do not allow them to participate in problem solving and decision-making. Decisions are made from top to bottom. At the Sandton Fire Station, ninety percent of the staff has resigned to join private sector companies such as Africare and NetCare and they have, to date, never been replaced. In the past, the Sandton Fire Station used to have three fire engines, five ambulances, four response cars, one protection unit, one grass unit and a tanker. Today, it only has one fire engine and one ambulance with the response unit also no longer in existence.

Fire fighters are no longer motivated to study because there are no more incentives and promotions whenever they have developed themselves academically. The previous Sandton Fire Station management used to have a point system whereby if a fire-fighter furthers his/her studies, he/she would be given a salary increase as well as a normal annual salary increase. Now, the staff only receives an annual salary increase. Stations are no longer clean because there is not enough staff and when there is a crisis, other stations are normally called for back up.

Salaries and a lack of incentives are some of the contributory factors towards a lack of motivation and productivity. The newly employed fire fighters are earning

almost the same as a person who have fifteen years of service as a fire fighter. Resignation by experienced staff has contributed towards poor service level. Salaries, allowances and incentives differ from one station to another.

The Emergency Management Services top management team is not making much of an effort to address the crisis of the current problems pertaining to the bad condition of the Ambulance Fleet. There was a tender for the supply of a new Ambulance fleet to the City of Johannesburg Council and it was awarded to one of the companies who had tendered. Unfortunately, his rival was not happy about the manner in which the tender was awarded and decided to take him to the Court. It is the responsibility of the Emergency Management Services to intervene by putting interim measures in place to alleviate the problem of the collapsing Ambulance Fleet.

Staff members of the Sandton Fire Station are not keen to receive training in the usage of new fire engines, as they perceive Management of giving them more responsibility without rewarding them according to their performance. Not enough learning takes place at the Fire Training College. Instead when the fire fighters are attending courses, they have to clean the building during the training period.

The quality of the training programs do not do much to develop the staff. The instructors are inexperienced and lack the necessary fire technology background. The Communication System at the Call Centre is getting worse daily and at the Sandton Fire Station, the Crisis Control Tower is no longer in use.

The Emergency Service personnel sometimes receive emergency calls dispatched by the Call Centre after the accident has already been cleared. The selection criteria should be changed especially regarding the appointment of female staff as the carrying out of fire services, involves carrying some heavy equipment. In many instances of the time, women are reluctant to undertake certain duties.

Service levels are low as people are no longer working to serve the community; instead they are working for a living. Top managers are highly educated but do not possess the necessary fire fighting experience and background and they are expected to implement good strategies during a crisis.

Immediate attention should be given to the inequalities of remuneration. Perhaps then the staff will start to perform according to the set standards of performance. The response time to fire or motor vehicle accident scenes is affected by the late dispatching of calls to the Stations by the Call Centre. There are no disciplinary measures in place to combat the following acts of misconduct on duty: drunkenness; absenteeism; and the reckless driving of ambulances and fire engines. The staff is not well trained to handle hazardous chemical spillage and fire fighters have a tendency to avoid the situation because they don't even have appropriate protective clothing.

There has been an increase in structural fires and since 1998, forty two thousand fires have been reported. In 2001, Makro in Woodmead went up in flames and only one fire engine arrived on the scene with only five firemen from the Sandton Fire Station. They couldn't save the building as a result of a lack of manpower. Fire fighters are no longer keen to risk their lives to save buildings because they are not rewarded according to their efforts.

5.6 Midrand Fire Station

The Midrand Fire Station consists of thirty-seven fire fighters and twenty-five of them were the respondents during interviews. The response of the participants at the Midrand Fire Station is as follows.

In 2001, Midrand Fire Station was the last fire station to be incorporated into the City of Johannesburg Emergency Management Services. Since the Midrand

Council was incorporated into the City of Johannesburg, its Emergency Services have deteriorated to the lowest level.

There is a shortage of manpower and the Johannesburg Emergency Services organisational structure is more complex with scarce resources. At the Midrand Fire Station there is not enough staff to man the new fire engines. Staff are still trying to re-orientate themselves in the new structures as change is very difficult for some of them.

Many people have resigned as they were uncertain about the new structure as being told that they would be earning the same salaries for the next three years. Funding of the Emergency Services is not sufficient to address all the financial problems pertaining to salaries and allowances. There is no proper orientation program for the newly appointed staff. Insufficient training has resulted in various fire fighters not being able to deal with the workload.

There is a perception about the problems at the Call Centre. Some people say the system is not right and others say the staff is not performing. The public is complaining daily about the Call Centre. The new management structure has many channels and too much bureaucracy exists. The staff is very unhappy about several issues such as training and promotions. Subordinates are not consulted to participate in the decision-making process. There is a need for an improved communication system.

The City of Johannesburg Emergency Management Service newsletter is not addressing what it is supposed to address. Whenever problems are forwarded to top management for their attention, they are not resolved and there is no feedback to the subordinates. New members of the Emergency Management Services are receiving more money than staff members with ten to fifteen years of service. There is a big gap in salaries between the Stations and incentives such as performance bonuses also differ from Station to Station.

The increase in the number of structural fires can be attributed to a lack of manpower as well as the age of the buildings. One social worker is available to provide the staff with counselling if required but his/ her services are not well implemented. There is only one social worker responsible for twenty-eight Fire Stations and there is a need for more social workers to help with counselling.

There is a high rate of divorce within the Emergency Services because of high stress rates resulting from traumatic situations on duty. Stress is slowing down productivity and concentration. There is not enough exposure and advertisement of Emergency Services to the public at large.

5.7 RESEARCH FINDINGS

There are a number of problems that affect the Emergency Services. These are problems that can be addressed since they have been identified. The fortunate thing is that the relations are improving in the Emergency Services, which should make it much easier to address the issues that are related to service delivery.

5.7.1 Overall findings

The overall concerns that were raised by almost all Fire Stations were as follows: Staff shortages; the appalling state of the ambulances; differences in remuneration structures; the Call Centre and the lack of staff developmental initiatives.

5.7.2 KEY PROBLEM AREAS INVESTIGATED

5.7.2.1 Shortage of staff

All the Fire Stations where interviews were conducted, have one common problem, viz. of a lack of manpower. Top management has leased brand new

fire engines but there is not enough manpower to operate them. Whenever there is a call, fire fighters are working under stressful and strenuous conditions to respond to the calls.

5.7.2.2 Difference in remuneration structure.

It was found that each Fire Station has a different salary scale. Newly appointees are earning two hundred rand less than experienced fire fighters (Those with ten to fifteen years of service). This, in essence, demotivates the experienced fire fighters and results in poor service delivery.

5.7.2.3 The City of Johannesburg Emergency Services Fleet

It was established that ambulances that are used are seven years old and are in an appalling state. At the Florida Park Fire Station, one ambulance is being used to cover the Randburg and Roodepoort areas. According to the fire fighters and the paramedics, they need at least three ambulances in order to carry out their duties effectively. At the Jabulani Fire Station, there are only six old ambulances to service a population of more than 1 million people. This is contributing towards poor service delivery. All Fire Stations are experiencing the same problems of having few ambulances in poor condition which are expected to service a big area. In October 2003, the Gauteng Provincial Government donated new ambulances to the City of Johannesburg Emergency Management Services. However, the problem of staff shortages is still the main concern amongst the staff members.

5.7.2.4 The Control Centre.

The Control Centre is perceived to be inefficient. As a result, this affects everyone in the Johannesburg Emergency Management Service and the public. Calls are dispatched late. The public and Emergency Service personnel are

disconnected when reporting an emergency. There is a lack of co-operation or co-ordination between the Traffic Department and the Fire Department. Staff members who work at the Control Centre are not properly trained to handle emergency calls. There is a lack of dedicated emergency lines for oncoming calls. This makes it difficult to get through at first when trying to make an emergency call to the Control Centre.

5.7.2.5 Human Resources Development.

Fire fighters are developing themselves academically so that when the opportunity arises for them to be promoted they should be ready but top management is stopping the promotions. There is too much bureaucracy that occurs especially in the City of Johannesburg Emergency Service. People are no longer motivated to do their best and this has a negative impact on service delivery.

5.7.2.6 Lack of Emergency Services exposure to the public

Most members of the public are not aware about the presence of emergency services in their communities. There is not enough awareness among the public about the presence of Emergency Services within their community. Most people do not even know the contact numbers for the Emergency Services.

5.8 CONCLUSION

This chapter outlined the key problem areas and issues investigated at five different Fire Stations. The objective of the interviews was to assess the participant's knowledge of experience as well their agreement or disagreement with the following issues:

- Human Resource Development;
- Difference in remuneration and incentives;
- The condition of the Ambulance fleet and Fire engines; and
- The City of Johannesburg Emergency services Call Centre.

There were similar problem areas at the four Fire Stations where interviews were conducted such as a lack of personnel; difference in remuneration and incentives; human resources development; frustrating conditions of ambulances; and new fire engines without enough personnel to operate them. The Fire Stations, which had similarities, were the Florida Park, Fairview, Sandton and Midrand Fire Stations. The only difference was at the Jabulani Fire Station with regard to the issue of remuneration and incentives. Personnel at the Jabulani Fire Station were happy with the salary structure because they were paid the lowest salaries as compared to other Stations. When the Jabulani Fire Station was incorporated into the City of Johannesburg Emergency Management Services, their remuneration was adjusted to be the same as other Fire Stations.

CHAPTER SIX SUMMARY AND RECOMMENDATIONS

6.1 INTRODUCTION

There is a huge backlog presently in South Africa with regard to access to basic services as defined in the Reconstruction and Development Programme. There is a legacy of inequitable distribution of resources as well as corrupt and inefficient practices in some areas. In order to carry out their responsibilities, municipalities would need to transform the public sector through a process of restructuring. Public sector restructuring is important because it improves and extends service delivery in a sustainable manner. In the light of the above, it is necessary to review what has been written in the previous chapters and weigh the accumulated evidence against the hypothesis stated in Chapter One as well as the results of the empirical research.

6.2 Testing the hypothesis

It was noted in Chapter One that the restructuring of the Johannesburg City Council has impacted negatively on the service delivery by the Johannesburg Emergency Management Services. Research has confirmed that the outcome of the restructuring of the Johannesburg City Council has impacted negatively on the delivery of Emergency Services in the Johannesburg Metropolitan area.

6.3 Specific Recommendations

To design a future Emergency Management Services Department as an effective and efficient organisation that renders a quality service to the communities in the Greater Johannesburg Metropolitan Council, the following is required:

- (a) Restructure the current Fire Fighting Training College in Brixton and create new training structures and institutions. The training division should

affiliate to tertiary institutions such as the University of South Africa and University of Pretoria.

- (b) Use as a benchmark, the fire management skills of different countries. For example, the New York Fire Department in the United States of America and the London Fire Department in the United Kingdom.
- (c) Reform and/or transform present structures. New programmes need to be created to meet existing problems and implementing qualitatively different training strategies.
- (d) The remuneration system and human resources development initiatives need to be refined.

6.4 Recommendations based on research findings

A number of problems have been identified during an analysis of the research findings. Recommendations to address these problems are as follows:

- The first priority in improving the City of Johannesburg Emergency Management Services should be to appoint and train more additional personnel.
- The City of Johannesburg Emergency Management Services must increase the Ambulance fleet in order to meet the needs of the Greater Johannesburg Metropolitan Council population.
- The remuneration system should be improved and be implemented taking into consideration the experience and level of education of the staff.
- The City of Johannesburg Emergency Management Service Control Centre should be improved as a matter of urgency to eradicate ineffectiveness and inefficiency.
- Consideration should be given to the training of trainers in Fire Fighting and Medical Emergency Services to enable the Department to build up a large enough pool to draw from when implementing new training programs.
- The Department should embark on a public awareness program through the radio, road shows, exhibitions as well as newsletters. Public education should

be expanded to enlarge the proactive impact of the service to the communities.

- There is a need for senior fire officials such as the Fire Chief and Operations Director to have Fire Technology and Medical Emergency Services qualifications.

6.5 CONCLUSION

This dissertation examined the causes of poor emergency service delivery. The research focused on the Greater Johannesburg Metropolitan Council. It was observed that a lack of staff, poor ambulance conditions, a lack of promotions and salary differences are the main causes of poor service delivery. Employing more personnel is perhaps the key to improving service delivery by the Johannesburg Emergency Management Services.

The historical perspective of local government in Johannesburg was discussed and how local government was developed during the apartheid period. It was therefore important that during the period of transition of democratic local government structures were put in place in order to facilitate the transition process. However, the structures also required people with the right qualifications and skills to manage them because local government is an important area where both the legacies of apartheid policies as well as developmental issues can be addressed effectively.

The objectives of the research were discussed in **Chapter One**. It was mentioned that the interviews undertaken in this dissertation would form an important source of information for the research. It was also stated that, the research would be conducted by direct fieldwork, encompassing visits to different Fire Stations. The aim of the research questions, hypothesis, research methods and organisations, sources, research methodology were briefly discussed.

In reviewing the literature in **Chapter Two**, the historical background and the development of the Johannesburg Metropolitan Council were discussed as well as the history of Johannesburg since the early years until 2003. The section on Local Government development outlined the important role played by the repealed legislation such as the Groups Areas Act, no.77 of 1957 legislation and the new democratic legislation such as the Local Government Transitional Act, no. 209 of 1993 in developing and transforming the Greater Johannesburg Metropolitan Council.

In **Chapter Three**, the history of the Johannesburg Emergency Management services was discussed. It was argued that it is important to understand how the Johannesburg Fire Brigade evolved in order to understand the importance of improving service delivery. In **Chapter Four**, the restructuring of the Johannesburg City Council and the role of the iGoli 2002 Plan as well as the role of the Unions in the restructuring of Johannesburg City Council was discussed.

The chapter on the research findings and analysis was based on empirical evidence. Interviewees in **Chapter Five** indicated that

- training on management or administration is insufficient.
- there is an urgent need for the senior management team to undergo Fire technology training.
- it was stated that the Department's Control Centre service level needs to be improved because it takes the members of the public a long time to report accidents and fires.
- the system is always overloaded with calls. Not surprisingly, the participants expressed an overwhelmingly and most urgent need for the employment of additional personnel because the Department has bought many fire engines and there is not enough staff to man them. This was the similar problem in every Fire Station visited and the urgency of the need to find a solution was spelt out with vigour.

- another issue that came out frequently was a lack of ambulances and personnel to service the whole of the Greater Johannesburg Metropolitan. Here, the concern was the number of ambulances and their condition compared to the number of the population in the area to be serviced.

Recommendations and conclusions were also discussed.

It is clear that from the findings that the areas of need that need urgent attention are: personnel, communication especially the Control Centre and staff development initiatives.

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APPENDIX

QUESTIONNAIRE: THE EFFECTS OF THE RESTRUCTURING OF THE JOHANNESBURG CITY COUNCIL ON EMERGENCY SERVICES.

This questionnaire is concerned in establishing the effects of the restructuring of the Johannesburg City Council on Emergency Services.

Please answer each question as honestly and comprehensively as possible. There are no right or wrong answers. What we want to know, are your thoughts on the issues below. Your response will be completely confidential. (No name required)

Please indicate your knowledge of, or experience, in the following matters.

1. Please indicate your gender

- male
- female

2. What is your level of education?

- University degree
- Technikon diploma
- Standard 10/Grade 12
- Standard 9/Grade 11 or below

3. What is your current position?

- Fire Fighter
- Ambulance attendant

4. How long have you worked in your organisation?

- 10 to 20 years
- 5 to 10 years
- 2 years
- 1 year

5. What is your understanding regarding the process of the restructuring of the Johannesburg City Council?

6. What impact did the incorporation of the Roodepoort, Randburg, Sandton, Midrand and Soweto Fire Stations into the City of

Johannesburg Emergency Management Services have on Emergency Service ?

- 7. How did the restructuring of the Johannesburg City Council affect Emergency Management Services?**
- 8. How did the restructuring of the Johannesburg City Council affect Emergency Service Personnel?**
- 9. What are the conditions of the Ambulances and Fire Engines?**
- 10. Is the condition of the Ambulances and Fire Engines good enough to render a quality service?**
- 11. How did the centralized administration of the Emergency Services improve service levels?**
- 12. What effect did the salary scales and fringe benefits have on the provision of Emergency Services?**
- 13. To what extent, did the centralized Control Center improve service delivery?**
- 14. Are calls dispatched on time to the various Fire Stations?**
- 15. What are the differences between the centralized Call Center and the old Call Centers operated from different Fire Stations?**
- 16. Did the establishment of the centralized Call Center improve the response times by the Control Center?**
- 17. Is the training of Fire Fighting and Medical Emergency service personnel adequate?**
- 18. Are their enough Emergency Service personnel available to render services effectively?**
- 19. Did the restructuring benefit the members of the public?**
- 20. How does the City of Johannesburg Emergency Management Services communicate with the public?**
- 21. What are the effects of the restructuring of the Johannesburg City Council on Emergency Services?**

