

**PERCEPTIONS OF MUNICIPAL SERVICES BY THE NELSON MANDELA
METROPOLITAN MUNICIPALITY RESIDENTS
IN THE
EASTERN CAPE OF SOUTH AFRICA**

by

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**Thesis presented in partial fulfilment of the requirements for the degree of
Masters in Public Administration in the School of Public Administration and
Planning at the University of Stellenbosch**

PROMOTER: Professor Erwin Schwella

March 2007

DECLARATION

I hereby declare that this thesis is the result of my independent investigation, and that all sources have been acknowledged by means of complete references.

I hereby certify that this thesis has not been accepted in substance for any other degree, and it has not been submitted concurrently for any other degree.

DATE: 11 FEBRUARY 2007

SUMMARY

An exploratory study was undertaken to explore Walmer Township residents' perceptions of Nelson Mandela Metropolitan Municipality (NMMM) services. To this end, a household survey was conducted, involving a systematic random sample of 100 household heads. Data was collected using a pilot tested structured questionnaire by trained interviewers. Male respondents (52%) were slightly more than female ones (48%). Respondents were middle aged (mean age = 40.39, SD = 13.99), predominantly African (94.9%), earned less than R3000 (75%), employed (58%) and had high school (45%) and tertiary education (28%). They were mainly single (43%) and married (40%), living in their own homes (68%), and had stayed in the municipality for more than three years (57%).

Respondents preferred living in the municipality (84%) and confidence in people running it (71%). They had access to water supply (97%), electricity (96%), street lighting (94%), sewerage collection/municipal health services refuse removal (93% respectively), municipal parks and recreation and municipal roads and storm water drainage (86% respectively). The overall perception was that the level of quality of above-mentioned services was above average. In terms of level of satisfaction, five elements were explored, namely: speed of service delivery, tariff for services, decentralisation of services, and community involvement in service delivery processes and success rates in service delivery. Respondents perceive as satisfactory the:

- Speed of water services (33%), community involvement (31.4%) and success rates (32.3%) of water services;
- Tariff (21.6%), decentralization (32.3%), community involvement (34.7%) and success rates (37.1%) for sewerage collection and disposal services;
- Community involvement (36.4%) and success rate (29.6%) in refuse collection and disposal;
- Speed (31%), tariff (36.4%), decentralization (39.4%), community involvement (39.4%) and success rates (29.3%) of electricity services;

- Speed (30%), tariff (38.8%), decentralization (33.3%), community involvement (35.3%) and success rates of health services (26%);
- Speed (22.2%), tariff (35.4%), decentralization (37%), community involvement (34.3%) and success rates (33.3%) of storm water drainage services;
- Speed (36%), tariff (42.4%), decentralization (36.3%), community involvement (41.4%) and success rates (39.4%) of street maintenance services; and
- Speed (28.3%), decentralization (32.7%) and community involvement (35.7%) of parks and recreation services.

Perceived challenges identified included: poverty, overpopulation, HIV/AIDS, crime, corruption, unemployment, lack of housing, lack of personnel, poor roads, high birth rate, poor sanitation, lack of communication, slow service delivery, drug abuse, non involvement of communities in municipal issues, lack of lights in some areas, poor customer care, lack of commitment, attitude problem and lack of knowledge. The suggestions for improving service delivery included: change of attitude by municipal officials; improved communication, proper consultation and involvement of communities in municipal affairs; creation of jobs; ensuring personnel commitment in serving community and increasing and capacitating existing human resources as well as meeting community's needs. NMMM should strengthen its mutual relations and cooperation with other municipalities within the province, nationally and abroad to share expertise, skills, knowledge and resources. Integration of resources, community participation and innovative systems to deal effectively with these challenges are imperatives for improved service delivery.

While this study does not claim to represent an authoritative account of NMMM because of the limited sample size, it however, precipitates an empirical debate on issues that affect municipalities in South Africa. Furthermore, while the survey does not paint a very pretty picture it is not all doom and gloom. If one looks at the overall picture and the problems that had faced the new democratic municipalities in 2000, it can be concluded that after 10 years, municipalities have done wonders! It is hoped that this study will promote resident empowerment and enhance local processes of governance and

democracy. Information provided by this study will hopefully guide the planning, financing and delivery of municipal services.

OPSOMMING

'n Verkennende studie is onderneem om ondersoek in te stel na die persepsies van inwoners van die Walmer Township wat betref die Nelson Mandela Metropolitaanse Munisipaliteit (NMMM) se dienste. 'n Huishoudelike opname is met hierdie doel uitgevoer en het 'n sistematiese ewekansige steekproef van 100 hoofde van huishoudings behels. Opgeleide ondervraers het data ingesamel deur 'n gestruktureerde loodsvraelys te gebruik. Daar was effens meer manlike respondente (52%) as vroulikes (48%). Respondente was middeljarig (gemiddelde ouderdom = 40.39, standaard afwyking = 13.99), oorwegend Afrikane (94.9%) wat minder as R3 000 verdien (75%), werkend (58%) en met hoërskool (45%) en tersiêre (28%) opleiding. Hulle was oorwegend enkellopend (43%) en getroud (40%), woonagtig in hulle eie huise (68%) en bly reeds langer as drie jaar in die munisipale gebied (57%).

Respondente het verkies om in die munisipale gebied te bly (84%) en het vertroue gehad in diegene wat dit bestuur (71%). Hulle het toegang tot watervoorraad (97%), elektrisiteit (96%), straatligte (94%), riolering/munisipale vullisverwydering (93% onderskeidelik), munisipale parke en ontspanning en munisipale paaie en stormwaterdreinerings (86% onderskeidelik). Die algemene persepsie was dat die vlak van dienslewering van die bogenoemde dienste bogemiddeld was. In terme van tevredenheid is vyf elemente ondersoek, naamlik: spoed van dienslewering, dienstariëwe, desentralisering van dienste, en gemeenskapsbetrokkenheid in die diensleweringprosesse en suksessyfer wat betref dienslewering. Respondente het die volgende as bevredigend beskou:

- Spoed van waterdienste (33%), gemeenskapsbetrokkenheid (31.4%) en suksessyfer (32.3%) van waterdienste;
- Tarief (21.6%), desentralisering (32.3%), gemeenskapsbetrokkenheid (34.7%) en suksessyfer (37.1%) vir riolering en verwyderingsdienste;
- Gemeenskapsbetrokkenheid (36.4%) en suksessyfer (29.6%) in vullisverwydering;
- Spoed (31%), tarief (36.4%), desentralisering (39.4%), gemeenskapsbetrokkenheid (39.4%) en suksessyfer (29.3%) van elektrisiteitsdienste;

- Spoed (30%), tarief (38.8%), desentralisering (33.3%), gemeenskapsbetrokkenheid (35.3%) en suksessyfer (26%) van gesondheidsdienste;
- Spoed (22.2%), tarief (35.4%), desentralisering (37%), gemeenskapsbetrokkenheid (34.3%) en suksessyfer (33.3%) van stormwaterdreineringsdienste;
- Spoed (36%), tarief (42.4%), desentralisering (36.3%), gemeenskapsbetrokkenheid (41.4%) en suksessyfer (39.4%) van padonderhoudingsdienste; en
- Spoed (28.3%), desentralisering (32.7%) en gemeenskapsbetrokkenheid (35.7%) van parke en ontspanningsdienste.

Waargenome uitdagings wat geïdentifiseer is, sluit in: armoede, oorbevolking, MIV/vigs, misdaad, korrupsie, werkloosheid, tekort aan behuising, tekort aan personeel, swak paaie, hoë geboortesyfer, swak sanitasie, gebrekkige kommunikasie, stadige dienslewering, dwelmmisbruik, onbetrokkenheid van gemeenskappe by munisipale kwessies, tekort aan ligte in sekere areas, swak kliëntediens, gebrek aan toegewydheid, houdingsprobleme en gebrek aan kennis. Die voorstelle vir die verbetering van dienslewering het die volgende ingesluit: verandering in houding van munisipale amptenare; verbeterde kommunikasie, behoorlike konsultasie en betrokkenheid van gemeenskappe in munisipale aangeleenthede; werkskepping; verseker dat personeel daartoe verbind is om die gemeenskap te dien en bestaande menslike hulpbronne te vermeerder en bevoegdheid te verhoog, sowel as om in die gemeenskap se behoeftes te voorsien. NMMM behoort sy wedersydse verhoudings en samewerking met ander munisipaliteite binne die provinsie, landwyd en oorsee te versterk om te deel in kundigheid, vaardighede, kennis en hulpbronne. Die integrasie van hulpbronne, gemeenskapsbetrokkenheid en innoverende stelsels om hierdie uitdagings doeltreffend te hanteer, is noodsaaklik vir verbeterde dienslewering.

Hoewel hierdie studie vanweë sy beperkte steekproefgrootte nie daarop aanspraak maak om 'n betroubare weergawe van NMMM te verteenwoordig nie, sit dit 'n empiriese debat aan die gang oor kwessies wat 'n uitwerking op munisipaliteite in Suid-Afrika het. Voorts, hoewel die studie nie 'n baie mooi prentjie skilder nie, is dit nie slegs 'n somber een nie. As die volledige prentjie bekyk word en die probleme wat die nuwe

demokratiese munisipaliteite in Suid-Afrika in die gesig staar, kan die gevolgtrekking gemaak word dat munisipaliteite ná tien jaar wondere verrig het! Die hoop word uitgespreek dat hierdie studie die bemagtiging van inwoners en die plaaslike regeringsprosesse en demokrasie sal bevorder. Die inligting verskaf deur hierdie studie sal hopelik riglyne voorsien vir die beplanning, finansiering en lewering van munisipale dienste.

ACKNOWLEDGEMENTS

This study was an enormous undertaking that required incredible knowledge, dedication, persistence, and painstaking effort. It has been a challenging task, made possible only through the Living God. Thank you Dear Father for fulfilling one of Your promises through me: “Higher than the human mind can reach, is God’s greatest ideal for His children”. I also wish to express my sincere gratitude and appreciation to the following persons:

My Promoter, Professor Erwin Schwella, for his academic guidance, motivation and support.

My wife, Refilwe Nancy Mafuya, for her untiring efforts in encouraging, supporting and mentoring me to go forward despite the odds.

My children, Khwezi, Nomakhwezi and Tando-Lihle, who are my source of inspiration.

My mother, Gertrude, for always praying for me.

My brother Dumisani, who will always say a positive word to me and keep me focused on a better day tomorrow.

My sister in – laws, Motlatso and Kagiso, who always support us in any positive effort that make us happy.

My God given parents, Simon and Emmah Phaswana, for their kindness and ever pronounced appreciation of any small thing that they get and see.

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ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
ASD	Alternative Service Delivery
BLA	Black Local Authority
BEE	Black Economic Empowerment
CBO	Community Based Organizations
COSATU	Congress of South African Trade Union
EDTA	Economic Development, Tourism and Agriculture
EC	Eastern Cape
GNU	Government of National Unity
HIV	Human Immune Virus
IDP	Integrated Development Planning
IEEE	Infrastructure, Engineering, Electricity and Energy
KZN	KwaZulu Natal
LED	Local Economic Development
LGNF	Local Government Negotiating Forum
LGTA	Local Government Transition Act
NA	National Assembly
NYS	National Youth Service
NCP	National Council of Provinces
NGO	Non-Governmental Organizations
NMMM	Nelson Mandela Metropolitan Municipality
OR Tambo	Oliver Reginald Tambo

PEM	Port Elizabeth Municipality
RDP	Reconstruction and Development Program
RSC	Regional Services Council
SMART	Simple, Measurable, Achievable, Realistic and Time-bound
SALGA	South African Local Government Association
SPSS	Statistical Package for Social Services
TB	Tuberculosis
TLC	Transitional Local Council
TRC	Transitional Rural Council
UDF	United Democratic Front
VOC	Verenigde Oost Companje – Dutch East India Company

CHAPTER ONE

ORIENTATION TO THE STUDY

1.1. Introduction

During the apartheid era, the non-white urban settlements of South Africa, commonly referred to as townships, generally received poor public services and were therefore characterised by backed up sewerage pipes, poor storm water drainage, uncollected refuse and pools of contaminated water. South Africans were promised a better life for all in the run-up to the first democratic elections in 1994. The provision of services to all South African citizens was made both a constitutional requirement and a social necessity for post-apartheid society.

The Constitution obliges local government, the level of government closest to the people, to ensure the delivery of sustainable municipal services i.e. electricity, water for household use, sewage and sanitation, storm water systems, refuse removal, fire fighting services, municipal health services, municipal roads, municipal public transport, street trading, abattoirs and fresh food markets, parks and recreational areas, libraries and other facilities and local tourism (Government Digest, 2002: 15; 2004a: 4; 2004b: 44 & 2004c: 13). These services have a direct and immediate effect on the quality of the lives of the people in that municipality. In principle, the idea is that local government or municipalities should take responsibility for municipal services within municipal boundaries (Molala, 2002:19). This is seen to be consistent with the vision of participatory democracy and is also intended to lead to better quality municipal services, services which are more attuned to local needs and conditions (South Africa, 1997:14 and South Africa, 1996:22).

This chapter serves as an orientation to the study, a guiding map that provides a panoramic view of the whole enquiry. It begins by providing the motivation for undertaking the study, which is the main anchor of the study. It goes on to present the problem statement, which is the first concrete step in the scientific research process (Welman & Kruger, 2005: 11). The chapter further states the overall aim of the enquiry, the specific research objectives and questions. The chapter also presents, in a

clear and succinct manner, the most critical part of any research study, “the research methodology”. The chapter concludes with an outline of chapters and a conclusion.

1.2. Motivation for undertaking the study

There can be little doubt that municipal services are a critical strategic issue in the twentieth century. In the private sector, customer satisfaction and loyalty, secured through high quality products and services, providing value for money for the consumer are seen as essential for long-term survival, let alone long term success (Donnelly, Wisniewski, Dalrymple & Curry, 1995: 20). Public sector organizations are not immune from these pressures to improve consumer or residents’ service on a continuous basis.

Feedback from consumers is required, both in terms of expectations and perceptions of municipal services. This feedback must be obtained in a rigorous but cost effective manner to feed directly into management monitoring and performance review system. Indeed, current and continuing resource pressures, give added urgency for local government decision makers to understand and manage the needs and expectations of its various consumers better and to be aware of customers’ perceptions as they apply to current service quality. Not only will such knowledge facilitate more improved prioritization, improved strategic resource allocation and improved value for money, it will also serve as a platform for providing better services to citizens; better in the sense that they more closely match customers’ expectations. Moreover, an adequate understanding of customer perceptions as well as their past experiences, allows managerial judgment to be exercised from a position of knowledge rather than guesswork in the important task of managing public expectations and resources.

Investing in customer perceptions, offers a mechanism both for tracking service quality over time. It also provides an opportunity for comparing service quality between departments in a municipality or indeed between different municipalities. Residents can use a study like the current one to communicate to the municipality and the municipality can use the study to communicate to citizens that it values their perceptions about service quality.

1.3. Problem Statement

Improved service delivery has become a topical issue internationally (Kushner & Siegel, 2002: 2 and Kelly & Swindell, 2002:610) and nationally (Burger, 2005: 483; van der Waldt, 2002: 24; Government Digest, 2004b: 44, 2004c: 13). Service delivery in South Africa is of crucial importance especially because of the vital role it can play in reducing abject poverty which is currently a key socio-economic challenge in the country. The beginning point in ensuring improved service delivery, the Constitution argues, is to consult the consumers about the level and quality of their public services.

Feedback on service delivery perceptions from residents is crucial to enable municipalities to fulfil their constitutional obligation of delivering sustainable, equitable, efficient, effective and affordable services. This implies that municipalities should actively solicit residents' opinions on municipal service provision by collecting, analysing and evaluating resident/consumer perceptions regarding municipal service delivery. In this regard, international studies that sought to explore consumer perceptions of public services have been undertaken (van Ryzin & Immerwahr, 2004:144; Donnelly et.al., 1995:15 and Wisniewski, 2002:995). However, there are few studies, if any, that have explored residents' perceptions of municipal services in South African municipalities, particularly in the Eastern Cape of South Africa.

In this regard, the current study explores Walmer Township residents' perceptions of municipal services based in Nelson Mandela Metropolitan Municipality, henceforth referred to as NMMM. It is hoped that this study will promote resident empowerment and enhance local processes of governance and democracy. Information provided by this study will hopefully guide the planning, financing and delivery of municipal services. It will provide baseline information upon which follow-up comparisons can be made.

1.4. Purpose of the study

1.4.1. Aim

The aim of this study was to determine Walmer township residents' perceptions of municipal services.

1.4.2. Objectives of the study

The objectives of this study were to explore residents' perceptions with regard to:

- Attachment to municipality
- Accessibility to municipal services
- Quality of services
- Satisfaction with services
- Responsiveness to residents' needs
- Perceived challenges about municipal services
- Ways of improving service delivery
- Efficiency and effectiveness of service delivery

1.4.3. Research Questions

The study attempted to answer the following research questions:

- What is the Walmer Township residents' sense of attachment to NMMM?
- Does NMMM provide basic services to Walmer Township residents?
- What is the perceived level of quality provided by NMMM?
- What is Walmer residents' level of satisfaction with services provided by NMMM?
- Accessibility to municipal services
- Does NMMM meet the service needs of Walmer Township residents?
- What are the perceived challenges that NMMM is faced with?
- What can be done to improve service delivery?
- What are the perceptions with regard to efficiency and effectiveness in service delivery?

1.5. Research Methodology

1.5.1. Research Design

A research design is a blueprint of how a research study will be undertaken (Mouton, 2005: 55 and Bless & Higson-Smith, 2000:156). The preference of a specific research design depends on the purpose of the research (Arkava & Lane, 1983:24). Considering the fact that there is limited information on residents' perceptions of municipal services, the research design deemed appropriate for this study is exploratory as Grinnell and Williams (1990: 140) state that: "*...if very little is known about our field of study, we will need an exploratory research design whose purpose is just to explore, that is, to gather data or facts*". Collins (1985:20) asserts that: "*Where there is little information on a phenomenon, exploratory research is the obvious design for a research project*".

The intention of this investigation is in accordance with the aims of an exploratory research design as outlined by Neuman (1994: 19) as follows: "*to familiarise the researcher with basic facts, people and concerns involved; to develop a well-grounded mental picture of what is occurring; to determine the feasibility of doing additional research; to formulate questions and refine issues for more systematic inquiry; and to develop techniques and a sense of direction for future research*". In summary, the exploratory design facilitated the researcher to gather more relevant information on the topic in order to bring about new insight, to develop hypotheses for further research and to render this investigation a ground breaking study for future research which would lead to expansion of knowledge in the field of public administration.

1.5.2. Population and Sampling

A population is a complete set of events, human products, groups, organisations, people, or things to which the research findings are to be applied (Bless and Higson-Smith, 2000:155 and Welman & Kruger, 2005: 46). Another definition by Rubin and

Babbie (1993: 225) indicates that population refers to “*an aggregation of elements from which the sample is actually selected*”.

The population of this investigation was delineated as Walmer Township Residents, aged 18 years and older, and heading a household. The study was inclusive, in terms of race, ethnicity, class, religion and thus in line with the new constitution of South Africa which seeks to eliminate any form of discrimination. Welman and Kruger (2005: 46) maintain that the size of the population usually makes it impractical and uneconomical to involve all members of the population in the research project.

Considering costs and time, it was difficult to involve all the households in Walmer Township in the study, a sample of households had to be drawn. Bless and Higson-Smith (2000:156) define a sample as a group of elements drawn from the population, which is considered to be representative of the population and is studied in order to acquire some knowledge about the entire population. In this regard, the researcher drew a sample of 100 households from Walmer Township through systematic random sampling. The researcher chose this type of sampling, not only because it was found to be suitable for the study but also because each member of the population, in this case each household in Walmer Township, had an equal chance of being included in the study (Welman & Kruger, 2005: 54).

1.5.3. Data collection method

Primary data collection method was used in the current study. In other words, the researcher collected data for his study (Mouton, 2005: 69). He did not simply rely on data that already existed (secondary data). The data collection method frequently used in exploratory studies is unstructured questionnaires (Arkava & Lane, 1983: 168; Hofmeyr, 1994:4). However, in this undertaking, a structured questionnaire was employed to elicit information from the respondents. A structured questionnaire was used because structured questionnaires have demonstrated the validity and reliability of measurement over the years; provide factual information on the subject under investigation; provide the respondents with an opportunity to give own accounts of behaviour, attitudes and intentions; guarantee anonymity of response and reduce and eliminate differences in the way in which questions are asked, and how they are

presented (Hall & Hall, 1996: 97; Bless & Higson-Smith, 1995:43 and Rubin & Babbie, 1997: 348).

The questionnaire was pilot-tested with five residents of Walmer Township prior to data collection. Thereafter, the wording of the original questionnaire was reviewed and modified accordingly. Ambiguity of meaning was eliminated; clarity, comprehensibility and simplicity of items were ensured. The questionnaire was adjusted in order to accommodate the cultural sensitivity of the participants. Items which were not serving any essential purpose for the study were omitted from the final questionnaire, to ensure that the instrument serves its purpose. Generally, the questions were found to be clear, specific and understandable. The residents who participated in the pilot study were excluded from the sample.

1.5.4. Measures

The questionnaire had the measures described below. The full questionnaire is appended in Appendix A.

1.5.4.1. Section A: Demographic information

Respondents were asked about: “their length of stay in the municipality, tenancy status, reason for staying in the municipality, age, sex, race, marital status, highest standard passed, income per month, employment status and type of employment”.

1.5.4.2. Section B: Attachment to municipality

Respondents were asked nine close-ended questions relating to attachment to their municipality, e.g. *“If you could choose where you live, would you: definitely stay in your municipality = 4, probably stay in your municipality = 3, probably move someplace else = 2, or definitely move someplace else = 1?”*

1.5.4.3. Section C: Accessibility to basic services

Eight “Yes/No” questions were asked on accessibility to services, i.e. *“water supply, sewage collection and disposal, refuse removal services, electricity services, municipal health services, municipal storm water drainage, street maintenance and municipal parks and recreation”*.

1.5.4.4. Section D: Quality of services

Respondents were asked nine questions to assess the current quality of all municipal services on a scale of 1 (lowest ranking) to 5 (highest) e.g. *“water supply, sewage collection and disposal, refuse collection, electricity supply, municipal health services, municipal storm water drainage, street maintenance and municipal parks and recreation”*.

1.5.4.5. Section E: Satisfaction with services

Respondents were asked 45 questions, using a 5- point scale (1 = very satisfied and 5 = very dissatisfied), on how satisfied were they with the services provided by their municipality? e.g. *“water supply, sewage collection and disposal, refuse collection, electricity supply, municipal health services, municipal storm water drainage, street maintenance and municipal parks and recreation”*.

1.5.4.6. Section G: Responsiveness to residents’ needs

Four close-ended questions were asked in terms of responsiveness, e.g. *“In terms of meeting your needs and those of your household would you say you expect, on a 4-point scale: 4 = a great deal, 3 = a fair amount, 2 = only a little, 1 = nothing at all, from your Municipality?”*

1.5.4.7. Section H: Perceived challenges about municipal services

Three open-ended questions were asked under this section e.g. *“what are the challenges that face your municipality in providing municipal services?”*

1.5.5. Data collection procedure

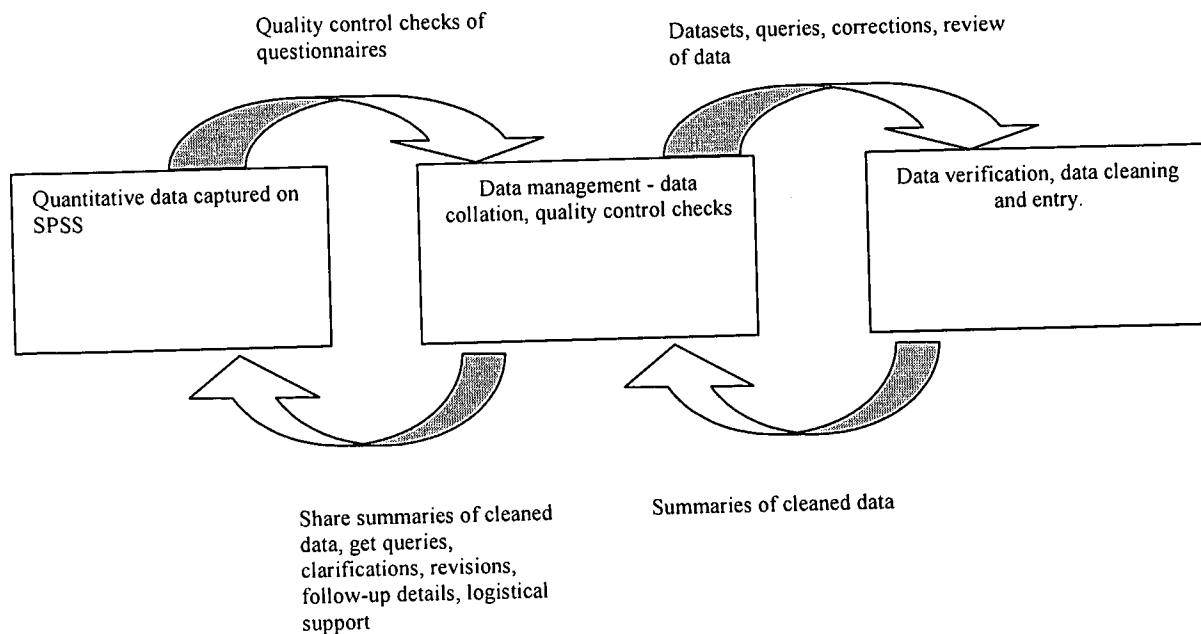
Two trained local interviewers (one male and one female) conducted personal at-home face-to-face interviews in English or Xhosa (as per respondent's preference) using a structured questionnaire. Upon arrival at the study site, interviewers went to the centre of the township, spun the bottle. The direction to which the bottle faced was considered as the starting point of counting houses. Every 5th house was chosen and approached to participate in the study. In each selected house, the male or female head of the household, aged 18 years of age and above was approached to participate in the study.

Prior to their participation in the study, each household head was advised of: (a) his or her status as a volunteer, (b) his or her right to refuse to answer any question, (c) the legal liabilities of his or her participation, (d) confidentiality, and (e) limitations of anonymity due to the nature of the study. If the household head did not want to participate in the study, the interviewer went to the next fifth house in that direction. If the household head was not at home during the visit, two subsequent return visits were made. The interviewers wrote the street name and house number on each questionnaire in order to be able to trace the respondent should a follow up visit be required.

Every time when interviewers had interviewed all selected households in the selected direction or street, they went back to the centre of the township and spun the bottle again and followed the direction to which the bottle was facing, choosing every 5th house again. This process continued until the target number of 100 residents was reached. Verbal informed consent was obtained from all participants. It was difficult to secure written consent as participants felt that might victimize them. Completion of each questionnaire lasted for about 30 minutes.

1.5.6. Data Capturing

Figure 1: Data Management and Data Flow



The data management standard procedures and data flow are included in figure 1 above. Quality of collected data was checked throughout all stages: while still in the field by researcher (for completeness, consistency and quality). The researcher checked hardcopies for missing data and skip patterns. Each completed questionnaire was numbered to ensure that the researcher is able to go back to it should there be some queries. The house number and street name of the respondents were written on each questionnaire in order to enable interviewers to go back to the respondents in case there are queries regarding the questionnaire. At the point of data entry, data capturers checked missing data and did consistency and range checks (i.e. double data entry, range checks, logical consistency).

During cleaning (data checking algorithms for missing, inconsistencies, identification numbers), data was collated, verified and cleaned. The researcher created the variables on quantitative software - SPSS version 14. The responses to questions were

captured on SPSS. The entered data was cleaned, summaries of cleaned data were made and shared with interviewers in order to identify queries and address them.

Finally, during analysis data was checked through running few descriptive tables to determine representativeness and outliers. These quality assurance steps ensured that the researcher gets the highest quality results to meet the desired outcomes of the study.

1.5.7. Data Analysis

Ultimately, all fieldwork culminates in the analysis and interpretation of data. Data analysis has to do with examining, categorizing, tabulating and combining the responses of respondents, to address the research problem. It involves breaking up the data into manageable themes, patterns, trends and relationships (Mouton, 2005: 108). Data in the current study was analyzed as follows:

- Data quality: Analysis was conducted to assess the quality of data collected and thus make appropriate modifications where necessary. Analysis included:
 - Checks on number of missing;
 - Face validity checks on selected items;

- Descriptive analysis: This analysis was done to understand the nature of the data and the responses to research questions posed. This included:
 - Univariate analysis using pie charts, bar graphs and frequency distribution tables
 - Bivariate analysis on major domains of the survey using cross-tabulations.

1.6. Limitations of the study

There are two general types of errors that residents might make in assessing local services (Kelly & Swindell, 2002: 612):

1.6.2. Errors of attribution, i.e. a resident may believe government is providing a service that it is not providing, or may believe government is not providing a service when it is, i.e. thinking that the service is provided by a private contractor.

1.6.3. Errors of assessment, i.e. perceptions may be problematic because it is unclear what criteria the residents are using. It is questionable how much accurate information citizens have on which to base their perceptions.

1.7. Definition of Terms

1.7.1. Local government

The Constitution of the Republic of South Africa Act 108 of 1996 has created three spheres of government that are independent but interrelated: national, provincial, and local government. Local government is the sphere of government closest to the people. Its main function is to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security (South Africa, 1996: 49; Government Digest, 2002: 15; 2004a: 4; 2004b: 44 & 2004c: 13).

1.7.2. Developmental local government

According to White Paper on Local Government (South Africa, 1998b: 5) it means a local government committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It seeks 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 healthy and safe environment and encourage the involvement of communities and community organisations in the matters of local government.

1.7.3. Municipalities

They are a section of local government that lie one level down from provincial government, and form the lowest level of democratically elected government structures in the country (South Africa, 1998a: 14).

1.7.4. Attachment

It refers to human bonding to a specific social (Brehem, Eisenhauer, & Krannich, 2006: 142) and physical environment (Vorkim & Riese, 2001: 249).

1.7.5. Accessibility of services

This has to do with ensuring that all citizens - regardless of race, gender or sexual orientation - have access to at least a minimum level of services (South Africa, 1997: 17).

1.7.6. Availability of services

It involves survival services without which people will perish (e.g. water, food and some type of shelter) and basic services which result in an improved standard of living or an improved quality of life, e.g. electricity, sewerage and refuse removal (IDP, 2004: 60).

1.7.7. Quality of services

The quality of services is difficult to define, but includes attributes such as suitability for purpose, timeliness, convenience, safety, continuity and responsiveness to service-users. It also includes a professional and respectful relationship between service-providers and service-users (Kushner and Siegel, 2002: 4).

1.7.8. Responsiveness of services

It is concerned with the willingness and ability of the municipality to provide required service (Donnelly et.al., 1995: 17).

1.7.9. Affordability of services

This implies cost effective services reasonably priced within the means of the people (South Africa, 1997: 18).

1.7.10. Sustainability of services

It includes both financial viability and the environmentally sound and socially just use of resources (South Africa, 1997: 19).

1.7.11. Resident satisfaction

It can be defined as a citizen's judgment regarding the performance of his or her local government of basic municipal services (Van Ryzin, 2004: 11).

1.7.12. Integrated Development Planning

It is an approach to planning that involves the entire municipality and its residents in finding the best solutions to achieve good long-term development. It is a 5-year super plan for an area that gives an overall framework for development (IDP Review, 2005:6).

1.7.13. Performance management

It has to do with ensuring that the organisation's human resources are utilised and managed as effectively as possible (Grobler, Warnich, Carrell, Elbert & Hartfield, 2002: 13).

1.7.14. Participatory local governance

It has to do with active involvement of communities in municipal affairs as voters, to ensure maximum democratic accountability; as citizens to express their views; as consumers and end-users who expect value for money, affordable, courteous and responsive service and as organised partners involved in the mobilisation of resources for community upliftment (IDP Review, 2005:6).

1.7.15. Batho Pele

This is a policy framework aimed at improving the efficiency and effectiveness of the way in which public services are delivered as well as ensuring transparent and accountable public services as a right for its people (South Africa, 1997: 12).

1.7.16. Public service transformation

It involves tremendous political and social changes that are reshaping the overall social structure, institutions, and economic systems, in order to build a united South Africa that is able to take its rightful place as a sovereign state in the family of nations (South Africa, 1998: 10).

1.8. Outline of subsequent chapters

Chapter Two: Overview of the South African local government. This chapter provides a brief history of local government under apartheid which points to the origins of many of the service delivery problems currently faced by local government in South Africa. It also discusses the role and functions of local government and the challenges local government faces in service delivery.

Chapter Three: Situational analysis of NMMM. This chapter provides an overview of NMMM in order to provide a contextual background to the study. It describes the socio-demographic characteristics, challenges, development priorities, performance indicators, required research studies, factors to enhance developmental local government and legislative framework of NMMM.

Chapter Four: Data presentation, analysis and interpretation of the findings. This chapter presents, analyzes and interprets, the data gathered during the study. The data has been presented in a sequential and interpretable form and addresses the research questions of the study.

Chapter Five: Summary of findings, conclusions and recommendations. This chapter, being the final one, reviews the study by providing a synopsis of the major aspects of the study. It takes a comprehensive view of the study, ranging from restatement of the problem as well as restatement of the aims and objectives of the

study through to the summary of findings. Finally, conclusions are drawn from the data and recommendations are provided.

1.9. Conclusion

This chapter, perhaps more than others, attempted to bring together information on the comprehensive view of the study. It has presented the problem that motivated the researcher to undertake the study (problem statement) as well as the aim and objectives of the study. The chapter also described the methodology that was used in conducting the study highlighting the study design, population and sampling, data collection method, measures, data collection procedure and data analysis.

CHAPTER TWO

AN OVERVIEW OF SOUTH AFRICAN LOCAL GOVERNMENT

2.1. Introduction

There are several factors that have helped to shape the development of local government in South Africa. Outstanding among them, are the colonial intervention that the country has had; the apartheid experience which perpetuated geographic, institutional and social separation and inequity at local level; the anti-apartheid resistance movement in South Africa, the transitional local government and the current developmental local government. This chapter provides an historical analysis of local government as well as of the policies and processes of service delivery from the colonial period when the European settlers set foot at the Cape of Good Hope on 6 April 1652, which points to the origins of many of the problems currently faced by local government in South Africa. It is not the aim of this chapter to detail the whole history of local government in South Africa, the intention is to point those important highlights that enable a contextual comprehension of the evolution of local government in South Africa.

2.2. Local government during the colonial era

2.2.1. Dutch rule (1652-1795)

During Dutch rule, local government in the Cape was not ruled by political systems as expected of a governmental system. Local government was organised around the system of *Landdrost* (a magisterial system used to manage local affairs) and *Heemraden* (a council system used to solve farming disputes), which was inherited from Holland (Cloete, 1978: 13-14). The term landdrost is an abbreviation of the Old Dutch *drossaard*, or *drossate*, signifying a person who represented the authority of the State in country districts or counties. The archaic word *heem* is analogous to the German word *Heim* and the English "home" (it occurs in Dutch place names, usually

in the form *-heim*). In the Netherlands a *heemraad* is a person appointed to supervise dykes and polders. Under Dutch rule, *drostdijen* were established at Swellendam (1745), Graaff-Reinet (1785-86) and Tulbagh (town founded 1795). The word *drostdijen* referred to both the building which served as the landdrost's home and office and to the authority he exercised over the district

The first College of Landdrost and Heemraden, which was established at Stellenbosch consisted of landdrost who was a paid chairperson and four heemraden who were free burghers. Free burghers were settlers in the Cape who were freed from the obligations of the *Verenigde Oost Indische Compagnie*, that is, Dutch East India Company (hereafter referred to as the VOC), that settled at the Cape in 1652.

The Landdrost acted as local representative of the central government in Cape Town and the Heemraden were councillors representing local interests (Vosloo, 1974:18). The College had multiple functions, including providing municipal services to settlers. As a local authority, the College dealt with the construction and maintenance of roads and bridges, water supply, public safety and fire protection. Decisions of the College were arrived at by a popular vote. This implied that, in some instances, the opinions of the landdrost, were sometimes vetoed.

In Cape Town, which was the seat of the VOC there was no local government. It was only in 1779, and in 1785, that a delegation of free burghers demanded political reform which led to the restructuring of the central administration. Selby (1973:32) notes that "*the period from 1778-1795 was one of turmoil and rebellion. A number of burghers, influenced by the democratic ideas emerging at the time of the French Revolution, used these as a justification for demands for freer treatment by the Company's officials and for direct representation in the Cape Government*". Consequent to the demands for reform, the restructuring introduced in Cape Town, a committee called *Kollege van Commissarissen uit den Raad van Justisia* (the College of Commissioners to the Council of Justice) (Vosloo et.al., 1974: 19). This Committee which, in essence, was a municipal commission, consisted of three officials from the VOC and three free burghers.

During the VOC's era, perennial problems of governance and service delivery existed and were exacerbated by an increase in population, e.g. dumping of refuse in the streets which resulted in unhealthy living conditions (Binza, 2000: 41). In addressing these problems, the authorities levied taxes to improve and sustain sanitation, refuse removal, reconstruction of the streets and the (re) building of municipal buildings for the benefit of local inhabitants (Marais, 1989: 26) as it is the practice today.

2.2.2. First British Occupation of the Cape (1795-1803)

When Britain occupied the Cape for the first time in 1796, after the French defeat in India, the Burgher Senate (consisting of six burghers appointed by the Governor for a 5-year term), replaced the Dutch-fashioned municipal committee in Cape Town. This structure performed all municipal functions and the Post Office in 1878, the Department of Agriculture and a model farm in 1800 were established within the jurisdiction of the municipalities to effectively render social services to the local inhabitants (Marais, 1989: 35-36; Cloete, 1982:6). It was during this period that, according to Marais (1989:34), the South African public service changed for the better, in that it became "public" after being "commercial". The change was evidenced by the introduction of customs duties (tax on imports and exports used as an additional source of revenue for local services provided), the weak mayoral system, various committee systems, the career system, and the Westminster system, in the local authorities.

2.2.3. The Batavian Republic in the Cape (1803- 1806)

The Peace of Amiens between France and Britain compelled Britain to return the Cape to Holland under the Batavian Republic. From 1803-1806, the Cape was once again under the influence of Holland. The Burgher Senate was replaced with an elected raad der gemeenten (Community Council). The Batavian Republic prohibited public participation in the process of governance and administration. It kept municipal administration detached from party politics, and introduced public responsibility and public efficiency in the management of municipal affairs as well as defined the functions of public servants so as to effectively meet the needs of the local inhabitants (Marais, 1989:42). The "ward" system, i.e. the division of magisterial districts into

manageable areas, was introduced together with other municipal institutions to administer service provision.

2.2.4. Second British occupation of the Cape (1806-1910)

The reoccupation of the Cape by Britain led to the changing of the local structures as Britain preferred the Anglicisation of the Cape Colony. The Burgher Senate was reintroduced in Cape Town and the Landdrost and Heemraden Colleges in the Cape rural areas were abolished. The British Administration introduced districts and divided the Colony into several administrative districts. While the Dutch structures amalgamated judicial and civil functions, the Districts distinguished between the two. While a magistrate headed the judicial side, district civil commissioner headed the civil side. The Governor of the Cape appointed both officials. It was the Cape Municipal Ordinance of 1836 that provided the basic framework for local government as it is known today. British local government terminology such as mayor, town clerk, councillors, by-law powers, the standing committee system and the concept of municipal corporation were in operation (Ismail, Bayat, & Meyer, 1998:42).

Marais (1989:35) purports "*The second British occupation of the Cape serves as a point of departure in explaining the constitutional and administrative developments of the public service at the Cape, which are of value to the foundations of the contemporary South African public service, particularly the local spheres of government*". The constitutional developments included the introduction of legislative, executive and judicial systems, as well as developing lawful institutions for the purpose of policy-making, execution and adjudication, while the administrative developments involved the departmentalisation of human resources and infrastructure (Binza, 2000: 44).

Marais further asserts (1989:87) that the South African public service during the British period (1806-1910) went through various stages. It started with minimal infrastructure and ended up with a fully developed departmental structure in 1910 including departments of Water Affairs, Public Works, Posts and Telegraphs, Welfare, Printing and Land Affairs. These departments were introduced with the aim of speeding service delivery.

2.2.5. The Union of South Africa (1910-1961)

This section explains the constitutional and administrative developments of South African local government from 1910 when the country became a unitary State (Union) as provided for in the South Africa Act, 1909, until the Republic of South Africa came into being in 1961. It discusses how administrative and constitutional development occurred in the local authorities of the four provinces of South Africa, which were established as follows: the Cape in 1836, the Natal in 1847, the Transvaal in 1853 and the Orange Free State in 1856 (Marais, 1989: 64).

The local authorities in the four provinces, in terms of the South Africa Act, 1909, formed the third level (or sphere of government in modern terms), which had no constitutionally stipulated charter rights (Worrall, 1971:116). These local authorities varied according to size, area of jurisdiction, powers, functions, and sources of revenue. They were characterised by lack of uniformity as well as mismanagement of financial resources (Binza, 2000:47). The local authorities were divided into rural, peri-urban, urban and black local authorities. The rural local authorities were found in both jurisdictions of the Union and of the Homelands, the so-called Bantustans. They depended on central and provincial levels of government for funding (Worrall, 1971:116; Cloete, 1982:16).

Peri-urban local municipalities were classified into urban and rural areas and varied in size. Some peri-urban local authorities were independent in terms of legislation and financial resources, while others were dependent either on Regional Services Councils or their respective provincial councils (Worrall, 1971:118). Municipal services such as water, sanitation, storm water drainage, electricity and street construction were done on behalf of the dependent peri-urban local authorities. Urban local authorities also varied according to their size of population, physical area covered, range of functions performed, powers and authority given, as well as the size of their bureaucracies.

Due to “push” factors in the rural areas and the “pull” factors in the urban areas, the Black population engaged themselves in the process of urbanisation (i.e. the

movement of people from rural areas to urban areas), and this led to the White local authorities in the urban areas formulating laws which prevented Black and White inhabitants from living together. Resultantly, they could not benefit equally with regard to services delivered to them in the same area (Worrall, 1971: 116-123). For example, the old Port Elizabeth Municipality (PEM), now called Nelson Mandela Metropolitan Municipality (NMMM), where the current study is being conducted, had five different municipalities, viz. PEM catered for White people only; the Ibhayi, the Motherwell and the KwaMagxaki/KwaDwesi municipalities catered for services to Blacks only; and the Coloured and Indian municipalities rendered services to Coloureds and Indians (Binza, 2000: 49).

Worrall (1971:121) and Hilliard (1991:75-77) stress this immoral and inhumane act of segregation succinctly by writing that laws were promulgated throughout the country during the union era, which curbed the right of freedom of movement of the Black people (Africans, Coloureds and Indians). These included the Black Labour Regulation, Act 15 of 1911; the Natives (Urban Areas) Consolidation Act 25 of 1945 as amended; the Black Land Act 27 of 1913; the Group Areas Act 36 of 1966 and the Rural Coloured Areas Act 24 of 1963. This heralded to some South Africans, a long and a bitter history of local government in South Africa.

2.3. Local government under apartheid (1948-1994)

Thirty eight (38) years after South Africa had become a union (1948) the apartheid government, which reinforced earlier laws that promoted segregation, was born under the leadership of the National Party (See list of apartheid legislation in South Africa under Appendix B). The National Party implemented racial segregation and ensured white supremacy. The implementation of the apartheid ideology in 1948 as the formal policy of the National Party Government was the continuation of the enacted separatist policies or racism which had been formulated in 1935 by the Afrikaner Broederbond. This is a secretive organisation established in 1918 to further promote the interests of Afrikaans-speaking people, and to break the shackles of British supremacy so as to replace all the English population with Afrikaners in government institutions, corporate institutions and neo-governmental institutions (Ferreira, 1995: 60).

For forty six years, South Africa was governed by laws which segregated people by the colour of their skin. Local government, like many other institutions of human endeavour in South Africa, could not escape the effects of apartheid. In the apartheid era, local government was based on racial segregation. Various attempts were made under apartheid to introduce “own management” structures for black residents at the local level. This was in part to compensate for restricted rights, and in part to bolster the political and economic privileges of racial exclusion. The Group Areas of 1966 and the related Acts mentioned in the previous section shaped local government to come to mean nothing to the black people of South Africa (Marais, 1989:124; Molala, 2002: 78).

The Group Areas Act No. 41 of 1950, the key piece of apartheid legislation, instituted strict residential segregation and compulsory removal of people to own group areas. It defined land use zones according to race – white areas, Coloured, Indian and African townships. Dr H.F. Verwoerd, in his address to the Transkei General Council in 1951, said: *“I do not believe in the intermixing of races, White and Bantu, the differentiation of races has been ordained and we must base all our policies on that fundamental fact”* (South Africa, 1951: 1). According to the White Paper on Local Government, the Group Areas Act restricted the permanent presence of Africans in urban areas through the pass system, and reserved a viable municipal revenue base for white areas by separating townships and industrial and commercial development (South Africa, 1998b:18).

The Bantu Authorities Act No. 68 of 1951 was introduced to further define African people as urban and rural residents. The zoning of African townships was according to ethnic orientation (Molala, 2002: 77). Other laws to further strengthen racial segregation were subsequently introduced, i.e. the Native Laws Act No. 67 of 1952 and No. 64 of 1956, which restricted blacks into the cities; the Reservation and Separate Amenities Act of 1953 which enforced segregation in schools, hospitals, churches, public transport, hotels, toilets and many other services (Guise, 1993:14).

On May 31, 1961, South Africa became a Whites-only Republic, excluding the majority of South Africans from any form of decision-making (Slovo, 1995:74). The

new dispensation placed municipal affairs under the control of Provincial Councils. This meant that local government became the responsibility of the four provinces (Natal, The Orange Free State, The Cape and The Transvaal) that constituted the 1961 Republic (Molala, 2002: 77). Racially divided, municipalities became different for different race groups. The new order provided for Coloured and Indian Management Committees which were mere advisory bodies to white municipalities without decision-making powers. In 1971, the Bantu Affairs Administration Act No. 45 of 1971 was passed. This Act provided for the appointment of Administration Boards that were responsible for African municipal services in black townships. These Boards failed to bring any improvement as had been expected. In 1977, Community Councils were introduced, but had no meaningful powers and few resources and they consequently never gained political credibility (South Africa, 1998).

In 1982, Black Local Authorities replaced Community Councils; they however had no significant revenue base and were seen as politically illegitimate and were therefore rejected by popular community mobilisation in the mid 1980s. Through spatial separation, influx control, and a policy of “own management for own areas”, apartheid aimed to limit the extent to which affluent white municipalities would bear the financial burden of servicing disadvantaged black areas. Apartheid regulations barred most retail and industrial developments in black areas. This limited the tax base and forced residents and retailers to spend most of their money in white areas.

Municipalities in black areas were therefore deprived of the means to meet the needs of the local residents (South Africa, 1998: 34). Water and electricity were supplied to white residents in rural areas at enormous cost, while scant regard was given to the needs of the rural majority. In a nutshell, white people of South Africa enjoyed exclusive rights during the apartheid era. Noting this reality, Cloete (1995:1) asserts that *“it was at a local government level that apartheid value system manifested itself most forcefully; this was where laws separated racial communities in every sphere of life and where Whites enjoyed privileges at the expense of other racial communities”*.

Meanwhile the process of service delivery in the White local authorities was administered efficiently, effectively and economically, the opposite was true in Black Local Authorities (BLAs). Poor standards of management and administration caused

by a shortage of skills in all areas of managements; insufficient financial resources; duplication and overlapping of activities within one department; a shortage of administrative infrastructure; mismanagement of funds, as well as corruption by government officials caused poor services to be rendered to dwellers in Black residential areas (Cloete, 1992:25-26; Marais,1989:146,236). Crisis and collapse were inevitable in this distorted local government system.

Figure 2: A newspaper clip recording anti-apartheid strikes



2.4. The emergence of the Anti-apartheid movement (1982 – 1985)

In 1982, the BLA Act came into effect. The Act attempted to impose rent and service charges on township residents to increase revenue. This revenue source could never have provided for meaningful delivery. It only served to anger increasingly politicised communities. The rejection of Black Local Authorities in the mid-1980s led to a popular uprising which shook the foundations of the apartheid order. In 1983, the Republic of South Africa Constitution Act 110 of 1983 introduced a Tricameral Parliamentary System, whose aim was to include not only Whites but also Coloureds and Indians in government. This led to the establishment of Regional Services Councils (hereafter referred to as RSCs) in terms of the Regional Services Councils Act 109 of 1985. This Act had a provision that RSCs should attain economies of scale and increase efficiency and effectiveness by reducing duplication and overlapping of services; improving the infrastructure in Black local authorities and facilitating multi-racialism in terms of decision-making (Binza, 2000: 56). These institutions were regarded as “pseudo-democratic institutions” used to retard the process of delivery and prolonged the inclusion of Blacks into governance (Hilliard, 1997: 16).

As a response to these apartheid manoeuvres, communities began to mobilise against the apartheid local government system. The political agenda of the National Party was unacceptable to the Black community because it benefited only a few people (i.e. the White minority) with regard to service delivery and job placement in the public service. About 565 black and white progressive organisations, representing women, youth, student, civic, worker, teacher, nurses and church organisations representing 1.5 million supporters (Mbeki, 1996:59), assembled at Mitchell's Plain on the Cape Flats on 20 August 1983 and launched the United Democratic Front (UDF). The aim of UDF was to mobilise all and sundry against the Tricameral Parliament and Black Local Authorities Act.

As the 1984 uprising gathered momentum, civics and other community bodies started to organise. These included interest groups like the African National Congress, the South African Communist Party and trade unions. Their rallying cry was the appalling social and economic conditions in townships and Bantustans. Their chief weapons were the organised boycott of rents and service charges, and consumer boycotts which had a crippling effect on government processes (Van Aardt, 1994: 4). For the first time people began to protest systematically against the way human settlements were spatially and economically distorted. These groups, according to Heymans and Totemeyer (1995: 193) and Hilliard (1997:16), contended that RSCs and the Black municipalities were unacceptable to the Black community because they were imposed in a top-down fashion, were undemocratic and illegitimate, just as other Black local councils, and were instituted to siphon off funds from the Black areas to the White areas; they were pseudo-authorities ready to implement apartheid policies so as to inhibit Blacks from participating in democratic governance.

Mbeki (1996:57) argues that the BLA *"gave the government a range of new powers and responsibilities, while the coloureds and the Indians were given limited powers in the tricameral government. Effectively they were being co-opted into the regime. In the guise of reform, the Nationalists were introducing legislation which aimed to plug the holes in apartheid"*. As Cosatu (1987: 51) observes *"The system of Black Local Authorities was introduced as an attempt to transfer power in the townships. But the uselessness and the greed of those willing to serve on these councils soon showed. They simply could not deal with the basic needs of the townships because of the*

totally inadequate resources and funds available to them. And when they tried to increase rentals, this resulted in a massive backlash against the payment of any rentals at all”.

2.5. The collapse of the apartheid local government (1985 – 1990)

The boycott of rent and rates resulted in the collapse of many types of council throughout the country. The reaction of the regime would normally be a violent dispersal of protesters that led in many instances to massacres (Molala, 2002: 84). The events in Sebokeng, in the Vaal, after rent protesters were killed, are a typical example. A vicious circle of deaths in every protest, and deaths at every funeral of a victim of police brutality deepened the political crisis in South Africa. In 1985, the situation had reached an almost civil war level and the government declared a partial state of emergency in several hotspots of the country. Like wild fire, protests spread rampantly throughout the country. The country had become ungovernable! To stem the tide of the deepening political crisis in South Africa, the Apartheid administration, imposed a nation-wide state of emergency on 12 June 1986.

Under the cover of the state of emergency, the regime sought new strategies of regaining authority. To try and regain the initiative, Sarakinsky (in Benjamin & Gregory, 1992: 128) observes that the apartheid government set in motion a three-phase programme. The first phase was the re-establishment of law and order in which the security forces worked hard to muzzle, repress and curtail the protest actions of the anti-apartheid movement in an attempt to stabilise townships. The second was socio-economic upliftment in which state institutions like the Department of Finance and the newly established Regional Services Councils (RSC) made resources available for improving the living conditions in the townships with the hope that these would diffuse the wave of protests. The third was political reform which came about as a result of the combined effects of international pressure and mounting internal mass protests. The new political dispensation also came into being because the government of the day had realised that the internal and exiled black opposition movements had established a presence that could no longer be ignored (Benjamin & Gregory, 1996:129).

On the 26th October 1988, national African, Coloured, Indian and White municipal elections were held. With these elections, it was hoped that a large number of people would be drawn into the local government structures and thereby support the various councillors who had opted to be candidates. The turnout at the polls was low, the elections were a failure, and it became clear that the government's strategy was unworkable. By the end of 1988, there was a realisation from government that a new path had to be found in the resolution of the South African political problem. On February 2 1990, President F.W. De Klerk who had taken over from President P.W. Botha in 1989, unbanned the liberation movements and thus opened up a totally new chapter in the history of South Africa. This new approach set in motion a train of events that finally led to April 27, 1994 when a new GNU took over from the apartheid administration.

The period between February 1990 and April 1994 can be described as the most difficult period in the history of South Africa. It was characterised by uncertainty, violence, assassinations and an increased level of mass protests as political parties wrestled for political space in a terrain that was to define once and for all the future of South Africa (Molala, 2002: 86). It is this period that finally came with the new Constitution and eradicated apartheid from the face of the land. The interim Constitution of the Republic of South Africa, Act 200 of 1993, made provision for a democratic, non-racial South Africa. The Act stipulated in its preamble *"to create a new order in which all South Africans will be entitled to a common South African citizenship in a sovereign and democratic state in which there is equality between men and women and people of all races so that all citizens shall be able to enjoy their fundamental rights and freedoms"*.

2.6. Restructuring and transforming South African local spheres of government since 1994

This section serves to explain the restructuring and transformation of the South African local spheres of government since the advent of democracy on 27 April 1994 to date. After the 1990 breakthrough, rent boycotts continued, councillors resigned, and most councils in black residential areas collapsed. These and other considerations, particularly the government's acceptance of a non-racial local government (Urban

Foundation, 1993: 20), led to the commencement of national debate about the transformation of local government. The rationale for transformation was to create a new order in which all South Africans will be entitled to a common South African citizenship in a sovereign and democratic state in which there is equality between men and women and people of all races so that all citizens shall be able to enjoy their fundamental rights and freedoms.

In 1993, representatives of 26 political groups assembled at Kempton Park, near Johannesburg, produced a temporary constitution to last until the victors in the 1994 elections created the Constitution of the Republic of South Africa, which they did in 1996. A by-product of the discussions at Kempton Park was the Local Government Negotiating Forum (LGNF). The LGNF in turn brought about the Local Government Transition Act (LGTA) 209 of 1993, which marked the course for the next several years, consisting, broadly, of phases for the restructuring of local government (LGNF, 1993: 4; Cloete, 1995: 4) as described below.

2.6.1. The pre-interim phase

The pre-interim phase began after the promulgation of the Interim Constitution of the Republic of South Africa Act 200 of 1993 and the Local Government Transition Act 209 of 1993 which prescribed the establishment of local forums to negotiate the appointment of temporary Councils, which would govern until municipal elections. These Acts led to the renaming of South African local authorities, namely: Metropolitan Councils, District Councils and Transitional Local Councils (TLCs). Metropolitan Councils were established in six areas: four in Gauteng Province (Greater Johannesburg Metropolitan Council, Vaal/Lekoa Metropolitan Council, Pretoria Metropolitan Council and Khayalami Metropolitan Council) together with the Durban Metropolitan Area and the Cape Metropolitan Area. This arrangement was viewed as inadequate for addressing many of the service delivery, governance and management problems within metropolitan areas. A new system of metropolitan government will need to be more clearly defined, and provide both clear guidance on the role of metropolitan government, and sufficient powers to fulfil this role.

District Councils were established throughout the country with considerable variations in the size of the budgets and staffing complements. They also operated in very different contexts and served areas of very different size and settlement patterns, ranging from areas of dense settlements to vast, sparsely populated regions. Their powers and functions were determined by provincial proclamations which differed from province to province. Consequently, their roles differed.

The TLC model was applied to most urban areas, ranging from major cities to small rural towns, with very different economic and social realities. In rural areas, Transitional Rural Councils (TRCs) were introduced having similar powers to their urban counterparts. The pre-interim phase ended when the local government election which were held on 6 November 1995 in all the provinces took place except KZN and Western Cape provinces which held their local government elections at the beginning of 1996 (Du Toit & Van der Waldt, 1996: 243).

2.6.2. The interim phase

This is the period of the “birth” of democracy, unity and transition in the entire state of South Africa – the home of the rainbow nation. The interim phase began after the election of the central and provincial spheres of government on 27 April 1994. With regard to the local spheres of government, the period started during the election of the local council (local government elections) in 1995 and 1996 and ended on the 5th December 2000, when the second democratic local government elections took place (Du Toit & Van der Waldt, 1997:243). Various public service policies (e.g. the abolition of separate development policies) and processes (i.e. the way government was run in the past) were transformed during this period. This culminated in implementation of the amended constitution, the Constitution of South Africa, Act 108 of 1996, the Supreme law of the Republic of South Africa which aims are “to heal the divisions of the past and establish a society based on democratic values, social values and fundamental human rights (Morris, 1990:7). The South African Local Government Association (SALGA) came into being in November 1996 to further the aims of democratic local government.

The Constitution characterises the South African government into three spheres which governs and delivers public services (directly and indirectly) to the 44,7 million people, with 14 497 million economically active populace living in a territory of 1 123 00 square kilometres (Du Toit & van der Waldt, 1997: 207). The three spheres include: central government made of legislative bodies (National Assembly and the National Council of Provinces). The provincial spheres of government consisting of nine provinces, viz: the Eastern Cape where the current study is being undertaken, the Free State, Gauteng, KwaZulu Natal, Mpumalanga, Limpopo, Western Cape, Northern Cape and Limpopo. Each province has a Provincial Legislature as well as a House of Traditional Leaders. The local spheres of government comprised of 843 municipalities with 11 300 councillors serving as policy-makers. The municipalities fall into three categories, namely:

- Category A: a municipality which has exclusive municipal and legislative authority in its area, e.g. Metropolitan Municipality.
- Category B: a municipality that shares municipal executive and legislative authority in its area with a category c municipality, for example a metropolitan local council or a district council with a rural local council.
- Category C: a municipality that has municipal executive and legislative authority in an area that includes more than one municipality, for example, a metropolitan council or a district council.

2.6.3. The final phase

This phase began after the first fully democratic local government elections in South Africa which were held on 5 December 2000 and still continues to date. This phase is marked by an established and legislated new local government system (South Africa, 1998a: 35). New municipal boundaries were drawn after the elections that included every part of the country and broke the old apartheid divisions. It was envisaged at that time that three integrated phases would occur for the growth of municipal government in South Africa: from 2000 to 2002, the elected councillors and other officials would be trained to discharge their duties well, and the structures of the new local authorities would be entrenched; their consolidation would continue through to

2005; and between 2005 and 2010, the long term viability of the local government forms would be demonstrated, as well as their ability to interact with other levels of South African government. At this point, meeting infrastructure requirements and achieving service delivery are matters of some urgency for local government in South Africa. Local government policy and legislation are the responsibility of the Minister for Provincial and Local Government, and supervisory duties belong to him and to the provincial ministers, also known as the Members of the Executive Council, who can step in where they see local authorities failing to comply with legislation. The issue of the role of traditional authority continues to be discussed. The people in local government themselves appear to favour enhancing their national presence and lessening the power of provincial associations. The job of seeing that South African local government is and continues to become all that it should be for the benefit of South Africans continues to be the SALGA's, but a 2003 report by the (Johannesburg) Centre for Development and Enterprise identified a distrust of private enterprise on the part of officials as seriously undermining the economic development on which so much else will depend. While newly elected councils in many areas have made significant progress in addressing backlogs and extending services, they face many constraints. The huge infrastructural disparities and inequalities resulting from apartheid local government remain.

2.7. Challenges faced by local government

While the unique challenges of each form of municipality need to be considered, a number of more general issues should also be taken into account. South African municipalities face a daunting challenge for service delivery. The challenges include and are not limited to: poor infrastructure and service delivery backlog; lack of creditworthiness; the emergence of complex societal needs; lack of efficiency in the use of funding; budgetary and resource pressure; bureaucratic tendencies; competition within the global economy and lack of capacity. Below, the three most pressing challenges facing local government are discussed.

2.7.1. Financial Pressure

Municipalities are experiencing financial pressure because of huge service backlogs, collapsed or deteriorating infrastructure, deteriorating creditworthiness and borrowing capacity (Jackson & Hlahla, 2001: 41). This is largely due to the upward pressure on salaries, the loss of well-trained finance personnel and challenges related to non-payment for services. These factors result in poor budgeting, accounting, credit control and financial reporting systems, i.e. in some cases revenue is overstated, resulting in unrealistic budgets (Government Digest, 2004b: 44). Further, they negatively affect municipal cash flows and overall financial management. In addressing the financial challenge, many municipalities have spent accumulated reserves, reduced capital expenditure, deferred payments to vendors, utilised bridging finance, and refinanced or extended their long-term debt (Government Digest, 2002:16). It should however be noted that there are vast disparities between municipalities in as far as their financial situation is concerned. Some municipalities are financially stable and healthy despite the above-mentioned difficulties.

2.7.2. Administration

Many of the administrative problems created by the apartheid era did not automatically disappear when the Government of National Unity (GNU) came into power in May 1994 (South Africa, 1995: 5 and van der Waldt, 2002: 24-26). They still remain. Bureaucratic tendencies, top-down approaches, authoritarian management practices, poor productivity, poor communication and lack of representativeness still prevail in some municipalities. Black people, especially women are underrepresented in the top echelons. Junior personnel still remain unskilled, de-motivated and disempowered. These problems lead to inefficiency in service delivery. The new mandate requires municipalities to be representative, transparent, efficient, effective, accountable and responsive to the needs of all (South Africa, 1998a: 17). Significant resources are required to build administrative capacity for the new local government system.

2.7.3. Legislative complexity

All the dividing laws were put to an end in 1994 when the GNU came into authority with its policies of completely changing the entire public service in respect of its process of service delivery. While these laws are no longer in operation, they however, still continue to impact on the operation of new municipalities in one way or the other. Their impact is different in various parts of the country, resulting in considerable confusion and uncertainty. The current legislative complexities and legal vacuums have to be addressed. The impact of past policies must be rationalised to support the new vision and role identified for local government (van der Waldt, 2002: 24-26; Harris, 1999: 183; South Africa, 1995:20; Government Digest, 2002:16; 2004a: 5; 2004b:44; 2004c:13).

2.8. Towards Developmental Local Government

As indicated in the previous section, local government face great challenges in promoting human rights and meeting human needs, addressing past backlogs and problems caused by apartheid planning, and planning for a sustainable future. They can only meet these challenges by working together with local citizens, communities and businesses, and adopting a developmental approach. The White Paper (South Africa, 1998b: 15) states that local government must play a "developmental role". The Constitution states that government must take reasonable steps, within available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security. This section explores developmental local government. Developmental local government according to White Paper on Local Government (South Africa, 1998b: 5) means "*a local government committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives*". It should target especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people.

2.8.1. Goals of Developmental Local Government

The advent of developmental local government in the 21st century, signals a clean break from the previous system of local governance. Developmental local government

gives rise to new obligations and a constitutional mandate at the centre of the fundamental transformation of the quality of life of local communities. Developmental Local Government has five interrelated goals (South Africa, 1998: 38).

2.8.1.1. Maximising social development

Each municipality should contribute towards social and economic development in its area of jurisdiction. The municipality can contribute to social development through provision of basic needs to the poor of the poorest. This includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity. Not only are these services a constitutional right but they can help people to support their families, find jobs and develop their skills to start their own small businesses. Further, social development can be enhanced through arts and culture, the provision of recreational and community facilities, and the delivery of social welfare services.

2.8.1.2. Maximizing economic development

Local government can play a key function in improving job creation and enhancing the local economy. By providing good quality cost-effective services and by making the local area a enjoyable place to live and work in the municipality will have made a good start to sustainable local economic development. Municipalities can work in partnership with local businesses and entrepreneurs, thus increase employment opportunities. Municipalities can do so by sub-contracting local businesses instead of seeking external contractors. Where local communities lack the capacity, municipalities can empower communities so that they develop relevant skills.

2.8.1.3. Integrating and co-ordinating services

In order to improve service delivery, municipalities should operate in an integrated and co-ordinated manner. This implies that municipalities should involve other local agencies such as non governmental organisations, community-based organisations, private sector organisations, trade unions, parastatal organisations and other government departments in service provision. Developmental local government must provide leadership to all those who have a role to play in achieving local prosperity.

One of the most important methods for achieving greater co-ordination and integration is integrated development planning.

2.8.1.4. Democratising development

Municipal Councils play a central role in promoting local democracy. Democracy refers to equal participation and involvement of all people in service delivery irrespective of gender, race or creed. To ensure involvement of people, especially grassroots ones, municipalities should have councillors who represent community interests and ward committees. Municipalities can also involve youth organisations to ensure maximum participation of local communities.

2.8.1.5. Leading and learning

Municipalities should be abreast to changes and developments globally, nationally and locally. These changes and developments should shape municipal priorities and new ways of addressing those priorities. Municipalities should be able to strategise, develop visions and policies and mobilise a range of resources to meet changing needs and achieve developmental goals in their area.

2.8.2. Developmental Strategies

Below are strategies that municipalities should employ to assist them to become more developmental. These strategies tools can assist municipalities to develop an integrated perspective on development in their area. They can allow them to focus on priorities within an increasingly complicated and varying set of demands. They will enable them to direct resource allocations and institutional systems to a new set of development objectives.

2.8.2.1. Integrated Development Planning and Budgeting

Integrated Development Planning (IDP) redresses the imbalances of the past created by apartheid planning which racially divided business and residential areas, consequently with the poor having to travel long distances to work and having poor access to business and other services. IDP seeks to transform levels of services between rich and poor areas and to ensure equitable services especially to rural areas

which were left underdeveloped and largely unserved in the apartheid regime (IDP Review, 2005:6). IDP is an approach to planning that involves the entire municipality and its residents in finding the best solutions to achieve good long-term development. It is a 5-year super plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It takes into account the existing conditions and problems and resources available for economic and social development (IDP Review, 2005:6). Every municipality in South Africa is required to produce an IDP, in which the municipality's future is mapped over the short, medium and long term. Issues that are considered include spatial planning, disaster management, finances, performance targets and economic development. The key to the process is "integration" – meaning that all processes are considered in relation to one another.

There are six main reasons why a municipality should have an IDP: to ensure effective use of scarce resources by using resources where they are mostly needed; to speed up service delivery by identifying and providing services to the least serviced and most impoverished areas; to attract additional funds through having clear development plans; to strengthen democracy through the active participation of all the important stakeholders where decisions are made in a democratic and transparent manner; to overcome the legacy of apartheid by using municipal resources to integrate rural and urban areas and to extend services to the poor and lastly, to promote co-ordination between local, provincial and national government as the different spheres of government are encouraged to work in a co-ordinated manner to tackle the development needs in a local area.

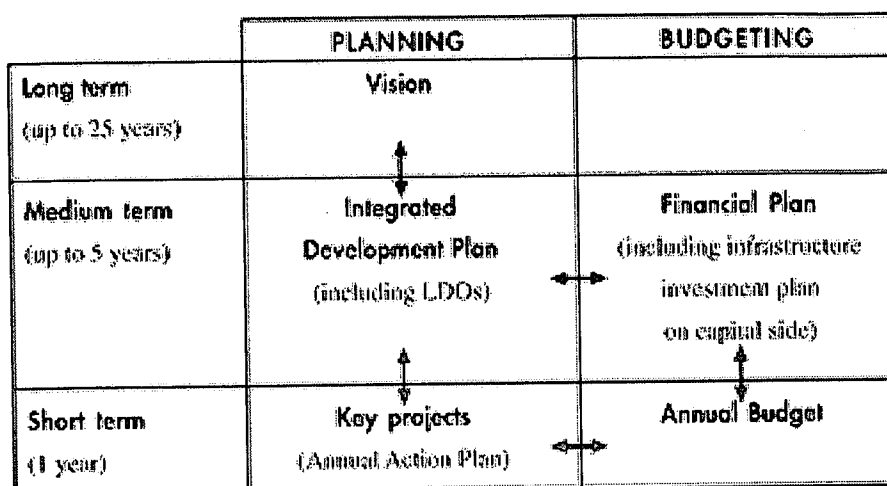
The stakeholders in the IDP process include: Municipality – the IDP guides the development plans of the municipality; Councillors - the IDP gives councillors an opportunity to make decisions based on the needs and aspirations of their constituencies; Communities and other stakeholders - the IDP is based on community needs and priorities, communities have the chance to participate in identifying their most important needs; national and provincial sector departments – they participate in the IDP process so that they can be guided how to use their resources to address local needs (IDP Review, 2005:4).

There are five phases of developing an IDP (IDP Review, 2005:9). Phase 1 (Analysis) has to do with collection of information on existing conditions in the municipality. During this phase the types of problems faced by people in the area and the causes of the problems are identified and prioritised in terms of urgency. Information on availability of resources is also collected during this phase. At the end of this phase, the municipality is able to provide: an assessment of the existing level of development, details on priority issues and problems and their causes and list of available resources.

During phase 2 (Strategies), the municipality works towards finding solutions to the problems assessed in phase one. This entails developing a vision for the municipality, defining development objectives, developing strategies or best methods of achieving the objectives and identifying specific projects to meet the development objectives. Phase 3 (Projects) has to do with designing of projects identified during Phase 2. Clear details for each project are worked out in terms of: who will benefit from the project? How much will the project cost? How will the project be funded? How long would it take to complete? Who will manage the project? Clear targets are set and indicators worked out to measure performance as well as the impact of individual projects.

Phase 4 (Integration) has to do with integrating the strategies identified in Phase 2 with broader development plans of the IDP, i.e. AIDS, poverty alleviation and disaster management. Phase 5 (Approval) has to do with presenting the IDP to the council for consideration and adoption. The Council may adopt a draft for public comment before approving a finalised IDP.

Figure 3: IDP and budgeting



NB: LDO refers to Local Development Officer

Source: White Paper on Local Government (South Africa, 1998)

2.8.2.2. Performance Management

Performance management has to do with ensuring that the organisation’s human resources are utilised and managed as effectively as possible (Grobler et.al., 2002: 13). Performance management is a system that is used to make sure that all parts of the municipality work together to achieve the goals and targets that are set. The municipality needs to develop performance simple, measurable, achievable, realistic and time-bound (SMART) objectives and standards (van der Molen, 2005a: 35; 2005b: 6 and Binza & Hilliard, 1997: 4). In doing so, they should involve communities in order to increase accountability. The municipality must have clear goals and specific targets of what has to be done to make sure the goals are achieved. Every department and staff member should be clear what they have to do and how their performance will contribute to achieving overall goals and targets. The municipality should develop a performance appraisal system in order to evaluate, reward, develop and manage performance (van der Molen, 2005a: 44). If you cannot measure an activity then you can't manage it.

Performance of individuals, departments and the municipality as a whole should be monitored to make sure the targets are met. A good performance measurement system should ideally meet the following criteria: provide frequent and timely reporting; simple to maintain and utilize; focus on results achieved more than on activity required to achieve results; should not ignore important performance areas just because they are difficult to measure and publicize employees whose performance is being measured. Performance management is of critical importance to ensure that plans are being implemented, that they are having the desired development impact, and that resources are being used efficiently.

2.8.2.3. Working together with local citizens and partners

There is a need to engage communities in municipal services so that they do not remain passive recipients but a culture is developed in which communities become active collaborators. Municipalities need to actively involve communities in municipal affairs as voters to ensure maximum democratic accountability; as citizens to express their views; as consumers and end-users who expect value for money, affordable, courteous and responsive service and as organised partners involved in the mobilisation of resources for community upliftment. As voters, communities should constantly be made aware of the importance of their vote through civic education programmes, ward-level activities and creative electoral campaigning. As participants in the policy process, municipalities should put in place forums to allow organised formations to initiate policies, participatory budget initiatives and participatory action research. As consumers and end-users, municipalities should adhere to Batho Pele principles of service delivery.

Batho Pele is a policy framework aimed at improving the efficiency and effectiveness of the way in which public services are delivered as well as ensuring transparent and accountable public services as a right for its people (South Africa, 1997: 12). It seeks to raise standards of service, especially for those whose access to public services have been limited in the past and whose needs are greatest. An approach which puts people first by treating citizens more like customers. The approach is encapsulated in the name Batho Pele (a Sesotho adage meaning People First). As the name denotes, the centre of these principles is “service to the people”. The rationale for these principles

is to progressively raise the standards of service, especially for those whose access to public service has been limited in the apartheid regime and whose needs are greatest. These principles emanate from the above-mentioned principles of public administration as public service is expected to function in accordance with national legislation. They include (South Africa, 1997: 15):

Figure 4: Eight Principles of Batho Pele

<p style="text-align: center;">1: Consultation</p> <p style="text-align: center;"><i>Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.</i></p> <p style="text-align: center;">2: Service Standards</p> <p style="text-align: center;"><i>Services are evaluated in terms of standards. Before services are delivered, they must be gauged as to whether they are ready for consumption, that quality has been certified. Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.</i></p> <p style="text-align: center;">3: Access</p> <p style="text-align: center;"><i>All citizens should have equal access to the services to which they are entitled.</i></p> <p style="text-align: center;">4: Courtesy</p> <p style="text-align: center;"><i>Citizens should be treated with courtesy and consideration</i></p> <p style="text-align: center;">5: Information</p> <p style="text-align: center;"><i>Citizens should be given full, accurate information about the public services they are entitled to receive.</i></p> <p style="text-align: center;">6: Openness and transparency</p> <p style="text-align: center;"><i>Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.</i></p> <p style="text-align: center;">7: Redress</p> <p style="text-align: center;"><i>If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, and citizens should receive a sympathetic, positive response.</i></p> <p style="text-align: center;">8: Value for money</p> <p style="text-align: center;"><i>Public services should be provided economically and efficiently in order to give citizens the best possible value for money.</i></p>

Source: White Paper on transforming Government Service Delivery (South Africa, 1997: 15)

The above-mentioned principles are in line with the public administration principles within which every sphere of government, organs of state and public enterprises should operate, as set out by the Constitution of South Africa section 195 (2) (1996: 62). The public administration principles are indicated below, public administration should:

Figure 5: Principles of Public Administration

- *Promote and maintain a high standard of professional ethics*
- *Provide services impartially, fairly, equitably and without bias*
- *Utilise resources efficiently, economically and effectively*
- *Respond to the needs of people*
- *Encourage the public to participate in policy making*
- *Be accountable, transparent and development oriented*
- *Provide the public with timely, accessible and accurate information*
- *Have good human resource management and career development practices to maximise human potential*

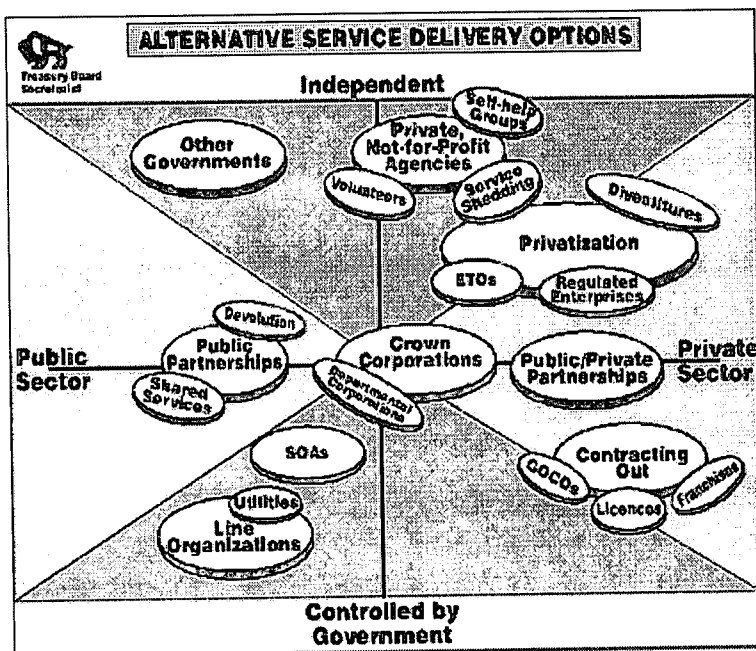
Source: Constitution of South Africa 108 of 1996 (South Africa, 1996: 62)

Citizens, according to the Constitution, have the right to take action against the state if they believe that any of the principles of public administration is not adhered to.

As partners in resource mobilisation, municipalities should come up with various alternatives to service delivery as shown in Figure 6 below. Without the active support of community groups and the private sector, the Government will not have the necessary resources to implement the RDP effectively. At the same time, the policy is based on a more fundamental conviction that the public should be active participants in the development process rather than passive recipients of government programmes. Communities should be afforded the opportunity to participate in the decision making process on issues affecting their welfare and, where feasible, they should be encouraged to contribute to the delivery of services through community based initiatives. The government recognises the important role which the private sector, non-governmental organisations and community based organisations will need to play in the meeting of basic needs, as well as the valuable contribution that the expertise and resources of such organisations can make in the RDP process more generally. This is especially so in areas where the capacity of the public service is limited. In such situations, consideration will be given to the sub-contracting of service delivery.

The setting up of effective partnership structures to deliver the RDP inevitably takes some time. In the process many NGOs and CBOs are being forced to close down due to changes in the funding priorities of their former donors, many of whom have indicated that they would now prefer to channel their assistance through the Government.

Figure 6: Alternative Service Delivery options (Ford and Zussman, 1997:6)



2.9. Summary

In the apartheid era, public service was characterised by inequitable distribution of public services, especially in rural areas, lack of access to services, lack of transparency and openness and consultation on the required service standards, lack of accurate and simple information on services and standards at which they are rendered, lack of responsiveness and insensitiveness towards citizens complaints and discourteous staff. The government was characterised, among others, by traditional bureaucracy, including hierarchical structures, low levels of training, a poor work culture, isolation from contemporary influences, exclusion of the majority of the population from opportunities to exercise power and influence in public service, cultural barriers and an overall orientation towards inputs and processes rather than service delivery and results. The government was also characterised by an inability to

overcome certain rampant social and economic problems such as poverty, unemployment, HIV/AIDS and crime.

Public service was operating within over-centralised, hierarchical and rule-bound systems. The way public service was rendered made it difficult to hold individuals accountable because decision-making was diffused, focus was on inputs rather than outcomes, innovation and creativity was not rewarded, uniformity was rewarded above effectiveness and responsiveness and inward-looking, inflexible attitudes which are at odds with effective service delivery were encouraged. Saayman (1990: 56) observed that political ploys, unethical and immoral conduct, constitutional discrimination, human onslaught and economic sanctions are the key elements which have led to unequal service delivery in South Africa. South Africa and its public service presented a contradictory face to the world before 1994 which affected effective and efficient service delivery.

When the democratic government came into being in 1994, it sought to reverse the situation. It sought to introduce a fresh approach to service delivery. An approach which puts pressure on systems, procedures, attitudes and behaviour within public service. The democratic elections of the new Government of National Unity in 1994, 1999, and 2004 respectively, set South Africa on a path of renewal and transformation. The country in its desire to achieve more efficient government, had to undergo a profound period of transformation. The rationale for this transformation was to heal the divisions created by the past regime and establish a society based on democratic values, social rights and fundamental human rights. The transformation process permeated every level of government, every department, and every institution. Currently, tremendous political and social changes are reshaping the overall social structure, its institutions, and economic systems, in order to build a united South Africa that is able to take its rightful place as a sovereign state in the family of nations.

2.10. Conclusion

The South African local government history has shown that the phenomenon of local government has been at the centre of socio-political resistance in South Africa. This chapter has demonstrated that local government in South Africa is a product of various historical realities. The creation of local government structures at different times in history reveals that these structures were machinations of different political persuasions at different moments in history. The influences of Holland and Britain laid the foundation of the present system of local government in South Africa (Molala, 2002: 72).

Although having occupied South Africa at different times, sometimes together, sometimes separately, the legacy of these two powers continues to influence South African life even today. The application of the Roman-Dutch law in South Africa's judicial system is a typical example. First was the Dutch rule (1652-1795 and 1803-1806) then came the British rule (1795-1803 and 1806-1910). Both Dutch and British practices have left deep impressions on the tradition and structure of local government (Vosloo, et.al., 1974: 17). Apartheid local government sought to perpetuate the racial philosophy of the White minority government. Opposition groups organised themselves to resist a series of illegitimate ruthless apartheid government practices which eventually collapsed. The resultant struggles have shaped a different local government landscape.

The fall of the apartheid rule and subsequently, the national consensus on a new local government dispensation, crafted through various legislation - the Constitution (1997), Local Government Transition Act of 1993, the White Paper on Local Government (1998b), the White Paper on Reconstruction and Development Programme (1997), is an important milestone in the history of South Africa. South Africa has been given an uncommon and historic opportunity to transform its local government in order to meet the social, economic, and material needs of communities in a holistic way which will result in a better life for all. Local government has a critical role to play in rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and truly non-racial society. This sphere of government stands at the threshold of an exciting and creative era in which it can and

will make a powerful impact on reconstruction and development in South Africa's new democracy.

Currently, local government has a new constitutional mandate to create and sustain humane, equitable and viable human settlements. While, the above-mentioned legislations bring an important milestone in South Africa, it is doubtful whether local government - as presently designed - is adequately equipped to fulfil this developmental mandate because the scars of apartheid local government still remain. It is these scars that developmental local government seeks to redress. Given the disparities that exist in South Africa between historically white and black areas, the discrepancies between rural and urban areas, the developmental task faced by the new municipalities is indeed a mammoth one. Local government has been democratised, but the local government system is still structured to meet the demands of the previous era. A fundamental transformation is required.

CHAPTER THREE

SITUATIONAL ANALYSIS OF THE NELSON MANDELA METROPOLITAN MUNICIPALITY

3.1. Introduction

Local government is required to be development-orientated, financially viable, have strong political leadership, rebuild own administrative systems, deliver services, privatise, contract out, develop leases and concession, form partnerships with NGOs and CBOs, forge public-private partnerships and corporatise (Tropman, 1997: 87). In order for local government to meet its requirements, the context within which it operates needs to be understood. Local government exists within a situation or environment that is often complex and changing. Understanding the situation is the beginning step of improving local government. The more is known about the situation, the more appropriate would be the recommendations towards improving local government.

This chapter provides an overview of the only Metropolitan Municipality in the Eastern Cape of South Africa, the Nelson Mandela Metropolitan Municipality, henceforth referred to as NMMM. In order to provide a contextual background, the chapter begins broadly with a brief description of the South African country at large and its nine provinces. To bring focus to the chapter, the Eastern Cape Province is singled out of the nine provinces and described in relatively more details demonstrating among others, the municipalities that the province has. Subsequently, in depth information is provided on the NMMM covering its socio-demographic characteristics, challenges, development priorities, performance indicators, required research studies, factors to enhance developmental local government and legislative framework. The chapter ends with a conclusion which summarises key points.

3.2. Brief description of South Africa's demographic characteristics

South Africa is located at the southern tip of the African continent. It is nestled by border countries such as Botswana 1,840 km, Lesotho 909 km, Mozambique 491 km, Namibia 855 km, Swaziland 430 km, and Zimbabwe 225 km. It has a population size

of approximately 43,586,200. The distribution of ethnic groups is in descending order: black 75.2%, white 13.6%, Coloured 8.6%, Indian 2.6% (Statistics SA, 2005: 15). In terms of religious denominations, the distribution is as follows: Christian 68% (includes most whites and Coloureds, about 60% of blacks and about 40% of Indians), Muslim 2%, Hindu 1.5% (60% of Indians), indigenous beliefs and animist 28.5%) (Statistics SA, 2005: 23). The country has 11 official languages, namely: Afrikaans, English, Ndebele, Pedi, Sotho, Swazi, Tsonga, Tswana, Venda, Zulu, Xhosa. South Africa is currently divided into nine provinces. The provinces are reflected on the map below.

Figure 7: Map of South African Provinces



Retrieved from "http://en.wikipedia.org/wiki/Provinces_of_South_Africa" on 22nd Sept 06

3.3. Brief description of South Africa's municipalities

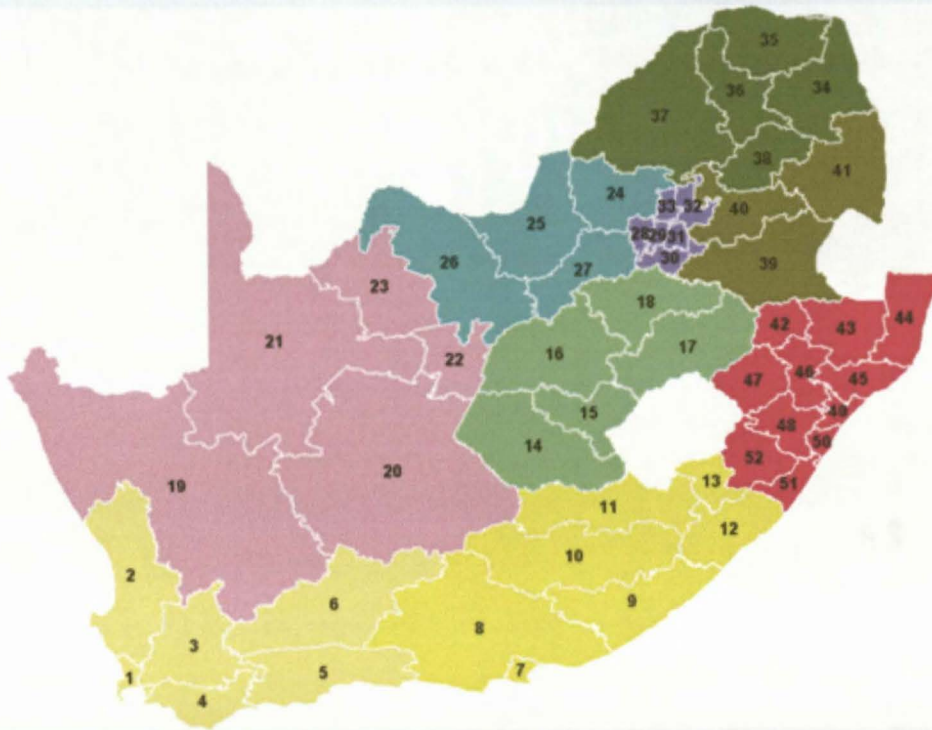
By definition, municipalities are a section of local government that lie one level down from provincial government, and form the lowest level of democratically elected government structures in the country (South Africa, 1998: 14). The foundation for this layer of government is set out in the Constitution of South Africa but separate acts of parliament have defined the municipal structures since the inception of the current constitution, i.e. Municipal Systems Act, Municipal Structures Amendment Act and Re-determination of the Boundaries of Cross-Boundary Municipalities Act (South Africa, 2000a: 12; 2000b: 20; 2000c: 6; 2000d:14 & 2000e: 42). Municipalities can belong to one of the three categories: metropolitan, district and local (referred to in the constitution as categories A, B and C).

The Constitution, section 155.1.a describes Metropolitan (or "category A") municipalities as large regions, with their own local government structures, and which usually encompass some urbanised region (or regions), which might be regarded as a city. In South Africa, a metropolitan municipality or Category A municipality is a municipality which executes all the functions of local government for a city (Burger, 2004: 2). There are six metropolitan municipalities in South Africa, namely: City of Cape Town, eThekweni (which includes Durban), City of Tshwane (which includes Pretoria), Ekurhuleni (former East Rand), City of Johannesburg and Nelson Mandela (which includes Port Elizabeth).

District (or "category C") municipalities are municipalities which can contain other municipalities. Local (or "category B") municipalities are municipalities found within district municipalities. Local municipalities share authority with the district municipality in which they fall. Metropolitan councils have a single metropolitan budget, common property rating and service-tariff systems, and a single employer body (South Africa, 1994: 15, SALGA, 2005: 7). They may decentralise powers and functions. However, all original municipal, legislative and executive powers are vested in the metropolitan council. In metropolitan areas there is a choice of two types of executive systems: the mayoral executive system where executive authority is vested in the mayor, and the collective executive committee where these powers are

vested in the executive committee. South Africa is divided into 52 districts (Metropolitan and District municipalities) as reflected on the map below.

Figure 8: A map of 52 Metropolitan and District Municipalities of South Africa



Retrieved from "http://en.wikipedia.org/wiki/Districts_of_South_Africa"

The map shows the 52 districts (with colours indicating provinces).

Western Cape Province:

1. Cape Town
2. West Coast
3. Cape Winelands
4. Overberg
5. Eden
6. Central Karoo

Eastern Cape Province:

7. Nelson Mandela *

8. Cacadu
9. Amatole District Municipality
10. Chris Hani
11. Ukhahlamba
12. OR Thambo
13. Alfred Nzo

Free State Province:

14. Xhariep
15. Motheo
16. Lejweleputswa
17. Thabo Mofutsanyane
18. Northern Free State

Northern Cape Province:

19. Namakwa
20. Karoo
21. Siyanda
22. Frances Baard
23. Kgalagadi

North West Province:

24. Bojanala Platinum
25. Central
26. Bophirima
27. Southern

Gauteng Province:

28. West Rand
29. Johannesburg
30. Sedibeng
31. Ekurhuleni

32. Metsweding

33. Tshwane

Limpopo Province:

34. Mopani

35. Vhembe

36. Capricorn

37. Waterberg

38. Sekhukhune

Mpumalanga Province:

39. Gert Sibande

40. Nkangala

41. Ehlanzeni

KwaZulu-Natal Province:

42. Amajuba

43. Zululand

44. Umkhanyakude

45. uThungulu

46. Umzinyathi

47. Uthukela

48. Umgungundlovu

49. iLembe

50. eThekwini *

51. Ugu

52. Sisonke

3.4. Brief description of the Eastern Cape Province

The Eastern Cape (EC) is a province of South Africa whose capital is Bhishe. The province came into being in 1994 out of the "independent" homelands of Transkei and Ciskei, as well as the eastern portion of the Cape Province. It is the traditional home

of the Xhosa, and the birthplace of many prominent political heroes, such as Nelson Mandela, Thabo Mbeki and Charles Coghlan. The Province is situated along the south-east coast of South Africa and covers an area of 170 000 km², representing about 14% of the country's landmass. It has a population size of approximately seven million people, representing 16% (third largest) of the South African population. The non-urban population amounts to nearly 4 100 000, and dense concentrations of rural and peri-urban settlements occur in other districts and areas.

The EC is beset with huge backlogs in infrastructure and problems related to poverty and underdevelopment, inherited from the apartheid era. During the apartheid era, service delivery was administered differently with different systems of service delivery for different races. This resulted in high rate of unemployment, economic instability, lack and/or shortage of technologically and academically skilled human resources. The Eastern Cape Province and its local spheres of government are now attempting to remedy the situation caused by apartheid (South African Year Book, 1995: 14-15).

3.5. Brief description of NMMM

3.5.1. Socio-demographic profile of NMMM

Table 1: Socio-demographic profile of NMMM

Characteristics	Figures
Estimated Population size	1.3 million
Population growth per annum	2.8%
Gender	52% females/48% males
Prevalence of HIV + pregnant women	32.6%
Health services	41 fixed/15 mobile clinics
TB cure rate	62%
Economically active sector	42%
Unemployment rate	46% > national average of 41.5% but < the EC rate of 54.6%
Average economic growth	3.7% per annum
Tourism contribution	17% to Gross Domestic Product
Number of households	260 798

Tertiary education	4.2%
Functionally illiterate	8.5%
Matric certificate	29%
Youthful population	37% <20 years of age

According to the IDP of the area (NMMM, 2005: 2), this municipality has an estimated population of 1.3 million, of which 52% is female. The municipality has a relatively youthful population of which 37% is below the age of 20 years indicating that matters such as education and job creation require serious consideration and urgent attention. Only 29% of the residents older than 15 years have matric or higher qualifications. About 4.2% of adults have degrees, while 8.5% of residents over 15 years old are functionally illiterate.

3.5.2. Geographic location of NMMM

NMMM is one of six Metropolitan (or "Category A") municipalities in South Africa and it is the only Metropolitan municipality in the Eastern Cape (See map below). The municipality was formed in 2000 when the previous Port Elizabeth, Uitenhage, Despatch Municipalities of the Western District Council were amalgamated in order to achieve optimal democracy, development, redistribution and cost-efficiency (Le Roux, 2005: 3). It is located on the shores of Algoa Bay and it covers 184 500 ha. The name was presumably chosen to honour former South Africa's President, Nelson Mandela, as there is little to no historical connection between him and the region, and no geographical feature by that name.

Figure 9: Map of NMMM

3.5.3. Municipal services in NMMM

Municipal services are rendered to about 289 000 residential, 6700 commercial and 4000 industrial properties (Le Roux, 2005: 3). There are approximately 260 798 households within NMMM. Currently, 59794 households do not have access to a formal structure. Most households have access to basic level of water supply of which 19% are still dependent on communal standpipes whilst 70% of households are served through a metered supply. About 46 000 households have no direct access to water supply and a further 74 000 are not adequately served (unmetered water supply or communal standpipes). Urbanised areas have access to waterborne sewerage, whilst the lack of adequate infrastructure for peri-urban areas remains a challenge (NMMM, 2005: 5).

3.6. Challenges faced by NMMM

This section on current challenges faced by NMMM is not aimed at inducing a sense of pessimism or hopelessness about the magnitude of the challenges NMMM has, nor is it intended to rake over the past, invoke guilt or re-open old wounds. Instead it is designed to provide a clear and objective picture of the key problem areas that must be tackled if local government (NMMM) is to succeed. Many of the problems created by the apartheid era did not automatically disappear when the GNU came into power in May 1994. They still remain and will have to be overcome if local government is to fulfil its new role effectively. In moving towards its new vision of a public service which is representative, transparent, efficient, effective, accountable and responsive to the needs of all, the challenges described below need to be addressed. These challenges have been extracted from the NMMM IDP (2004: 1-4).

3.6.1. Economic challenges

Like most South African municipalities, NMMM faces serious economic challenges. A substantial number of households earn less than R3200 per annum. The economically active sector accounts for more than 42% of the population. The rate of unemployment has increased in South Africa since 1994, and the rate for the NMMM is higher than the national average (41.5%) but lower than the rate of the EC which stands at 54.6%. The combination of poverty and unemployment is a critical challenge the metropolitan needs to address urgently. A key challenge for the Metro is to balance short-term job creation with laying the platform for industries that will provide economic sustainability.

Job creation cannot be seen in isolation from economic growth, but needs to be considered in relation to the increased prosperity of the community. Increasing the prosperity of the NMMM should, however, translate into a more equitable distribution of wealth amongst residents. Additional to the current annual budget of the NMMM, the municipality will have to generate an additional R590 million per annum to deal with challenges of poverty eradication. Economic development and growth is absolutely vital and the NMMM must facilitate and enable major role-players to make a positive contribution to the growth and development of the area.

The NMMM will make great strides in economic growth and development with direct and committed investments to the Nelson Mandela Bay region over the next five-years. The Coega IDP project, the Freedom Statue monument, the Madiba Bay Development, the International Conference Centre and the automotive manufacturing cluster are some of the major capital projects that are realizable within the next three years. These initiatives are likely to increase the NMMM's GGP contribution, which is currently 41.3% for the Eastern Cape and 2.9% of the GGP of the entire South Africa. The challenge is to increase the contribution of the export orientated sectors to the overall economic growth of the area. Since 1999, the average growth of the area was between 0.5% and approximately 9%, averaging at 3.7%. However, the NMMM requires a sustainable annual economic growth of at least 5%.

3.6.2. Health challenges

Historically, the population growth of the Metro has been 2.8% per annum but with the impact of HIV and AIDS it is likely to see growth reduced to 1.9%. By 2010, it is estimated that this area will have a population of 1.5 million. The National Annual HIV Antenatal Sero-surveillance surveys, used to estimate the magnitude, growth and spread of the epidemic, recorded 32.6% prevalence among pregnant women attending antenatal services in the Metro, the highest in the Eastern Cape Province which recorded an average HIV positive sero-surveillance of 23.6% at the time.

The prevention and management of HIV and AIDS related illnesses are a strategic priority that is progressively addressed by the NMMM and organisations operating within the Municipality. HIV/AIDS is not simply a health issue; it is a socio-economic issue. The Metro currently provides various curative and preventative health services through 41 fixed and 15 mobile clinics. In order to provide an adequate service, the Metro needs to upgrade and build new clinics per annum, redistribute mobile clinics to better serve remote areas, in order to improve accessibility to health services within the national norm of a 5-kilometre radius for communities and employ an additional ninety nurses.

Tuberculosis, which is exacerbated by the HIV and AIDS epidemic, is another major health concern in the Metro. The NMMM currently has one third of the registered TB cases of the Eastern Cape, and an average of 4% of cases diagnosed in the Metro have been established as being multi-drug resistant. However, the Tuberculosis cure rate in the Metro has increased from 45% to 62% since 1994.

Improving the health of our citizens has a direct impact on the productivity of the labour force. Improved health service delivery also makes the Metro more attractive for inward migration from underserved areas. There are limited reliable data on many health outcomes, particularly life expectancy and disease prevalence rates.

3.6.3. Safety and security challenges

The safety and security matters in the NMMM have a direct impact on investment, economic growth and the attractiveness of the Metro as a tourism destination. Statistics indicate that the NMMM has a higher than average incidence of social fabric crimes. People from deprived environments or class status mostly commit crimes against others. Rape and assault with intent to cause bodily harm are serious social fabric crimes. The NMMM has the highest per capita crime rate for rape and serious assault in the country. The incidence of robbery with aggravated circumstances (armed robbery), while still higher than the national average, is now the lowest for the NMMM.

The NMMM must be characterised by residents that are law-abiding and have a zero tolerance of crime. Institutions and stakeholders in safety and security must be visibly seen to be professionally adequate in rooting out criminal activities. Integration of resources, community participation in public safety initiatives and innovative systems to deal effectively with the challenge of violence and crime are imperatives for the NMMM. The public safety agenda must be to complement economic and tourism development and to ensure safer communities.

3.6.4. Infrastructural challenges

Local government inherited years of deterioration and infrastructure from apartheid government. One of the major challenges in the NMMM is the delivery of adequate

housing and land to communities. There are approximately 260 798 households within the Metro. Currently, 59794 households do not have access to a formal structure. Concerted efforts are required to ensure that our communities have adequate shelter. The current plan is to deliver no less than 15200 house units per annum for the next ten years.

Most households have access to a basic level of water supply of which 19% are still dependent on communal standpipes whilst 70% of households are served through a metered supply. Urbanised areas have access to waterborne sewerage, whilst the lack of adequate infrastructure for peri-urban areas remains a challenge. Also the need for waterborne sewerage to replace the unhealthy pail sewer system challenges our municipality to develop bulk infrastructure capacity to eliminate the possibilities of an epidemic/disease and an unhealthy environment. Upgrading these non-serviced households, eliminating the current maintenance backlog, and providing waterborne sanitation to all new low-income households will require approximately R683 million.

Although the majority of communities in the NMMM enjoy road and storm water services, a concerted effort is required to ensure that all gravel roads within the Metro are upgraded to the standards that would not increase maintenance backlogs. Challenges of providing access to electricity and formal refuse collection for the densely populated and poor community settlements require integrated planning of business units on infrastructure, housing and environment. The alternative service delivery methods should be investigated.

The NMMM has established mutual relations and co-operation with other municipalities within the Province to share expertise, skills, knowledge and resources (for example, Cacadu District Municipality). Similar initiatives are being negotiated between the NMMM and other municipalities abroad, in which opportunities for joint ventures on projects and programmes are being established for mutual benefit. The NMMM will always strive to plan and work in collaboration with other district and local municipalities including the Provincial legislature.

3.7. NMMM development priorities

In moving towards its vision of a public service which is representative, transparent, efficient, effective, accountable and responsive to the needs of all, NMMM has identified key priority areas. According to NMMM IDP (2004:8-12), there are seven development priorities of NMMM geared towards addressing the above-mentioned challenges, namely: institution building, service delivery, housing and land delivery, investment and economic growth, investment in tourism and tourism, infrastructure development, public safety as well as cleansing and environment. These priorities are in line with those stated in the Eastern Cape Department of Housing and Local government (EC, 2005: 4) which include economic development, human resource development, and capacity development. The current study will explore residents' perceptions of services in the light of these priorities.

3.7.1. Institution building

Building institutional capacity is a key issue in today's world in sustaining growth and development. It aims at a systemic and value-based strengthening of the capacities of all internal and external stakeholders. This section therefore outlines the critical issues to be considered in building NMMM. In building itself, NMMM seeks (IDP, 2004: 9):

- To develop a culture of public accountability and provide services in an effective, efficient and responsive manner, respecting and accommodating the cultures of different communities.
- To bring services closer to the people (e.g. have one-stop government centres or multipurpose community centres) and develop the culture of engagement and involvement of communities in municipal issues (e.g. organize IMBIZOs, MASITHETHISANE, door to door visits and ward meetings, etc.)
- To be an information technology driven municipality that educate and capacitate residents on their rights and obligations
- To ensure better intergovernmental co-operation, planning, monitoring and implementation and to work co-operatively with other municipalities inside

and outside the borders of South Africa in creating an environment for sustainable economic growth and sustainable development.

3.7.2. Service delivery

Attaining excellence in service delivery, particularly at the local spheres of government, is one of the government's commitments to the improvement and maintenance of the general welfare for South African citizens of the 21st century (Binza, 2000: 156). NMMM, like other municipalities, has adopted the Batho Pele principles that govern service delivery. These principles have been outlined in the previous chapter. They emphasise that public service should become customer-focused, quality-driven, accessible to all, courteous and transparent and it should remedy failures and mistakes as well as give the best value for money (South Africa, 1997: 17-24). In addition to these principles, NMMM, in order to ensure that its service delivery is constantly improved, seeks (IDP, 2004:9):

- To encourage use of labour intensive methods through developing own procurement system and stimulate job opportunities through integrated service delivery targeting youth and women.
- To resist uneconomic increases in rates and service charges by instilling cost saving systems in the use and management of basic services and ensure the provision of basic services to every low income household, with public amenities within 5km radius.
- To eliminate bucket solid waste system by no less than 25% every financial year as well as eliminate health threatening diseases by improving clinics and medical dispensary
- To instil principles of Batho Pele in the organization and among employees of the Metro, expedite provision of water, sanitation and electricity to every newly built house and assist other spheres of government to provide decent services and amenities to the Metro residents.

3.7.3. Housing and Land delivery

NMMM, like other municipalities in the Eastern Cape is characterised by a high demand for housing as a consequence of homelessness and joblessness (Eastern Cape Strategic Plan, 2005: 17). Many people live in informal settlements without access to basic services. The key challenge is to move beyond the provision of basic shelter towards achieving sustainable human settlements. The ability of municipalities to deliver quality housing product has come under scrutiny. A more vigorous approach is required to enable municipalities to satisfy community needs in as far as housing and land is concerned. To this end, NMMM seeks (IDP, 2004: 10):

- To build no less than 16000 houses every financial year, with a minimum erf size of 200 square meters for low income government subsidized households and improve existing low income houses through a People's Housing Process System.
- To encourage the use of cooperatives in the supply of material and building of houses and build more subsidised houses as well as introduce medium density housing closer to places of work

3.7.4. Investment and Economic Growth

In its quest to alleviate poverty and increase access, availability and affordability of basic services, the municipality sets as one of its priorities investment and economic growth. Attracting finance for investment projects has to be made a priority. Development Bank of South Africa (1999: 589) maintains that municipalities should employ business strategies and methods with the aim of sustaining themselves and improving the quality of life of local inhabitants. They should not aim at making a (book) profit, but "adequate" revenue should be collected to keep them rendering basic community services without a loss (Binza, 2000: 155). In this regard, NMMM seeks (IDP, 2004: 10):

- To encourage low interest and low inflation rates as well as low government debt and encourage more investment in key economic sectors, for example manufacturing, information and communications technology, mining and business services as well as mobilise resources to spend on poverty alleviation programmes.
- To focus and facilitate broad-based Black Economic Empowerment (BEE) by encouraging emerging co-operatives to have access to Metro business opportunities and access to credit and dedicated micro-loan funding that will benefit communities which include youth, women and people with disabilities, workers and small businesses.
- To help unemployed graduates to acquire work skills, experience and exposure through initiating learnership programmes for youth in the Metro, providing training and skills for self-employment and creating 13000 jobs through extended public works programmes

3.7.5. Investment Tourism and Tourism Infrastructure Development

NMMM seeks (IDP, 2004: 11):

- To ensure sustainability and maintenance of the existing infrastructure in the Metro through involvement of communities in the Metro in Local Economic Development (LED) initiatives that create jobs and build community infrastructure and through searching for alternative sources of finance to enhance infrastructure
Development
- To improve access to government institutions and information by both citizens and tourists, i.e. provide information of the availability of opportunities such as Umsobomvu Youth Fund
- To ensure co-operation between municipalities in the region for economic relations and infrastructure development as well as ensure that provincial and national government programmes and projects are monitored and implemented.

- To build economic infrastructure, create job opportunities, accelerate economic integration and strengthen democracy, peace and stability thereby enhance tourism potential in both urban and rural areas for economic growth and development.

3.7.6. Public safety

To ensure public safety and security, NMMM seeks (IDP, 2004: 11):

- To strengthen the prosecution system and work of Scorpions and effective coordination of law enforcement through municipal court system and develop strategies to deal with abuse of women, children and commercial crimes in the Metro.
- To intensify efforts aimed at building a spirit of community, good citizenship, social activism, moral regeneration and solidarity at all levels in the Metro by improving relations between the residents and employees of the Metro and police and developing a partnership with trained, better managed South African Police who are adequately deployed throughout the Metro.
- To ensure effective functioning of anti-corruption structures and systems in NMMM and actively challenge crime and corruption with programmes that address the social roots of criminality

3.7.7. Cleansing and environment

NMMM seeks to (IDP, 2004: 12):

- To maintain a healthy and clean environment through beautification of Nelson Mandela Bay.
- To provide an appropriate household refuse collection service.
- To provide an appropriate and effective street sweeping and cleaning service.
- To cut grass on developed open spaces 11 times a year.
- To improve air pollution monitoring and link it with other institutions.

To achieve the objectives contained stated above, the NMMM has re-positioned itself through the following Offices: Office of the Speaker of Council, Office of the Executive Mayor, Office of the Deputy Executive Mayor and Office of the Municipal Manager and Portfolios: Infrastructure, Engineering, Electricity and Energy (IEEE), Motherwell Urban Renewal Programme, Corporate Administration, Budget and Treasury, Economic Development, Tourism and Agriculture (EDTA), Human Resources Development, Housing and Land Delivery, Environment and Health Services, Recreational and Cultural Services, Safety and Security and Constituency Co-ordinator. These offices and portfolio's provide leadership and direction in the furthering of development and implementation of NMMM IDP objectives.

3.8. NMMM's Performance Indicators

In the previous chapter, performance was identified as one of the strategies that municipalities should employ to assist them to become more developmental. It was indicated that performance management can allow municipalities to focus on priorities within an increasingly complicated and varying set of demands. It will enable municipalities to direct resource allocations and institutional systems to a new set of development objectives. Accordingly, NMMM has established a set of benchmarks to measure its performance. The NMMM will benchmark its performance on the indicators described below:

- Sustainable Development: the extent to which the NMMM is responsive to the developmental challenges within its boundaries; the IDP gives proper guidance to address these challenges; basic services are provided; the NMMM is involved in social and economic developmental initiatives (IDP, 2004: 14).
- Leading and Learning: Issues around leadership within the NMMM – pertaining to councillors and staff; the NMMM's ability to facilitate and manage change and build a culture of teamwork and motivate staff; and the issue of partnerships and strategic alliances with other organisations and spheres of government.
- Democracy and community engagement: Deepening democracy remains a key goal, given that local democracy is still in its infancy. Benchmarks will be set for measuring: the relationship between Councillors and the community; the

relationship between Council and its residents and customers; the effectiveness of Council communication with residents; and the effectiveness of public participation processes (IDP, 2004: 14).

- Performance and resource management benchmarks which address the relations between Council and its staff; the nature of systems and processes; financial management and control; monitoring and evaluation, project and operations management (IDP, 2004: 14).

3.9. Research studies on access to services

In this section, opportunities for future research are explored. Areas of further research which are closely related to the research problem of this research study are examined in accordance with NMMM's (IDP, 2004: 60-61) IDP which stipulates that research studies are needed to measure the following:

- Survival Services – measures the extent to which people have access to services needed for survival, which cannot be substituted for anything else. Without these services people will perish. Examples of such services are water; food and some type of shelter.
- Basic Services – measures the extent to which people have access to services that result in an improved standard of living or an improved quality of life. These services can be substituted with other alternatives. Without these services people will not perish, but a lack of such services places them at greater survival risk. Examples of such services are: energy, sewerage and refuse removal.
- Linkage Services – measures the extent to which people have access to contact with the rest of society or the extent to which people are isolated from them. These services improve the quality of life of people. Examples of such services are communication and transport.
- Community Infrastructure - measures the extent to which people have access to State-provided assets that can be used and accessed by all in the community. Examples include schools, police stations, parks, shops, etc.

- Knowledge level – measures the level of education, skill and access to information. This is key in determining whether people are able to help themselves.
- Community Functionality – considers the extent to which people have access to community structures that are used to bolster community spirit. The latter provides a useful description of the community spirit or dynamics that exist within the community and is also used as a survival strategy and coping mechanism in times of stress.
- Financial – measures the level of income and expenditure and its continuity. This is an important poverty indicator, but taken on its own (as in many instances) is insufficient to break the cycle of poverty.
- Family –measures family size and composition. The latter provides useful information about the family dynamics and the impact it has on either becoming poor or being able to break the cycle of poverty.
- Community satisfaction: measures to assess community satisfaction with NMMM services

The current study, to a large extent, will provide scientific results addressing the above-mentioned measures.

3.10. Factors that could enhance developmental local government in NMMM

In order to meet its development priorities, NMMM should take factors below into consideration (IDP, 2004: 17-18):

3.10.1. Funding

NMMM requires an improved cash flow and revenue generation and collection and an improved revenue collection and effective savings mechanisms. The ability of municipalities to be financially self-sustainable is a strong prerequisite of a developmental local government. The following have been identified as some of the areas that will improve the NMMM's cash flow and revenue (IDP, 2004: 16):

- Stimulating investment growth through revitalisation of central business districts (Govan Mbeki, Durban Road, Njoli Square, Uitenhage, Motherwell),

restructuring rates and property charges for the Metro, and establishment of a Metro Development Agency

- Increasing revenue through improved levy collection, improved methods and systems of service charges collection, and public-private management of identified services, viz fleet, water and waste.
- Effecting savings through procurement and tender of contracts, use of faxes and phones, bank interest and arrangements, improved collection of debt, human resource related matters, and financial management of all municipal assets.

The realisation of the above-mentioned poses a challenge to the Municipality's commitment to expand the tax base of the area and indeed to improve the cash flow and revenue generation for the NMMM (IDP, 2004: 79). Commitment by residents and the private sector to play their part will also assist the upliftment of NMMM's collective objective.

3.10.2. Operational efficiency

The municipality must be underpinned by Council wide cost reduction initiatives, an improved performance and efficiency through speedy implementation of decisions and resolutions, characterised by flexibility and innovation and an alignment of all budgets with the IDP. To this end the business processes must be reviewed and re-engineered to result in improved service delivery and shorter business cycles (IDP, 2004: 79).

3.10.3. Full compliance with the Service Delivery Agreement

The municipality must adhere to and apply the principles of Batho Pele; achieve objectives of the Metro; streamline the implementation procedures to enhance customer satisfaction; satisfy stakeholders regarding service delivery by meeting turn around times by which specific tasks should be undertaken; commit to service delivery through the signing of performance agreements by all staff and productivity

teams; and by meeting the deadlines and values of key performance indicators (IDP, 2004: 79).

3.10.4. Full compliance with all legislation

Compliance with all applicable local government legislation must be enhanced. To ensure legal compliance of the IDP and also to ensure buy-in into the IDP from the residents of the NMMM, adequate public participation/consultation needs to take place (IDP, 2004: 18). The interpretation, scope and magnitude of public participation/consultation can mean different things to different people. However, at local government level the following stakeholders should be considered: ward committees, relevant and affected civil society structures, organized business and labour, government departments, parastatals and affected municipalities, councillors, municipal shop stewards and Metro Executive Management. Ward committees play a significant role in the empowering of communities and also in deepening of local democracy. By virtue of their composition, ward committees provide the municipality with insight into the dynamics of the local community. The above groups of stakeholders would be engaged either on a bilateral or a group basis depending on the nature and the relevance of the issues. The structured participation of local communities in the affairs of our municipality has become a legislated imperative in the new democracy (IDP, 2004: 79).

3.10.5. Capacity development of communities

Closely linked to the issue of community involvement is capacity building of communities. Non involvement of communities can create endless service problems that could lead to the creation of community members' negative attitude towards the municipality. Municipalities should develop the capacity of communities to interact with the NMMM on issues of development, poverty, health, job opportunities, housing etc. Training programmes must be developed and it is critical that such courses are accredited and recognised. Capacity building should be ongoing as it is a continuous process which is determined by an ever-changing environment. The population dynamics of NMMM provide an opportunity to the political leadership to forge synergies and partnership with local communities.

3.10.6. Well motivated and pro-active workforce

A successful and productive administration is one that values its workforce and utilises it productively. To this end, all employees must understand their jobs; possess the required capabilities; be motivated for the job required of them; and work in an environment that allows the intention to be translated into performance. Maturana and Varela (1992:245) support the above statement by writing that "*Knowledge of Knowledge compels. It compels us to adopt an attitude of permanent vigilance against the temptation of certainty. It compels us to recognise that certainty is not a proof of truth. It compels us to realise that the world everyone sees is not the world, but the world which we bring forth with others. It compels us to see that the world will be different only if we live differently. It compels us because, when we know what we know, we cannot deny that we know*". Employees should therefore have tactical knowledge (practical know how), rule-based knowledge (policies and procedures) as well as cultural knowledge (norms and values which describe excellence in service delivery).

3.11. Public satisfaction and service delivery

Public expectations of service delivery have risen in recent years and will no doubt change with time. People in contemporary times believe that quality of service is a right, not a privilege. This puts pressure on local governments as service providers to improve the quality of services so as to satisfy the consumers. According to Lewis (1995: 64-65), service quality is described as providing a customer with what he/she wants, when he/she wants it, and at acceptably low costs, within the operating constraints of the business, which, in this context, is the municipality. People assess service quality by comparing what they want or expect to what they actually get or perceive they are getting. Municipalities should therefore consider the cost of services prior to delivery, and that the services must be of high quality and affordable to every customer. Municipalities can ensure service quality through among others identifying and acknowledging the customer's needs and wants. The current study seeks to provide, to a large extent, information on customer's needs and wants.

3.12. Legislative framework

From 1993, local government in South Africa has been characterised by institutional transformation and the introduction of new policies. NMMM derives its mandate from the new legislation framework outlined below.

Table 2: Legislative Framework

Legislation	Description
Local Government Transition Act 1993	Provides for revised interim measures with a view to promoting the restructuring of local government.
Municipal Structures Act 1998 as amended	Provides for the establishment of municipalities in accordance with the requirements relating to types of municipalities; provides for an appropriate division of the functions and powers between categories of municipality; regulates the internal systems, structures and office bearers of municipalities.
Municipal Systems Act 2000 as amended	Provides for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to all.
Municipal Demarcation Act 1996 as amended	Provides for criteria and procedures for the determination of municipal boundaries by an independent authority.
Constitution of 1996 (Act No. 108/1996) Section 154, Section 155 (5,6,7)	Provides for the role of provincial and national governments in supporting municipalities in carrying out their mandate.

3.13. Conclusion

This chapter has provided a snapshot of NMMM. The chapter has outlined the economic, health, safety, and infrastructural challenges facing NMMM. It has also outlined institution building, service delivery, housing and land delivery, investment and economic growth, investment and tourism infrastructural development, public safety, cleaning and environment, as key development priority areas of NMMM. Further, this chapter described NMMM's performance indicators including access to basic level of service, sustainable development, leading and learning, democracy and community engagement, performance and resource management benchmarks, debt coverage and financial viability. The chapter also highlighted research studies needed for measuring the extent to which people have access to: survival needs such as water, food and shelter; basic services such as energy, sewerage and refuse removal; linkage services such as communication and transport; state provided assets; and to community structures. These studies should also explore socio-demographic characteristics such as education level, level of income and expenditure, as well as family size and composition. Factors influencing developmental local government were also described and included funding, investment growth, increased revenue, savings, operational efficiency, full compliance with service delivery agreement, full compliance with all legislation, well-motivated and proactive workforce. The legislative framework upon which NMMM derives its mandate was also highlighted.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1. Introduction

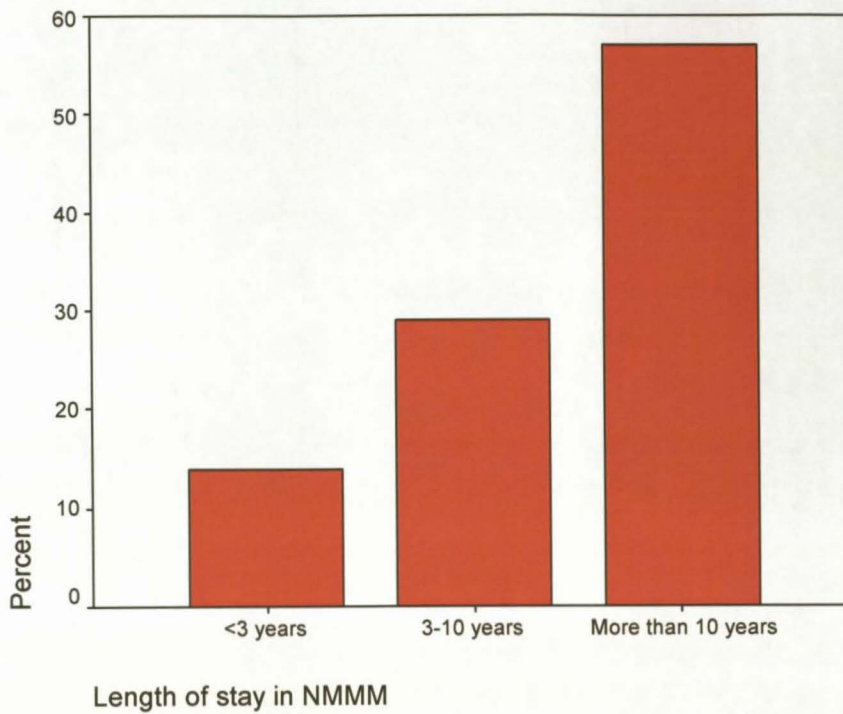
It has been demonstrated in the previous three chapters that public service before 1994 in many ways endorsed and protected the social and economic system of apartheid. As such, it was embodied by a number of unfair, immoral and discriminatory acts, policies and practices which, resulted in the poor, inefficient, ineffective and uneconomical process of service delivery. Since the advent of democracy in 1994, the South African government has embarked on various initiatives to redress the imbalances of the past. This involved, among others, complete transformation of public service and local government, to become more responsive, sustainable, equitable, efficient, effective and affordable. Against this background, the current study explored Walmer Township residents' perceptions of municipal services. The primary aim of this chapter is thus to present, analyse and interpret data collected by means of questionnaires which were completed by 100 Walmer Township household heads. The SPSS was employed to analyse the frequency of the responses.

The chapter is divided into two sections, namely data presentation and analysis section and data interpretation/discussion section. Pie charts, bar graphs and tables have been utilized for the presentation of data. Prior the presentation of the results, the researcher deemed it necessary to describe the demographic characteristics of the study sample in order to shed some light on the background of the respondents.

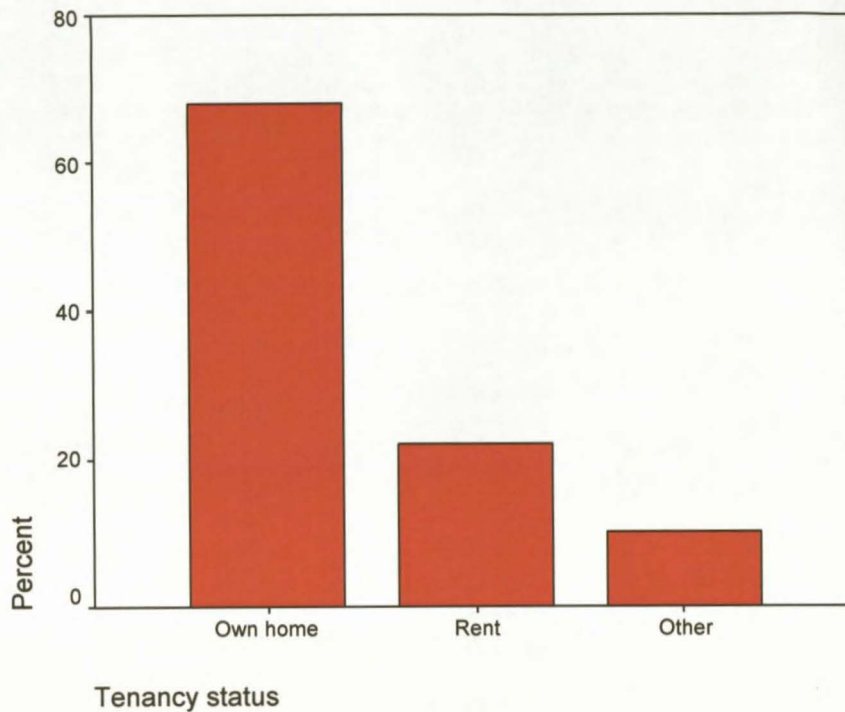
4.2. Data Presentation and Analysis

4.2.1. Demographic information

Demographic factors such as length of stay in the municipality, tenancy status, reason for staying in the municipality, age, sex, race, marital status, highest standard passed, income per month, employment status and type of employment are presented below.

Figure 10: Length of Stay in NMMM

The majority of the respondents (57%) had stayed more than 10 years in NMMM, followed by those who stayed 3-10 years (29%). Only a few (14%) had stayed in NMMM for less than 3 years. It could be said that respondents were knowledgeable about their municipality since they had lived there for a reasonably long period.

Figure 11: Tenancy Status

The majority of the respondents stayed in own home (68%) while 22% indicated that they were renting and 10% stated “other” places (e.g. sister’s, aunt’s or uncle’s house). The reasons for staying in NMMM were in descending order: own place of birth (58.2%); employed within NMMM (26.5%); and liked NMMM (15.3%). The findings show that the majority of the respondents were permanent residents of the metro since they lived in their own homes. However, it must also be understood that respondents who rented were permanent residents as the criterion of inclusion in the sample was that respondents should be permanent residents. The reason for renting or staying with relatives might be attributed to the lack of economic means to have own home.

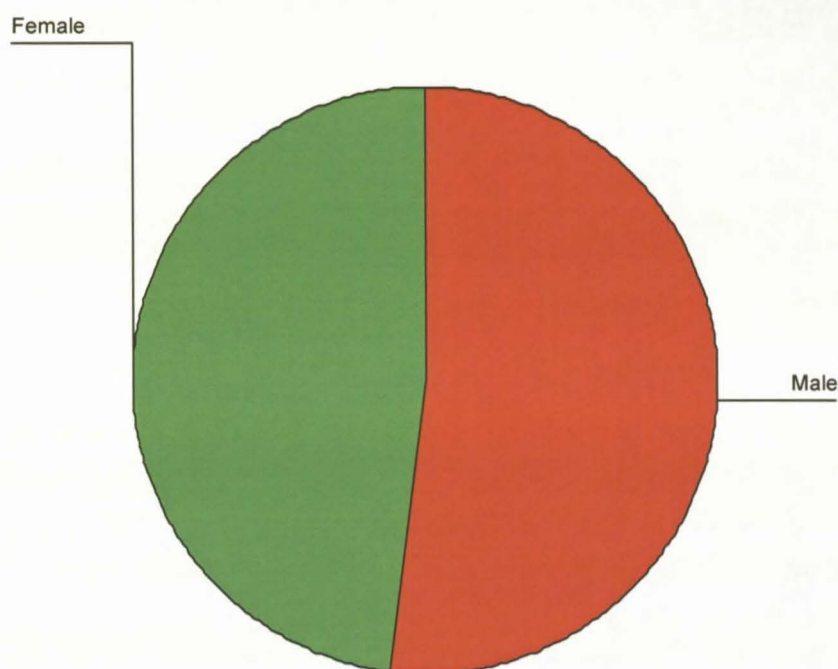
Table 3: Age of the respondents

Age Categories	N	%
18-24	8	8.7%
25-44	52	56.5%
45-64	26	28.3%
65 and over	6	6.5%

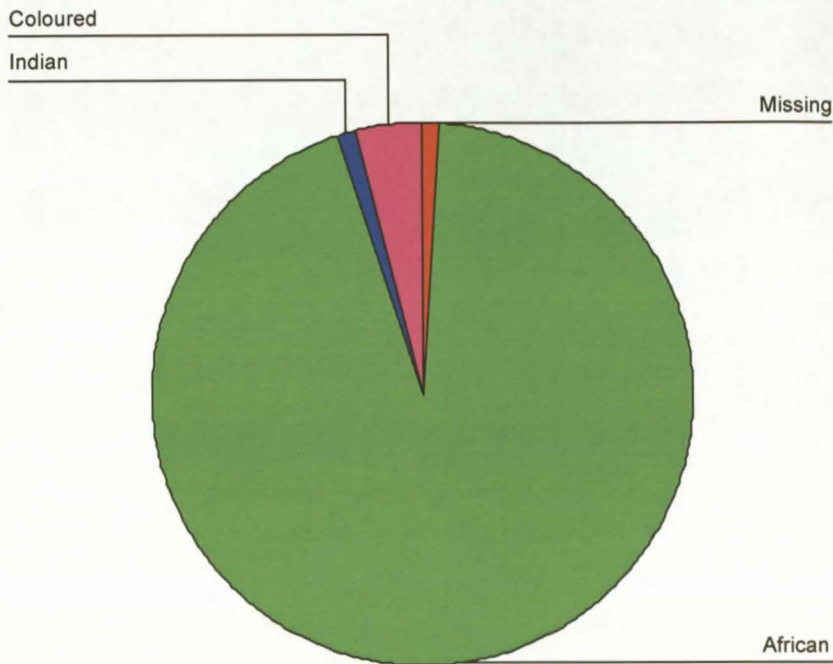
As reflected in Table 3 above, more than half of the respondents (56.5%) were in the 25 to 44 age group, followed by those who were in the 45 to 64 age group (28.3%). Respondents in the 18-24 and 65 and over age groups were evenly spread. The mean

age of the respondents was 40.39 (SD: 13.99). Respondents were therefore middle-aged. This is a stage characterised by a desire to settle down, to make a decision on how to structure the remainder of their lives, and the desire to raise children in a stable, violent free and conducive environment (Zastrow & Kirst-Ashman, 1990: 120 in Levinson). It could thus be presumed that they were mature and experienced to discuss municipal issues because at that age most people are generally active in municipal affairs.

Figure 12: Gender of the respondents

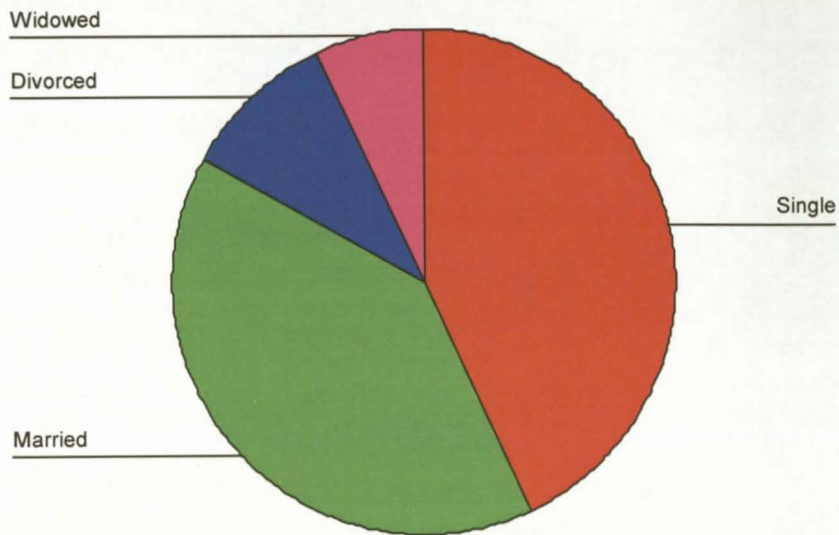


Male respondents (52%) were slightly higher than female ones (48%). It might have been expected that the percentage of female respondents will be higher than that of male ones because females are more than males in NMMM, i.e. they constitute 52% of the population and males constitute 48%. The reason for this reverse in percentages may be due to the fact that most households are male-headed and that many males are interested or participate in municipal affairs.

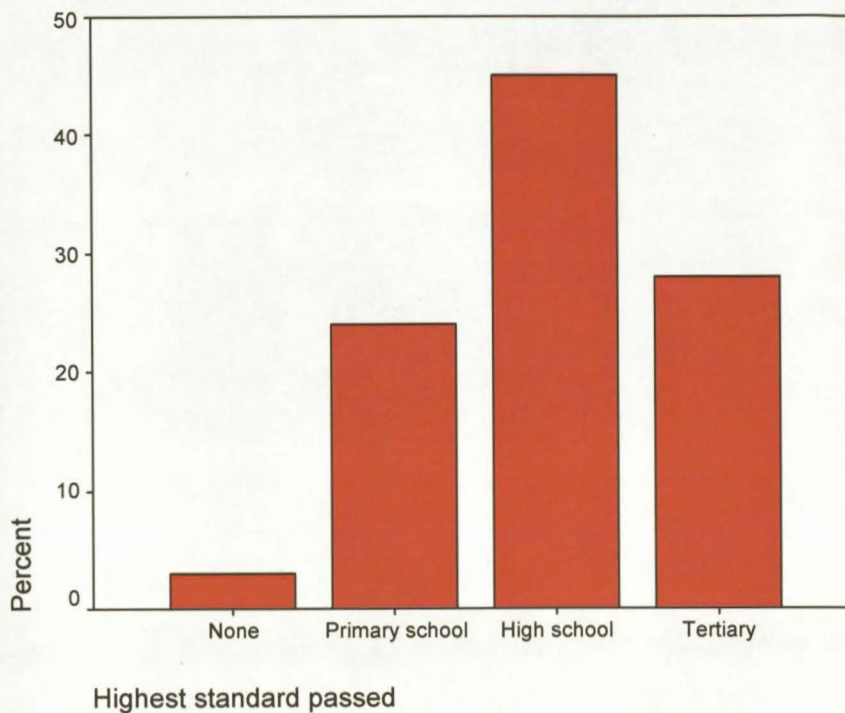
Figure 13: Racial group of the respondents

An overwhelming majority of the respondents (94.9%) were Africans. Only a handful was Coloured (4%) and Indian (1%). This is due to the fact that the study was conducted in an African township of NMMM and also Africans are in the majority in NMMM, in the Eastern Cape and in South Africa. The fact that the study was done predominantly among Africans, a previously disadvantaged group, makes the study interesting. Given the history of Africans been denied certain services because of apartheid legislation, it is important to explore their perceptions of service delivery in the post apartheid era. When the GNU came into being in 1994, it promised to reverse the legacy of apartheid through the development of anti-apartheid policies like the White Paper on the Reconstruction and Development (1994), the White Paper on Transforming Local Government (1997), the White Paper on Local Government (1998) and the Constitution of the Republic of South Africa Act 108 of 1996, among others. It should be noted however that there is a body of work suggesting that citizens' perceptions of municipal services are affected by a set of factors that are not service related. Race and income may influence the evaluation of service quantity and quality (Brown and Coulter, 1983: 50 and Kelly & Swindell, 2002: 610). Specifically, disadvantaged racial groups may rate municipal services consistently lower than advantaged racial groups may.

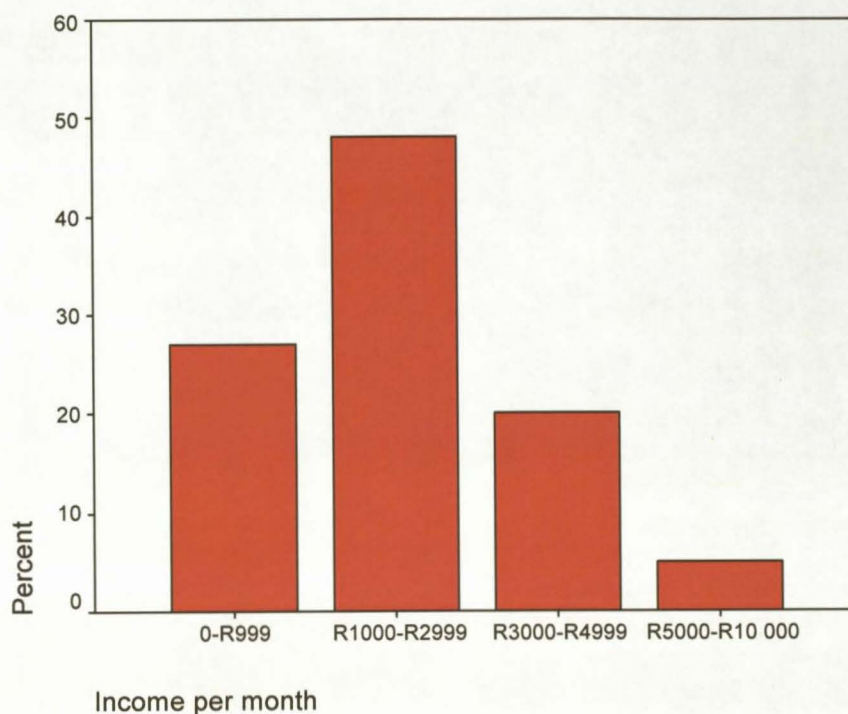
Figure 14: Marital status of the respondents



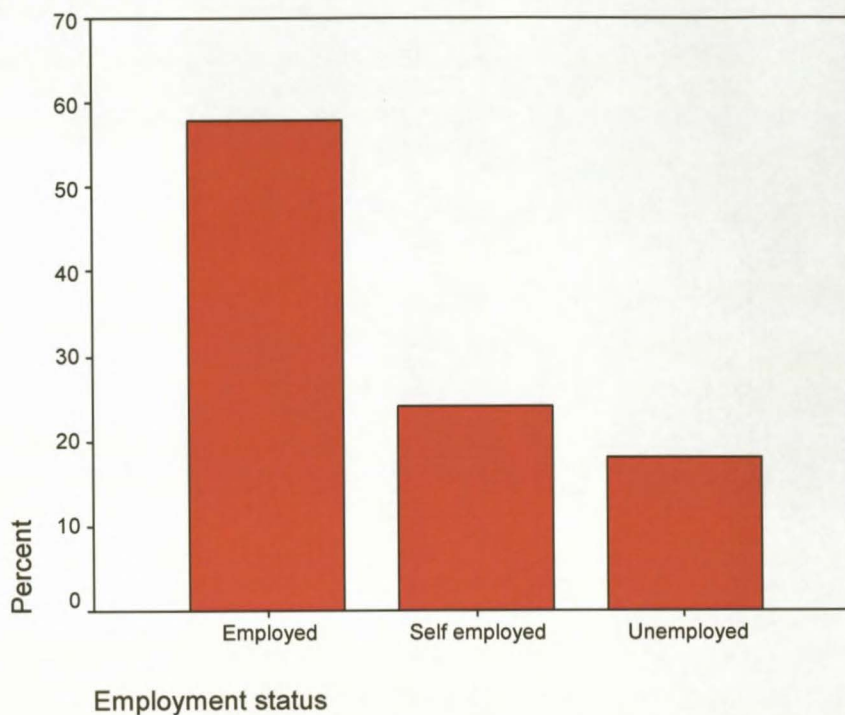
Respondents were in descending order: single (43%), married (40%), divorced (10%), and widowed (7%). This implies that 60% of the households had only one parent who might have been the only bread winner; thus creating an economic strain on the family.

Figure 15: Highest Standard Passed

Respondents were asked about their level of education. Figure 15 above shows that the majority of the respondents had high school education (45%), tertiary education (28.0%), primary school education (24%). Only few respondents had no education at all (3%). This is in line with the fact that the majority of NMMM residents have matric (29%) while only 4.2% have degrees (NMMM: 2005: 2). This information is critical as it helps to gauge the respondents' level of awareness and exposure to municipal issues.

Figure 16: Income per month

The majority of the respondents were earning R1000-R2999 per month (48%), followed by those earning R0-R999 (27%). Only 20% of the respondents were earning between R3000 and R4999 and very few (5%) were earning between R5000 and R10 000. The finding that 28% earned less than a R1000 per month is in congruence with the fact that a substantial number of households in NMMM live below the poverty datum line as they earn less than R266 per month and less than R3200 per annum. This situation is not unique to NMMM, the Poverty and Inequality Report shows that more than 50% of South Africans live in poverty (Department of Welfare, 1997: 20) and that 75% of those living in poverty are black, overwhelmingly women and children (Shabalala in Rhodie & Liebenberg, 1994: 225 and Samson, Quene, & Van Niekerk, 1998: 2). Poor families may be unable to pay certain services due to their income bracket.

Figure 17: Employment Status

The majority of the respondents (58%) were employed, 24% were self employed and 18% were unemployed. In a study conducted by the Commission on Gender Equality (2000: 36), it was also found that six of the nine municipalities had a higher employment rate than the unemployment rate – Kopanong, Nkomazi, Kgatelopele, Lephale, Mafikeng and Swartland. However, municipalities located in predominantly rural areas had the lowest rate of employment – Mhlontlo and Pomeroy at 34% and 20.3% respectively. In terms of type of employment, respondents were mostly semi-skilled (41.7%) and unskilled (34.4%). Only 24% were skilled. The fact that 18% of the respondents were unemployed may be due to the rate of unemployment in NMMM (46%) which has increased since 1994. The unemployment rate in this municipality is higher than the national average (41.5%), but lower than the rate of the Eastern Cape, which stands at 54.6% (IDP, 2004: 3). Unemployment has increased by 32.5% over the last five years. Overall jobs have grown by 1.6% over the same period. Unemployment is a critical challenge that the metropolitan needs to address urgently. A key challenge for the metro is how to balance short-term job creation with laying the platform for industries that will provide economic sustainability. The fact that the majority of the respondents were mostly in semi-skilled and unskilled labour may be attributed to the fact that the

majority of NMMM residents have matric (29%) while only 4.2% have degrees (NMMM: 2005: 2).

4.2.2. Attachment to municipality

Three variables on attachment, i.e. choice of municipality, sense of attachment and confidence in municipality are presented below. From this section henceforth, only the findings are presented, the discussion of findings is provided under the forthcoming section (Discussion of Findings) in order to allow the flow of the presentation of findings.

Table 4: Attachment to municipality

	N	%
Choice of municipality		
Definitely stay	29	29.0
Probably stay	55	55.0
Probably move	11	11.0
Definitely move	5	5.0
Sense of attachment		
Increased	28	28.3
Stayed the same	61	61.6
Decreased	10	10.1
Confidence in municipality		
Complete confidence	10	10.1
A great deal of confidence	33	33.3
Some confidence	38	38.4
Very little confidence	12	12.1
No confidence at all	6	6.1

- Choice of municipality: The majority of the respondents would probably stay (55%), definitely stay (29%), probably move (11%) and definitely move (5%).
- Sense of attachment: Most respondents (61.6%) indicated that their sense of attachment to municipality had stayed the same since the establishment of the municipality. It is interesting to note that more than a quarter (28.3%) of the

respondents indicated that their sense of attachment had increased meanwhile a handful (10.1%) indicated that their sense of attachment had decreased.

- Confidence in municipality: Respondents had complete confidence in people running the municipality (10.1%), a great deal of confidence (33.3%), some confidence (38.4%), very little confidence (12.1%) and very few had no confidence at all (6.1%).

4.2.3. Accessibility to municipal services

Respondents were asked about their accessibility to municipal services as indicated below.

Table 5: Positive responses on availability of municipal services

Services	N	%
Water supply	97	97
Sewerage collection and disposal	93	93
Refuse removal	92	92
Electricity/gas supply	96	96
Municipal health services	93	93
Municipal roads and storm water drainage	82	82
Street lighting	94	94
Municipal parks and recreation	86	86

Respondents generally had access to municipal services as reflected in table 5. The availability of municipal services was in descending order water supply, electricity, street lighting, sewerage collection/municipal health services refuse removal, municipal parks and recreation and municipal roads and storm water drainage.

4.2.4. Current quality of municipal services

Respondents were asked to assess the current quality of municipal services on a scale of 1 (lowest ranking) to 5 (highest).

Table 6: Current quality of municipal services

Services	N	*M	**SD
Water supply	100	3.29	1.06
Sewerage collection and disposal	98	3.14	.90
Refuse removal	98	3.01	.98
Electricity/gas supply	96	3.42	1.03
Municipal health services	97	3.05	1.03
Municipal roads and storm water drainage	98	3.15	3.22
Street lighting	96	3.28	1.11
Municipal parks and recreation	97	3.11	1.00
Considering all of your recent experiences, how would you rate your overall quality of municipal services?	97	3.25.	.97

M = Mean

SD = Standard Deviation

Table 6 illustrates the average rating given to each service by the residents. As indicated in table able, the quality of all services was above-average. The overall perception was that the level of quality was above average.

4.2.5. Satisfaction with municipal services

Respondents were asked to rate their satisfaction with municipal services as follows: 1 = Very Satisfied, 2 = Satisfied, 3 = Neutral, 4 = Dissatisfied and 5 = Very Dissatisfied. Tables 7-14 reflect levels of satisfaction with various municipal services by NMMM respondents.

Table 7: Satisfaction with water services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	17.0	16.0	41.0	21.0	5.0
Tariff	3.1	23.5	44.9	23.5	5.1
Decentralization	5.1	23.2	32.3	27.3	12.1
Community Involvement	7.1	24.2	39.4	21.2	8.1
Success rates	9.1	23.2	39.4	23.2	5.1

Table 7 shows the distribution of responses with regard to water services:

- 33% were satisfied and very satisfied with the speed of water services, 41% were neutral and 26% were dissatisfied and very dissatisfied.
- 26.6% were satisfied and very satisfied with the tariff for water services, 44.9% were neutral and 28.6% were dissatisfied and very dissatisfied.
- 28.3% were satisfied and very satisfied with decentralization of services, 32.3% were neutral and 39.4% were dissatisfied and very dissatisfied.
- 31.3% were satisfied and very satisfied with community involvement in municipal service delivery, 39.4% were neutral and 29.3% were dissatisfied and very dissatisfied.
- 32.3% were satisfied and very satisfied with the success rates for water services, 39.4% were neutral and 28.3% were dissatisfied and very dissatisfied.

Table 8: Satisfaction with sewerage services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	7.0	15.0	53.0	21.0	4.0
Tariff	10.3	11.3	66.0	9.3	3.1
Decentralization	8.2	16.3	59.2	11.2	5.1
Community Involvement	9.2	25.5	37.8	25.5	2.0
Success rates	8.2	28.9	42.3	19.6	1.0

Table 8 shows residents' responses with regard to sewerage services:

- 22% were satisfied and very satisfied with the speed of sewerage services, 53% were neutral and 25% were dissatisfied and very dissatisfied.

- 21.6% were satisfied and very satisfied with the tariff for sewerage services, 66% were neutral and 12.5% were dissatisfied and very dissatisfied.
- 24.5% were satisfied and very satisfied with decentralization of services, 59.2% were neutral and 16.3% were dissatisfied and very dissatisfied.
- 34.7% were satisfied and very satisfied with community involvement in municipal service delivery, 37.8% were neutral and 27.5% were dissatisfied and very dissatisfied.
- 37.1% were satisfied and very satisfied with the success rates for sewerage, 42.3% were neutral and 20.6% were dissatisfied and very dissatisfied.

Table 9: Satisfaction with refuse collection services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	13.0	8.0	49.0	28.0	2.0
Tariff	2.0	27.3	39.4	28.3	3.6
Decentralization	10.1	19.2	40.4	25.3	5.1
Community Involvement	9.1	27.3	40.4	20.2	3.0
Success rates	10.2	19.4	42.9	23.5	4.1

Table 9 above shows respondents' satisfaction with refuse collection services:

- 21% were satisfied and very satisfied with the speed of refuse collection services, 49% were neutral and 30% were dissatisfied and very dissatisfied.
- 29.3% were satisfied and very satisfied with the tariff refuse collection services, 39.4% were neutral and 31.9% were dissatisfied and very dissatisfied.
- 29.3% were satisfied and very satisfied with decentralization of services, 40.4% were neutral and 30.4% were dissatisfied and very dissatisfied.
- 36.4% were satisfied and very satisfied with community involvement in municipal service delivery, 40.4% were neutral and 23.2% were dissatisfied and very dissatisfied.
- 29.6% were satisfied and very satisfied with the success rates for refuse collection services, 42.9% were neutral and 27.6% were dissatisfied and very dissatisfied.

Table 10: Satisfaction with electricity services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	18.0	13.0	43.0	21.0	5.0
Tariff	10.1	26.3	35.4	27.3	1.0
Decentralization	14.1	25.3	34.3	18.2	8.1
Community Involvement	13.1	26.3	32.3	21.2	7.1
Success rates	15.2	14.1	44.4	23.2	3.0

Table 10 shows respondents' level of satisfaction with electricity services:

- 31.3% were satisfied and very satisfied with the speed of electricity services, 43% were neutral and 26% were dissatisfied and very dissatisfied.
- 36.4% were satisfied and very satisfied with the tariff for electricity services, 35.4% were neutral and 28.3% were dissatisfied and very dissatisfied.
- 39.4% were satisfied and very satisfied with decentralization of services, 34.3% were neutral and 26.3% were dissatisfied and very dissatisfied.
- 39.4% were satisfied and very satisfied with community involvement in municipal service delivery, 32.3% were neutral and 28.3% were dissatisfied and very dissatisfied.
- 29.3% were satisfied and very satisfied with the success rates for electricity, 44.4% were neutral and 26.2% were dissatisfied and very dissatisfied.

Table 11: Satisfaction with municipal health services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	22.0	8.0	49.0	18.0	3.0
Tariff	9.2	29.6	39.8	21.4	0.0
Decentralization	12.1	21.2	48.5	12.1	6.1
Community Involvement	14.1	21.2	40.4	22.2	2.0
Success rates	13.5	12.5	69.8	4.2	0(0.0)

Table 11 shows respondents' level of satisfaction with municipal health services:

- 30% were satisfied and very satisfied with the speed of health services, 49% were neutral and 21% were dissatisfied and very dissatisfied.

- 38.8% were satisfied and very satisfied with the tariff for health services, 39.8% were neutral and 21.4% were dissatisfied.
- 33.3% were satisfied and very satisfied with decentralization of services, 48.5% were neutral and 18.2% were dissatisfied and very dissatisfied.
- 25.2% were satisfied and very satisfied with community involvement in municipal service delivery, 40.4% were neutral and 24.2% were dissatisfied and very dissatisfied.
- 26% were satisfied and very satisfied with the success rates for sewerage, 69.2% were neutral and 4.2% were dissatisfied and very dissatisfied.

Table 12: Satisfaction with storm water services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	18.2	4.0	57.6	14.1	6.1
Tariff	8.1	27.3	36.4	27.3	1.0
Decentralization	17.0	20.0	35.0	16.0	12.0
Community Involvement	10.1	24.2	46.5	16.2	3.0
Success rates	12.1	21.2	35.4	25.3	5.1

Table 12 shows respondents' level of satisfaction with storm water drainage services:

- 22.2% were satisfied and very satisfied with the speed of storm water drainage services, 57.6% were neutral and 20.2% were dissatisfied and very dissatisfied.
- 35.4% were satisfied and very satisfied with the tariff for storm water drainage services, 36.4% were neutral and 28.3% were dissatisfied.
- 37.0% were satisfied and very satisfied with decentralization of services, 35.0% were neutral and 28% were dissatisfied and very dissatisfied.
- 34.3% were satisfied and very satisfied with community involvement in municipal service delivery, 46.5% were neutral and 19.2% were dissatisfied and very dissatisfied.
- 33.3 were satisfied and very satisfied with the success rates for storm water drainage, 35.4% were neutral and 30.4% were dissatisfied and very dissatisfied.

Table 13: Satisfaction with street maintenance services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	22.0	14.0	46.0	15.0	3.0
Tariff	11.1	31.3	30.3	26.3	1.0
Decentralization	14.1	22.2	43.4	14.1	6.1
Community Involvement	14.1	27.3	36.4	18.2	4.0
Success rates	18.2	21.2	35.4	19.2	6.1

Table 13 shows respondents' level of satisfaction with street maintenance services:

- 36% were satisfied and very satisfied with the speed of street maintenance services, 46.0% were neutral and 18.0% were dissatisfied and very dissatisfied.
- 42.4% were satisfied and very satisfied with the tariff for street maintenance, 30.3% were neutral and 27.3% were dissatisfied and very dissatisfied.
- 36.3% were satisfied and very satisfied with decentralization of services, 43.4% were neutral and 20.2% were dissatisfied and very dissatisfied.
- 41.4% were satisfied and very satisfied with community involvement in municipal service delivery, 36.4% were neutral and 22.2% were dissatisfied and very dissatisfied.
- 39.4 were satisfied and very satisfied with the success rates for street maintenance, 35.4% were neutral and 25.3% were dissatisfied and very dissatisfied.

Table 14: Satisfaction with parks and recreation services by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	13.1	15.2	47.5	19.2	5.1
Tariff	3.1	24.7	38.1	30.9	3.1
Decentralization	9.2	23.5	42.9	13.3	11.2
Community Involvement	9.2	26.5	41.8	19.4	3.1
Success rates	5.2	16.7	46.9	28.1	3.1

Table 14 shows respondents' level of satisfaction with parks and recreation services:

- 28.3% were satisfied and very satisfied with the speed of parks and recreation services, 47.5% were neutral and 24.3% were dissatisfied and very dissatisfied.
- 27.8% were satisfied and very satisfied with the tariff for parks and recreation services, 38.1% were neutral and 34% were dissatisfied and very dissatisfied.
- 32.7% were satisfied and very satisfied with decentralization of services, 42.9% were neutral and 24.5% were dissatisfied and very dissatisfied.
- 35.7% were satisfied and very satisfied with community involvement in municipal service delivery, 41.8% were neutral and 22.5% were dissatisfied and very dissatisfied.
- 21.9% were satisfied and very satisfied with the success rates for parks and recreation, 46.9% were neutral and 31.2% were dissatisfied and very dissatisfied.

Table 15: Overall Satisfaction by percent

How satisfied are you with:	VS	S	N	D	VD
Speed	5.3	8.4	64.2	20.0	2.1
Monthly Statements	5.3	23.4	44.7	26.6	6.0
Service Complaints	8.6	15.1	50.5	20.4	5.4
Services	8.4	27.4	46.3	14.7	3.2
Queues	8.7	16.3	54.3	18.5	2.2
Staff Helpfulness	8.6	20.4	46.2	20.4	4.3

Table 15 shows respondents' overall level of satisfaction:

- 13.7% were satisfied and very satisfied with the speed of all services, 64.2% were neutral and 22.1% were dissatisfied and very dissatisfied.
- 28.7% were satisfied and very satisfied with monthly statements for municipal services, 44.7% were neutral and 32.6% were dissatisfied and very dissatisfied.
- 23.7% were satisfied and very satisfied with handling of service complaints, 50.5% were neutral and 25.8% were dissatisfied and very dissatisfied.
- 35.8% were satisfied and very satisfied with services, 46.3% were neutral and 17.9% were dissatisfied and very dissatisfied.
- 25% were satisfied and very satisfied with oneness, 54.3% were neutral and 20.7% were dissatisfied and very dissatisfied.
- 29% were satisfied and very satisfied with staff helpfulness, 46.2% were neutral and 24.7% were dissatisfied and very dissatisfied.

4.2.6. Responsiveness of municipal services

Respondents were asked questions regarding NMMM's ability to meet their needs.

Table 16: Responsiveness of municipal services

Items	N	Range	M	SD
Extent of meeting needs	100	1-4	2.18	.76
Municipality performance in meeting needs	91	1-7	3.71	1.17
Services compare with own ideal	90	1-7	3.76	1.35
Municipality meet needs	90	1-5	3.08	.99
Municipality not doing enough	89	1-5	2.94	1.07
Receive good value for local taxes	89	1-5	3.04	.92

All the items in table 16 show that municipality was to a large extent responsive to citizens' needs. This is evident in the fact that the scores were all above average:

- Extent of meeting own needs and those of their household (M = 2.18; SD = .76);
- Performance in meeting needs (M = 3.71; SD = 1.17);
- Services currently provided compared with ideal (M = 3.76; SD = 1.35);
- Municipality meeting needs (M = 3.08; SD = .99);
- Doing enough to provide services (M = 2.94; SD = 1.07); and
- Providing value for local taxes paid (M = 3.04; SD = .92).

4.2.7. Perceived challenges about municipal services

Respondents identified general challenges NMMM is faced with which included poverty, overpopulation, HIV/AIDS, crime, corruption, unemployment, lack of personnel, poor roads, high birth rate, poor sanitation, lack of communication, slow service delivery, drug abuse, non involvement of communities in municipal issues, lack of lights in some areas, poor customer care, lack of commitment, attitude problem and lack of knowledge. They believed that these challenges, in one way or the other, affected the efficient and effective delivery of municipal services. The following expressions were captured:

"I think poverty is the source of all challenges that we have"

"People steal municipal furniture and computers"

“Municipal officials don’t communicate with people”

“HIV/AIDS, crime and poverty are everyone’s concern here”

“They give tenders to family members, they don’t share with others”

4.2.8. Suggestions on improvement of service delivery in NMMM

A number of respondents came forward with suggestions as to how they believe the overall situation could be improved. The suggestions included: Change of attitude by municipal officials; improved communication, proper consultation and involvement of communities in municipal affairs; creation of jobs; ensuring personnel commitment in serving community and increasing and capacitating existing human resources as well as meeting community’s needs. In this regard, the following expressions were captured:

“NMMM can improve service delivery by sharing ideas with its people”

“Services can be improved if municipality holds frequent meetings with communities”

“Municipality should teach people where they should go for complaints”

“Ineffective and inefficient, they do things their own way at their own time. They don’t care how people feel”

“Give more projects to community to fast tract delivery and create more jobs”

“Simply put more effort and educate people about municipal services”

However, some of the residents felt that there was no need to improve services. Below are some of their expressions:

“Service delivery has completely improved and I’m glad the way they run our municipality”

“Service delivery is good, people just like to complain”

“As far as I know NMMM is doing a great job and I’m pleased about it”

“Municipality is fair, ensuring equal services to all”.

“Service delivery is good, it is gradually improving, municipality is getting there”

“NMMM is doing its task and I’m very happy the way that they handle it”

“NMMM is doing enough for its people and I wish better than that; well done

NMMM”

"NMMM is reaching people's demands step by step"

"It is good but you can't satisfy everyone"

"Given prevailing poverty, crime and unemployment, municipality is doing well"

"Services have been a little bit effective, but they must happen faster and quicker"

"Fair, but there is always something to complain about"

4.3. Discussion of findings

The sample used in the survey is not representative of the NMMM population. The findings can therefore not be used to make generalizations. Because of the small sample, possible correlation between variables could not be established. In spite of these limitations, this survey confirms some of the findings made in previous studies. Most of the responses are discussed not as new findings, but are used to highlight implications for local government service delivery. The discussion of some responses is longer than others, since some questions were intrinsically more interesting than others and worth longer discussions than others.

4.3.1. Attachment to municipality

The results of the current study show that most of the respondents if they could choose where to live, they would definitely or probably stay (84%) in their municipality. This may be due to the fact that most of the respondents had stayed for a long period in NMMM (84%). This may stem from an observation that the longer a person stays in a place, the more he/she identifies with the place and the more attached he/she becomes. For instance, Vorkim & Riese (2001: 249), in their postal survey of a rural community in Norway, found that place attachment had a significant relationship with residents' attachment to municipality. Similar findings were evidenced by other researchers (Brehem et.al., 2006: 142 and Ryan, 2005: 3).

The fact that a substantial percentage of the respondents had a great deal of confidence (33.3%) and some confidence (38.4%) in people running their municipality may stem from the actuality that municipal officials were democratically elected by the NMMM residents. Respondents generally reported that there had been no change in their sense of attachment to their municipality (61.6%). The findings in this regard detest the notion that the restructuring of local government lead residents

to lose their sense of attachment in their local municipalities due to the changes brought about by the restructuring process.

Similar findings were evidenced by Kushner and Siegel (2003: 1) in their study of citizens' attitudes toward municipal amalgamation in three Ontario municipalities and Kushner and Siegel (2002: 10) in their study of citizens' perceptions of municipal services in Kingston, Ontario. In every jurisdiction, the majority of respondents felt that after three years there had been no change in their sense of attachment to their community.

Similarly, a study by the West Group Research (2005: 3) showed that the citizens' ratings for attachment to neighbourhood were quite good and comparable to previous years: 25% in November 2000, 14% March 2002, 28% November 2003 and 32% November 2005. Their high level of satisfaction came from having a friendly neighbours and a quiet pleasant neighbourhood.

It could be hypothesized that NMMM's residents were strongly attached to their municipality since they generally would prefer to stay in their municipality, had confidence in the people running it and their level of attachment had not changed in spite of all the changes that their local government had gone through.

4.3.2. Accessibility to municipal services

Each municipality is responsible for the development and maintenance of every aspect of the area under its jurisdiction. The findings show that NMMM provides municipal services to its inhabitants as almost all participants indicated that they had in descending order: water supply (97%), electricity (96%), street lighting (94%), sewerage collection/municipal health services refuse removal (93% respectively), municipal parks and recreation and municipal roads and storm water drainage (86% respectively). Similar findings were found in a 2000 voter survey conducted among voters. The majority of respondents had access to electricity (84%) and to running water (54%) (Commission on Gender Equality (CGE), 2000: 37). The findings in this regard are in line with NMMM'S IDP. The IDP indicates that most households in NMMM: are electrified with the exception of informal settlements and have access to a basic level of water supply with 19% still dependent on communal standpipes and

70% of households are served through metered supply (IDP, 2004: 4). With regard to sanitation within NMMM, all urbanised areas have access to waterborne sewerage, whilst the lack of adequate infrastructure for peri-urban areas remains a challenge (IDP, 2004: 5).

The Metro currently provides various curative and preventive health services through 41 fixed and 15 mobile clinics. The majority of urbanised residents enjoy road and storm water services, electricity and formal refuse collection services (IDP, 2004: 5). The availability of municipal services may be attributed to the fact that developmental local government has as its mandate, the provision and improvement of service delivery. However, the same may not be said for rural areas. The lack of basic services in rural areas is widespread in South Africa. A survey conducted by Government Digest among 120 managers and mayors of 120 metropolitan, large (group B) and small (group C) municipalities found that the majority of rural municipalities lacked basic services such as electricity, water and sanitation. It could be concluded that residents in NMMM receive municipal services. It is recommended that the municipality focuses on rural areas which lack most of these services.

4.3.3. Quality of municipal services

The findings reveal that the quality of the eight municipal services that respondents received was high. Contrary to the expectations of those who believe residents dislike and distrust government, respondents gave their municipality high percentages in terms of the quality of services. Similar findings were found by other researchers (Kelly & Swindell, 2002: 613 and Melkers & Thomas, 1998: 328). Kushner and Siegel (2002:4) found that in total, the perception was that eight of the services had good quality, and five had poor quality. The perceptions of poor quality in services were in the areas of culture and recreation. However, Shin (2004:3), in a study of middle-size cities, in the US, found that the quality of public services in three cities was less than satisfactory.

It is, however, important to remember that respondents in the current study and similar studies cited above, were asked to provide their subjective assessment of the quality of municipal services. Those who are directly involved in providing municipal

services might be able to offer more objective evidence as to whether the quality of the service is good or bad measured by funds spent on the service, quantity of the service provided, or other objective measures. These measures might well be accurate, but citizens' perceptions are important as well.

4.3.4. Satisfaction with municipal services

Measuring residents' satisfaction with municipal services is important both for administrators involved in local citizen surveys and for scholars interested in understanding how residents respond to municipal government (Ryzin, 2004: 9). Some of the responses given with regard to satisfaction with municipal services are compared with those of Binza who conducted a study in the year 2000 entitled "an evaluation of policies for attaining excellence in service delivery in the Port Elizabeth Municipality (PEM)". As part of his study, he interviewed residents of PEM about their level of satisfaction with municipal services. The researcher adopted Binza's questions for the current study, with few additional questions, hence the comparison. Further, it must be stated that "neutral responses" were ignored in discussing the findings, since they neither indicate whether respondents were satisfied or dissatisfied with a particular service.

4.3.4.1. Satisfaction with water services

Overall, the majority of the respondents felt neutral about speed, tariff, decentralization, community involvement, and success rates in so far as water services are concerned.

Nevertheless, it is encouraging to note that more respondents felt very satisfied and satisfied about the speed of water services (33%) compared to 26.6% who felt dissatisfied and very dissatisfied. Binza (2000: 242) also found that 67% of community residents in the old PEM were very satisfied and satisfied with the speed of water services. It is important to note however, that fewer respondents were very satisfied/satisfied with the speed of services in the current study than it was the case in Binza's study.

The majority of the respondents were dissatisfied and very dissatisfied with tariff (28.6%) compared to 26.6% who indicated that they were very satisfied and satisfied. Similarly, Binza (2000: 243) found that 35% were dissatisfied and very dissatisfied with tariff. It seems logical to think that the tariff charged for water services might have been too high, especially for unemployed residents or those who were employed but earning less than a R1000 per month. Respondents in Binza's study (2000: 253) complained that the municipality did not read metres, but supplied estimated readings and consequently they paid higher service charges than the "average". It was difficult for them to compile their monthly budgets under these circumstances.

Contrary to the current study which found that most respondents were dissatisfied and very dissatisfied (39.4%), Binza (2000: 244) found that most respondents (41%) were very satisfied and satisfied with decentralization of water infrastructure. This implies that there was no quicker response for service.

Community involvement was said to be more satisfactory (31.4%) in the current study. Respondents felt they were given an opportunity to participate as community members in water service delivery. However, 45% of the respondents in Binza's study felt that it was unsatisfactory because the municipality was distancing itself from them and they strongly felt they should take part in water services projects and processes.

More respondents in the study felt very satisfied and satisfied (32.3%) with the success rates for water services compared to 28.3% who felt dissatisfied and very dissatisfied. Similarly, Binza (2000: 246) found that 64% of the respondents felt very satisfied and satisfied with the success rates for water services. This could be attributed to the fact that some of them previously had no access to water, that is, there were no water taps installed in their yards. Like with the speed of water services, it is important to note that fewer respondents were very satisfied/satisfied with the success of services in the current study than it was the case in Binza's study.

The findings with regard to water services suggest that there is a need to reduce tariff for water services and to decentralize water services more.

4.3.4.2. Satisfaction with sewerage collection and disposal services

Overall, the majority of the respondents felt neutral about speed, tariff, decentralization and success rates except community involvement, in so far as sewerage services are concerned.

The majority of the respondents were dissatisfied and very dissatisfied with speed (25%) compared to 22% who indicated that they were very satisfied and satisfied. On the contrary, Binza (2000: 252) reports that most of the respondents (70%) in his study were very satisfied and satisfied with speed as they seldom had problems with regard to sewerage services, except with regard to sewerage leakage which seldom occurred and when it did it was fixed almost immediately.

In line with Binza's study (2000: 253) who found that 36% of the residents were very satisfied and satisfied with the tariff at which sewerage services is charged, the current study found that most of the respondents felt very satisfied and satisfied about the tariff of sewerage services (21.6%) compared to 12.5% who felt dissatisfied and very dissatisfied. The latter might have felt dissatisfied because even though they are not at their homes, perhaps for a month or more, tariff charges would automatically be levied.

Like in Binza's study (42%), a relatively higher percentage of the respondents in the current study felt very satisfied and satisfied (32.3%) with the decentralization of sewerage services compared to 16.3% who felt dissatisfied and very dissatisfied. This means that respondents are happy with the quick and accurate response received from sewerage and reticulation department when they encountered sewerage service problems.

Contrary to Binza's study, respondents in the current study generally felt satisfied and very satisfied (34.7%) in as far as their involvement in municipal services was concerned. They felt that the municipality created opportunities for them to participate in sewerage services.

Respondents also felt very satisfied and satisfied (37.1%) with success rates compared to 20.6% who felt dissatisfied and very dissatisfied and so was the case in Binza's study (2000: 256). Most of the respondents perceive sewerage provision as a success probably because those who had no access to the services prior to 1994, are currently provided with it, and there are public toilets built in public places in the townships for public use.

4.3.4.3. Satisfaction with refuse collection services

Overall, more than 40% of the respondents felt neutral about speed, decentralization, success rates and community involvement except tariff which was .6% lower than 40%. The majority of the respondents felt dissatisfied and very dissatisfied with the speed (30%) compared to 21% who indicated that they were very satisfied and satisfied. Most of the respondents (31.9%) were dissatisfied and very dissatisfied with the tariff for refuse collection and disposal compared to 29.3% who indicated that they were very satisfied and satisfied. Most of the respondents (30.4%) were dissatisfied and very dissatisfied with the decentralization for refuse collection and disposal compared to 29.3% who indicated that they were very satisfied and satisfied. Most of the respondents (36.4%) were satisfied and very satisfied with community involvement in refuse collection and disposal compared to 23.2% who indicated that they were very dissatisfied and dissatisfied. Most of the respondents (29.6%) were satisfied and very satisfied with the success rates for refuse collection and disposal compared to 27.6% who indicated that they were very dissatisfied and dissatisfied.

In a nutshell, the majority of the respondents felt dissatisfied and very dissatisfied with the speed, tariff, decentralization and community involvement compared to those who mentioned that they were satisfied and very satisfied respectively. This is contrary to the findings of Binza's study (2000: 257 - 260). Binza found that respondents (68%) were satisfied with the speed at which refuse collection services have been provided. Respondents were content with the efficiency with which the municipality stops people from dumping refuse in public places e.g. on the street corners. Respondents in Binza's study were also satisfied (42%) with the cost of refuse collection. Further, respondents in Binza's study were satisfied with decentralization of refuse removal services. The municipality provided this service

through public-private partnerships. The service was procured by allowing communities to participate.

With regard to community involvement, the current study's finding that community involvement in refuse collection services was satisfactory is not in line with Binza's study findings. However, the finding that respondents (29.6%) were satisfied and very satisfied with success rates is consistent with Binza's findings.

It could be concluded that the municipality is not meeting the needs of its residents with regard to speed, tariff, decentralization and community involvement in refuse collection services. There is therefore a need to improve refuse collection services in NMMM.

4.3.4.4. Satisfaction with electricity supply services

Overall, more than 40% of the respondents felt neutral about speed and success rates of electricity.

It is highly encouraging to find out that the majority of the respondents felt very satisfied and satisfied with the speed, tariff, decentralization, community involvement and success rates of electricity services compared to those who mentioned that they were dissatisfied and very dissatisfied respectively. Like in the CGE study (2000: 38), electricity was the most highly accessible service.

However, Binza found that 29% of the respondents in his study complained about high tariff they pay for electricity as well as when they have to purchase the new card electricity box which cost R200 then.

The satisfaction with the decentralization of electricity services may be due to the fact that it is easy or efficient to purchase a pre-paid card. Normally shops like Kwik Spar and other supermarkets have electricity coupons available. Although people generally prefer to go to municipal offices if they encounter electricity problems as they sometimes do not receive satisfactory solutions from the service outlets.

As opposed to the current study, Binza (2000: 250) found that the majority of the respondents (54%) in his study were not happy with how the municipality ran electricity services. They felt that the municipality does not have a proper service relationship with clients with regard to metered electricity. The municipality implements decisions regarding switching off or disconnecting electricity without consulting with them.

The positive responses with regard to success rate of electricity services may be attributed to the fact that democratic local government installed electricity for more than half a million local inhabitants from 1994-1999 (Eastern Cape Provincial Government, 1998: 14). The card electricity service method is favoured and utilized by most people, irrespective of race, as it is user-friendly and more affordable than the metered electricity method because people can keep better control of their electricity usage.

It could be concluded that the municipality is meeting the needs of its residents with regard to electricity.

4.3.4.5. Satisfaction with municipal health services

Overall, more than 40% of the respondents felt neutral about speed, decentralization, success rates and community involvement except tariff which was .2% lower than 40%. Interesting to note is the fact that the majority of the respondents felt very satisfied and satisfied with the speed (30%), tariff (38.8%), decentralization (33.3%), community involvement (35.3%) and success rates of health services (26%) compared to those who mentioned that they were dissatisfied and very dissatisfied respectively.

The results of the current study must be interpreted with caution. It is difficult to compare the current study's findings with those of other studies. This is due to the fact that unlike other studies, the current study was conducted among residents, who may or might not have recently used health services. Ideally, satisfaction with municipal health services should be analysed with patients - inpatients and outpatients (Gonveia, Souza, Luna & Szwarcwald, 2005: 109). This limitation could have influenced the findings of the study. It is therefore not surprising that the results of the current study

contradict those of other studies. For instance, Gonveia et.al. (2005: 116), in their study of health care users' satisfaction in Brazil; found that a low degree of satisfaction was obtained with regard to health service access and service attributes.

In order to make sensible conclusions, more detailed studies should be conducted, exploring variables such as waiting time, quality of basic amenities, support, respect for intimacy during physical examination, secrecy of personal information and physician skills among both in and outpatients (Centre for Governmental Studies, 2001: 2). Studies on patient experiences with health services are needed in order to move away from the traditional paradigm where health professionals make decisions on what they think is in the best interest of the patient on the grounds that members of the general public lack the technical knowledge to make fully informed decisions themselves.

4.3.4.6. Satisfaction with municipal storm water drainage services

Overall, more than 30% of the respondents felt neutral about speed, tariff, decentralization, community involvement and success rates. Interesting to note is the fact that the majority of the respondents felt very satisfied and satisfied with the speed (22.2%), tariff (35.4%), decentralization (37%), community involvement (34.3%) and success rates (33.3%) of storm water drainage services compared to those who mentioned that they were dissatisfied and very dissatisfied respectively. A citizens' study commissioned by the town of Prescott Valley since 2000, to measure performance of municipality in rendering municipal services, shows that storm water drainage services were rated as excellent and very good as follows: 15% in November 2000, 24% in March 2002, 25% in November 2003 and 26% in November 2005 (West Group Research, 2005: 5). It would be interesting to conduct follow up surveys in NMMM to see whether there is an improvement in storm water drainage services over the years like it is the case with Prescott Valley.

4.3.4.7. Satisfaction with municipal street maintenance services

Overall, more than 30% of the respondents felt neutral about speed, tariff, decentralization, community involvement and success rates. Interesting to note is the fact that the majority of the respondents felt very satisfied and satisfied with the speed (36%), tariff (42.4%), decentralization (36.3%), community involvement (41.4%) and success rates (39.4%) of street maintenance services compared to those who mentioned that they were dissatisfied and very dissatisfied respectively. A study by West Group Research (2005: 5) shows that street maintenance services were rated as excellent and very good as follows: 15% in November 2000, 23% in March 2002, 25% in November 2003 and 17% in November 2005. The reasons for the decline in ratings were not given. It would be interesting to conduct follow up surveys in NMMM to monitor trends in as far as street maintenance services are concerned.

4.3.4.8. Satisfaction with municipal parks and recreation services

Overall, more than 30% of the respondents felt neutral about speed, tariff, decentralization, community involvement and success rates. The majority of the respondents felt very satisfied and satisfied with the speed (28.3%), decentralization (32.7%) and community involvement (35.7%) of parks and recreation services and dissatisfied and very dissatisfied with tariff (34%) and success rates (31.2%) compared to those who indicated that they were satisfied and very satisfied.

A study by West Group Research (2005: 5) shows that park maintenance were rated as excellent and very good as follows: 45% in November 2000, 40% in March 2002, 43% in November 2003 and 40% in November 2005. Further, the study shows that recreational services were rated as excellent and very good as follows: 40% in November 2000, 33% in March 2002, 41% in November 2003 and 36% in November 2005.

In a study conducted among residents of the city of Sacramento, satisfaction score among local residents was high (Strategy Research Institute, 2003:2). Residents were either extremely or somewhat satisfied with the city's parks, recreation facilities (82%) as well as the number of public parks (81%) and recreation facilities (75%).

Virtually all Sacramento residents (93%) perceived parks and recreation as valuable public resource that enhances quality of life. About 85% of the residents indicated that they used the facilities at least once per month for walking, picnics, youth sports, play grounds and relaxing. On the other hand there were some aspects that merit attention. Residents identified three barriers to parks and recreation – not enough rest rooms (73%), concerns over public safety (73%) and low awareness (62%) (Strategy Research Institute, 2003: 2). It is obvious that a lot of areas, with regard to parks and recreation, were not explored in the present study.

The current study provides just a tip of the iceberg. This is a critical area which warrants research on its own. Therefore, it is recommended that a more intensive study should be conducted exploring the following aspects: level of awareness of programmes, facilities and services; usage patterns and perceived benefits among park users; level of satisfaction with facilities, programmes and resources.

4.3.4.9. Overall level of satisfaction and responsiveness

Overall, more than 40% of the respondents felt neutral about speed, tariff, decentralization, community involvement and success rates. The majority of the respondents were on the overall satisfied and very satisfied with services provided (35.8%), queues for services (25%) and staff helpfulness (29%) and on the overall dissatisfied and very dissatisfied with tariffs (32.6%), speed (22.1%) and service complaints (25.8%).

Like in Binza's study (2000: 262), respondents were satisfied with services as most of them had access to water, sewerage, refuse collection, electricity, municipal health services, municipal roads and storm water drainage, street lighting, municipal parks and recreation. The results in this regard contradict the findings of the Foundation for Municipal Development (KAKS) which found that increasingly public services in Finns offered by their home municipalities are inadequate (Helsingin Sanomat Edition, 2006: 1). It was found that satisfaction has declined most sharply in the availability of public health services from nearly 75% down to just 50%. In addition to health services, there had been a decline in satisfaction with child day care, street maintenance, and street lighting services.

However, there are certain areas which the municipality should consider resolving, e.g. high tariffs, poor service complaints responses and unsatisfactory public participation in municipal services. A comprehensive model of satisfaction factors suggests that the more a citizen is involved in her community and feels efficacious toward local government, the greater her satisfaction with services, regardless of individual or neighbourhood characteristics (Lyons, Lowry & De Hoog, 1992: 24).

Tariffs, like in Binza's study were said to be too high, usually based on estimates instead of actual figures. In Binza's study, using estimates for tariffs was regarded as fraudulent. Some respondents commented that they never saw anyone from the municipality reading the metres. The municipality should stop estimating the charges as this could create hostility between residents and local authorities.

Respondents in the current study seemed not to have problems regarding standing in long queues for service and with regard to staff helpfulness but the opposite was the case in Binza's study (2000: 266). Respondents in the latter study felt that they were made to stand in long queues unnecessarily and staff members were reluctant to help. It should, however be noted that generally clients do not appreciate standing in long queues. Therefore, teller and workstations should always be fully manned.

Similar findings were found by Binza with regard to handling of service complaints. He found that respondents were dissatisfied with how their complaints were handled (Binza, 2000: 264). They regarded some of the staff members as not being knowledgeable about the service processes and systems as they hardly obtained solutions or answers to their service problems. Municipal staff took time to answer phone calls and if answered, a community member will be send from pillar to post, and if the community member requests the concerned official to return him/her a call, the call would never be returned.

With regard to responsiveness of municipal services, the majority of the residents felt the municipality to a large extent was responsive to their needs. They indicated had higher scores on municipality's extent of meeting own needs and those of their household ($M = 2.18$; $SD = .76$); performance in meeting needs ($M = 3.71$; $SD =$

1.17); services currently provided compared with ideal ($M = 3.76$; $SD = 1.35$); and municipality doing enough to provide services ($M = 2.94$; $SD = 1.07$); and providing value for local taxes paid ($M = 3.04$; $SD = .92$). On the contrary, Bhawan and Nagar (2005: 8) in their study of corruption in India, found that quality of some services was poor, therefore not responding to citizens' needs, i.e. 33% water, 41% electricity and 44% health facilities.

4.3.5. Perceived Challenges about municipal services

NMMM, like other municipalities in South Africa, is faced with various challenges which affect its efficient and effective rendering of services. The legislation regarding efficient and effective service delivery leaves the municipal authorities with a great deal of challenge. The effectiveness and efficiency of service delivery in most municipalities is affected by immense backlogs in basic services due to limited institutional capacity, inadequate financial capacity, and poor infrastructure inherited from the apartheid era (Jackson & Hlahla, 2001: 41).

The challenges highlighted in the current study include poverty, overpopulation, HIV/AIDS, crime, corruption, unemployment, lack of housing, lack of personnel, poor roads, high birth rate, poor sanitation, lack of communication, slow service delivery, drug abuse, non involvement of communities in municipal issues, lack of lights in some areas, poor customer care, lack of commitment, attitude problem and lack of knowledge.

The findings in this regard confirm the challenges stated in NMMM IDP (2005: 2) where the municipality is said to have high levels of poverty (substantial number of households earning less than R3200), growing population growth (2.8% per annum) and high HIV/AIDS with 32.6% prevalence among women attending antenatal services in the Metro, the highest in the EC province which recorded an average of 23.6%. Statistics show that NMMM has a higher than average incidence of social fabric crimes; 46% unemployment rate (higher than the national rate of 41.5%, but lower than the EC rate which stands at 54.6%) and 59 794 out of a total of 260 798 000 households do not have adequate shelter.

The challenges facing NMMM are similar to those facing other municipalities in South Africa. Generally, South African municipalities face a daunting challenge for service delivery (van der Waldt, 2002: 24-26; Government Digest, 2002: 16). The service delivery challenges include: infrastructure and service delivery backlog; budgetary and resource pressure; socio-political transformation; competition within the global economy. CGE (2000: 45) also identifies some of the challenges that local government in South Africa is faced with: need for effective service delivery, economic development and the involvement of communities in the development of their respective municipalities; poor communication; lack of education and awareness; poverty; lack of capacity and lack of support for female councillors. These challenges may be attributed to the fact that many of the problems created by the apartheid era did not automatically disappear when the GNU came into power in May 1994.

4.3.6. Improvement of service delivery

A number of respondents came forward with suggestions as to how they believe the overall situation could be improved. The suggestions included: Change of attitude by municipal officials; improved communication, proper consultation and involvement of communities in municipal affairs; creation of jobs; ensuring personnel commitment in serving community and increasing and capacitating existing human resources as well as meeting community's needs. NMMM cannot meet all the above-mentioned challenges on its own. It should strengthen its mutual relations and cooperation with other municipalities within the province, nationally and abroad to share expertise, skills, knowledge and resources. This may involve initiating joint projects and programmes for mutual benefit. Institutions and stakeholders in NMMM must be capacitated to address these challenges. Integration of resources, community participation and innovative systems to deal effectively with these challenges are imperatives for improved service delivery.

4.4. Conclusion

The primary aim of this chapter was to present, analyse and interpret data collected on Walmer Township residents' perceptions of municipal services. The data has been interpreted in an intelligible manner addressing initial research questions. The researcher attached meaning to the data. He compared the study's results with results of previous studies. He sought the meaning and implications of the study's results, their congruence or lack of congruence with the results of other researchers.

There are critical methodological questions that need to be addressed in future research to permit a fuller understanding of what has been explored in this study.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1. Introduction

The current chapter is the culmination of the four preceding ones. Its aim is not to present sweeping predictions about consumer/residents' perceptions of municipal services. It aims rather, through informed reasoning, at weighing up present realities and latent possibilities, and then attempts to arrive at an accountable representation of what could lead to an improvement in municipal service delivery. The summary of findings, conclusions and recommendations, has not been presented as separate sections. It has been presented in accordance with the initial propositions of the study, i.e. key research questions. The researcher gave a summary of findings for each research question, then immediately presented conclusion (s) based on those findings and then lastly presented the recommendation (s) that address the finding (s). The summary of findings, communicate the study's results clearly and concisely in a user-friendly, readable, understandable, informative and practical manner avoiding jargon. The conclusions set out the main points of the study in a logical and more readable manner and indicate whether the study's results bear those of previous studies. In the recommendations or suggested courses of action, the researcher highlights issues of particular concern, which have been clearly derived from the data to give them more credibility. The presentation of recommendations allowed the researcher to flag up any points that he thought may be particularly important or contentious and also reflected elements in which the researcher felt there were inadequacies. The recommendations have been presented in a practical manner (so that they can be used maximally in practice) in that they suggest attainable improvements to municipal services, though some of the recommendations have financial costs attached to them.

5.2. Research Questions

The initial research questions of the study as stated in Chapter One were as follows:

- What is the residents' sense of attachment to NMMM?
- Do residents have access to services?
- What is the perceived level of quality provided by NMMM?
- What is the level of satisfaction with services provided by NMMM?
- Does NMMM meet the service needs of its residents?
- What are the perceived challenges that NMMM is faced with?

Each of the above-mentioned research questions have been answered as demonstrated below.

5.3. Sense of Attachment to municipality

Summary of findings

- NMMM residents preferred to stay in their municipality (84%), had confidence in the people running it (71.7%) and their level of attachment had not changed (61.6%) in spite of all the changes that their local government had gone through.

Conclusion

- NMMM's residents were strongly attached to their municipality

Recommendation

- NMMM to ensure that its residents' level of attachment stays the same or increases

5.4. Accessibility to municipal services

Summary

- The majority of NMMM residents have access to: water supply (97%), electricity (96%), street lighting (94%), sewerage collection/municipal health services refuse removal (93% respectively), municipal parks and recreation and municipal roads and storm water drainage (86% respectively).

Conclusion

- Residents in NMMM have access to water supply, sewage collection and disposal; refuse removal services, electricity services, municipal health services, municipal roads and storm water drainage, street lighting and municipal parks and recreation.

Recommendations

- NMMM should ensure the continued provision of municipal services as municipal service provision is a constitutional right, not a privilege.
- NMMM should focus on rural areas which lack most of these services.

5.5. Quality of municipal services

Summary

- The quality of the following services was considered high: water supply, sewerage collection and disposal, refuse removal services, electricity services, municipal health services, municipal roads and storm water drainage, street lighting and municipal parks and recreation.

Conclusion

- NMMM is providing quality municipal services to its residents.

Recommendation

NMMM should maintain high quality in service provision.

5.6. Satisfaction with municipal services

5.6.1. Water services

Summary

- More respondents felt very satisfied and satisfied about the speed of water services (33%), community involvement (31.4%), success rates (32.3%). On the other hand, more respondents were dissatisfied and very dissatisfied with tariff (28.6%) and decentralization of infrastructure (39.4%).

Conclusion

- NMMM residents perceive as satisfactory the speed of providing water services, community involvement in water service delivery processes and success rates for water services. However, the tariff and decentralization of water services were not perceived as satisfactory.

Recommendation

- There is a need to reduce tariff for water services and to decentralize water services more.

5.6.2. Sewerage collection and disposal services

Summary

- The majority of the respondents were dissatisfied and very dissatisfied with speed (25%) but felt very satisfied and satisfied about the tariff (21.6%), decentralization (32.3%), community involvement (34.7%) and success rates (37.1%) compared to those who felt dissatisfied and very dissatisfied.

Conclusion

- NMMM residents perceive as satisfactory, tariff for sewerage services, community involvement in sewerage collection and disposal processes, decentralization of sewerage services, and success rates for sewerage services. However, the speed of sewerage collection and disposal was not perceived as satisfactory.

Recommendation

- NMMM should improve the speed of delivering sewerage collection and disposal.

5.6.3. Refuse collection and disposal services

Summary

- The majority of the respondents felt dissatisfied and very dissatisfied with the speed (30%), tariff (31.9%) and decentralisation (30.4%) of refuse collection and disposal services compared to those who indicated that they were very satisfied and satisfied. Further, most of the respondents were satisfied and very satisfied with community involvement (36.4%) and success rate (29.6%) in refuse collection and disposal compared to those who indicated that they were very dissatisfied and dissatisfied.

Conclusion

- NMMM is not meeting the needs of its residents with regard to speed, tariff, and decentralization in refuse collection services.

Recommendation

- There is a need to improve the speed; tariff and decentralization in as far as refuse collection services are concerned.

5.6.4. Electricity services

Summary

- The majority of the respondents felt very satisfied and satisfied with the speed (31%), tariff (36.4%), decentralization (39.4%), community involvement (39.4%) and success rates (29.3%) of electricity services compared to those who mentioned that they were dissatisfied and very dissatisfied respectively.

Conclusion

- NMMM is meeting the needs of its residents with regard to electricity.

Recommendation

- NMMM should keep up the good work

5.6.5. Municipal health services

Summary

- The majority of the respondents felt very satisfied and satisfied with the speed (30%), tariff (38.8%), decentralization (33.3%), community involvement

(35.3%) and success rates of health services (26%) compared to those who mentioned that they were dissatisfied and very dissatisfied respectively.

Conclusion

- The results of the study may be misleading due to the fact that residents may not have used health services in recent past. Therefore, no sensible conclusion can be made in as far as satisfaction with municipal health services is concerned.

Recommendation

- In order to make sensible conclusions, more detailed studies should be conducted, exploring variables such as waiting time, quality of basic amenities, support, respect for intimacy during physical examination, secrecy of personal information and physician skills among both in and outpatients.

5.6.6. Municipal storm water drainage

Summary

- The majority of the respondents felt very satisfied and satisfied with the speed (22.2%), tariff (35.4%), decentralization (37%), community involvement (34.3%) and success rates (33.3%) of storm water drainage services compared to those who mentioned that they were dissatisfied and very dissatisfied respectively.

Conclusion

- NMMM is meeting the needs of its residents with regard to storm water drainage.

Recommendation

- It would be interesting to conduct follow up surveys in NMMM to see whether there is an improvement in storm water drainage services over the years.

5.6.7. Street maintenance

Summary

- The majority of the respondents felt very satisfied and satisfied with the speed (36%), tariff (42.4%), decentralization (36.3%), community involvement (41.4%) and success rates (39.4%) of street maintenance services compared to those who mentioned that they were dissatisfied and very dissatisfied respectively.

Conclusion

- NMMM is meeting the needs of its residents with regard to street lighting.

Recommendation

- It would be interesting to conduct follow up surveys in NMMM to monitor trends in as far as street maintenance services are concerned.

5.6.8. Municipal parks and recreation

Summary

- The majority of the respondents felt very satisfied and satisfied with the speed (28.3%), decentralization (32.7%) and community involvement (35.7%) of parks and recreation services and dissatisfied and very dissatisfied with tariff (34%) and success rates (31.2%) compared to those who indicated that they were satisfied and very satisfied.

Conclusion

- NMMM is not fully meeting the needs of its residents with regard to parks and recreation services.

Recommendation

- A more intensive study should be conducted exploring the following aspects: level of awareness of programmes, facilities and services; usage patterns and perceived benefits among park users; level of satisfaction with facilities, programmes and resources.

5.6.9. Overall satisfaction with and responsiveness of services

Summary

- The majority of the respondents were on the overall satisfied and very satisfied with services provided (35.8%), queues for services (25%) and staff helpfulness (29%) and municipal responsiveness in meeting their needs.

Conclusion

- NMMM provides services in a satisfactory manner. Staff helpfulness and short queues are commendable. However, tariffs, speed of services and service complaints are not satisfactorily handled.

Recommendation

- NMMM to attend to tariffs, speed of services and service complaints.

5.7. Perceived challenges about municipal services

Summary

- Perceived challenges include poverty, overpopulation, HIV/AIDS, crime, corruption, unemployment, lack of housing, lack of personnel, poor roads, high birth rate, poor sanitation, lack of communication, slow service delivery, drug abuse, non involvement of communities in municipal issues, lack of lights in some areas, poor customer care, lack of commitment, attitude problem, lack of knowledge.

Conclusion

- NMMM, like other municipalities in South Africa, is faced with various challenges which affect its efficient and effective rendering of services.

Recommendation

- NMMM is faced with a daunting task of developing strategies, programmes and projects to address these challenges.

5.8. Improvement of service delivery

Summary

- The suggestions for improving service delivery included: change of attitude by municipal officials; improved communication, proper consultation and involvement of communities in municipal affairs; creation of jobs; ensuring personnel commitment in serving community and increasing and capacitating existing human resources as well as meeting community's needs.

Conclusion

- NMMM cannot meet all the above-mentioned challenges on its own.

Recommendation

NMMM should strengthen its mutual relations and cooperation with other municipalities within the province, nationally and abroad to share expertise, skills, knowledge and resources. Integration of resources, community participation and innovative systems to deal effectively with these challenges are imperatives for improved service delivery.

5.9. Concluding Remark

While this study does not claim to represent an authoritative account of NMMM, it however, precipitates an empirical debate on issues that affect municipalities in South Africa. Furthermore, while the survey does not paint a very pretty picture it is not all doom and gloom. From recent public statements by the President of South Africa, Mr Thabo Mbeki and some of his ministers, there is concern over the plight of municipalities and their ability to deliver services. Recently, Provincial and Local Government Minister, Sydney Mufamadi, announced the appointment of a task team which will assist struggling municipalities. While the survey underlines the need for improved government intervention, it is only fair to mention that government is addressing the issues highlighted by respondents in the survey. At national level there is a clear understanding of the plight of municipalities and the need for improved services. However, if one looks at the overall picture and the problems that had faced the new democratic municipalities in 2000, it can be concluded that after 10 years, municipalities have done wonders!

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APPENDIX A
QUESTIONNAIRE

**PERCEPTIONS OF MUNICIPAL SERVICES BY NMMM
RESIDENTS IN THE EASTERN CAPE OF SOUTH
AFRICA**

Date of interview: _____

Time of interview: _____

Name of Interviewer: _____

Instructions to be read before interview

- a) This research asks for personal opinions, there is no right or wrong answer
- b) Your name is not required for anonymity and confidentiality purposes
- c) This survey is done towards fulfilment of Masters in Public Administration at Stellenbosch University.
- d) You have the right to refuse to participate in the study
- e) The information you provide will assist the municipality in improving its services.
- f) The report of the study will be made available to you upon request.
- g) For enquiries, please contact Mr Mlondolzi Mafuya @ 084 200 6153

Signature of Consent: _____ (Optional, some respondents may prefer to give verbal consent)

SECTION A: DEMOGRAPHIC INFORMATION

Put an X in the appropriate box

1. Length of stay in NMMM

Less than 3 years	1
3-10 years	2
More than 10 years	3

2. Tenancy status

Own home	1
Rent	2
Other	3

3. Reason for staying in NMMM

Own place of birth	1
Employed within the municipality	2
Liked the municipality	3

4. How old are you?

5. Gender

Male	1
Female	2

6. Which of the following best describes you?

African	1
Indian	2
White	3
Coloured	4
Other, Please Specify	5

7. Marital status

Single	1
Married	2
Divorced	3
Widowed	4

8. Highest standard passed

None	1
Primary School	2
High School	3
Tertiary	4

9. Income per month

0-R999	1
R1000-R2999	2
R3000-R4999	3
R5000-R10 000	4
More than R10 000	5

10. Employment Status

Employed	1
Self-employed	2
Unemployed	3

11. Type of Employment

Skilled	1
Semi-Skilled	2
Unskilled	3

PERCEPTIONS OF MUNICIPAL SERVICES**SECTION B: ATTACHMENT TO MUNICIPALITY**

12. If you could choose where you live, would you:

Definitely stay in your municipality	1
Probably stay in your municipality	2
Probably move someplace else	3
Definitely move someplace else	4

13. Since the establishment of your municipality, has your sense of attachment to it:

Increased	1
Stayed the same	2
Decreased	3

14. How much confidence do you have in the people running your municipality?

Complete confidence	1
A great deal of confidence	2
Some confidence	3
Very little confidence	4
No confidence at all	5

Mark the response category which applies: 1 = Strongly Disagree; 5 = Strongly Agree

	1	2	3	4	5
15. I'd like to move someplace that has better public services					
16. I feel like complaining to someone about the public services here					
17. I trust my municipality to do its job well					
18. I've come to care little about what my municipality government is doing					
19. Municipality here runs smoothly					
20. I wish that I had settled somewhere with better public services					

SECTION C: ACCESSIBILITY TO SERVICES

Do you have access to the following?

Services	Yes	No
21. Water Supply	1	2
22. Sewage collection and disposal	1	2
23. Refuse removal services	1	2
24. Electricity services	1	2
25. Municipal health services	1	2
26. Municipal roads and storm water drainage	1	2
27. Street lighting	1	2
28. Municipal parks and recreation	1	2

SECTION D: QUALITY OF SERVICES

Perceptions of the current quality of municipal services on a scale of 1 (lowest ranking) to 5 (highest).

Services	1	2	3	4	5
29. Water supply					
30. Sewerage collection and disposal					
31. Refuse removal					
32. Electricity/gas supply					
33. Municipal health services					
34. Municipal roads and storm water drainage					
35. Street lighting					
36. Municipal parks and recreation					
37. Considering all of your recent experiences, how would you rate your overall quality of municipal services?					

SECTION E: SATISFACTION WITH SERVICES

Rate below as follows: 1 = Very Satisfied and 5 = Very Dissatisfied

Water service delivery

How satisfied are you with:	1	2	3	4	5
38. The speed at which water services have been provided by NMMM from 2000-2006?					
39. With the tariff at which water is charged in your municipality?					
40. Decentralisation of water infrastructure (e.g. branch offices) in NMMM so as to ensure a quicker response in terms of tariff payments and for any water service (s) that may be required by you?					
41. The extent to which NMMM creates opportunities for you as community member to participate in water service delivery processes (e.g. policy formulation and implementation of water projects)?					
42. How successful water provision in NMMM has been from 2000-2006?					

Sewerage service delivery

How satisfied are you with:	1	2	3	4	5
43. The speed at which sewerage services have been provided by NMMM from 2000-2006?					
44. With the tariff at which sewerage is charged in your municipality?					
45. Decentralisation of sewerage infrastructure (e.g. branch offices) in NMMM so as to ensure a quicker response in terms of tariff payments and for any sewerage service (s) that may be required by you?					
46. The extent to which NMMM creates opportunities for you as community member to participate in sewerage service delivery processes (e.g. policy formulation and implementation of sewerage projects)?					
47. How successful sewerage provision in NMMM has been from 2000-2006?					

Refuse collection service delivery

How satisfied are you with:	1	2	3	4	5
48. The speed at which refuse collection services have been provided by NMMM from 2000-2006?					
49. With the tariff at which refuse collection is charged in your municipality?					
50. Decentralisation of refuse collection infrastructure (e.g. branch offices) in NMMM so as to ensure a quicker response in terms of tariff payments and for any refuse collection service (s) that may be required by you?					
51. The extent to which NMMM creates opportunities for you as community member to participate in refuse collection service delivery processes (e.g. policy formulation and implementation of refuse collection projects)?					
52. How successful refuse collection provision in NMMM has been from 2000-2006?					

Electricity service delivery

How satisfied are you with:	1	2	3	4	5
53. The speed at which electricity services have been provided by NMMM from 2000-2006?					
54. With the tariff at which electricity is charged in your municipality?					
55. Decentralisation of water infrastructure (e.g. branch offices) in NMMM so as to ensure a quicker response in terms of tariff payments and for any electricity service (s) that may be required by you?					
56. The extent to which NMMM creates opportunities for you as community member to participate in electricity service delivery processes (e.g. policy formulation and implementation of electricity projects)?					
57. How successful electricity provision in NMMM has been from 2000-2006?					

Municipal health services service delivery

How satisfied are you with:	1	2	3	4	5
58. The speed at which health services have been provided by NMMM from 2000-2006?					
59. With the tariff at which health service is charged in your municipality?					
60. Decentralisation of health service infrastructure (e.g. mobile clinics) in NMMM so as to ensure a quicker response in terms of tariff payments and for any health service (s) that may be required by you?					
61. The extent to which NMMM creates opportunities for you as community member to participate in health service delivery processes (e.g. policy formulation and implementation of health projects)?					
62. How successful health service provision in NMMM has been from 2000-2006?					

Municipal storm water drainage service delivery

How satisfied are you with:	1	2	3	4	5
63. The speed at which storm water drainage has been provided by NMMM from 2000-2006?					
64. With the tariff at which storm water drainage is charged in your municipality?					
65. Decentralisation of storm water drainage infrastructure (e.g. branch offices) in NMMM so as to ensure a quicker response in terms of tariff payments and for any storm water drainage service (s) that may be required by you?					
66. The extent to which NMMM creates opportunities for you as community member to participate in storm water drainage service delivery processes (e.g. policy formulation and implementation of transport, roads and storm water drainage projects)?					
67. How successful storm water drainage service provision in NMMM has been from 2000-2006?					

Municipal street maintenance

How satisfied are you with:	1	2	3	4	5
68. The speed at which street maintenance services have been provided by NMMM from 2000-2006?					
69. With the tariff at which street maintenance service is charged in your municipality?					
70. Decentralisation of street maintenance service infrastructure (e.g. branch offices) in NMMM so as to ensure a quicker response in terms of tariff payments and for any street lighting service (s) that may be required by you?					
71. The extent to which NMMM creates opportunities for you as community member to participate in street maintenance service delivery processes (e.g. policy formulation and implementation of street lighting projects)?					
72. How successful street maintenance service provision in NMMM has been from 2000-2006?					

Municipal parks and recreation service delivery

How satisfied are you with:	1	2	3	4	5
73. The speed at which parks and recreation services have been provided by NMMM from 2000-2006?					
74. With the tariff at which parks and recreation service is charged in your municipality?					
75. Decentralisation of parks and recreation service infrastructure (e.g. branch offices) in NMMM so as to ensure a quicker response in terms of tariff payments and for any parks and recreation service (s) that may be required by you?					
76. The extent to which NMMM creates opportunities for you as community member to participate in parks and recreation service delivery processes (e.g. policy formulation and implementation of parks and recreation projects)?					
77. How successful parks and recreation service provision in NMMM has been from 2000-2006?					

Overall level of satisfaction

How satisfied are you with:	1	2	3	4	5
78. Overall speed of service delivery provided by NMMM from 2000-2006?					
79. With the correctness of the monthly statements sent to you by NMMM?					
80. The service complaints-handling division when you complain to your municipality?					
81. Overall water, electricity, sewerage reticulation, refuse collection, transport, roads, storm drainage, health, street lighting, parks and recreation services from 2000-2006?					
82. The extent to which you stand in long queues to be served, while there are other teller-work stations and information-work stations closed when you are at NMMM Treasury Department?					
83. The staff helpfulness/assistance when you ask them to help regarding your accounts as well as the overall service delivery process?					

SECTION F: MUNICIPAL RESPONSIVENESS

84. In terms of meeting your needs and those of your household how much would you say your municipality meet your needs?

A great deal	1
A fair amount	2
Only a little	3
Nothing at all	4

85. Considering all of your needs, to what extent have the services provided by your municipality fallen short of meeting your needs or exceeded your needs? 1 = fallen short of my needs; 7 = exceeded my needs

1	2	3	4	5	6	7
---	---	---	---	---	---	---

86. Forget the services currently provided by your municipality for a moment. Instead imagine an ideal municipal services for you and your household. How well do you think the services currently provided by your municipality compare with your ideal? 1 = very far from my ideal; 7 = very close to my ideal

1	2	3	4	5	6	7
---	---	---	---	---	---	---

Rate below as follows: 1 = Strongly Disagree; 5 = Strongly Agree

	1	2	3	4	5
87. Municipality here does a good job of meeting my needs and the needs of my family.					
88. Municipality here is not doing enough to provide services					
89. I receive good value for the local taxes I pay					

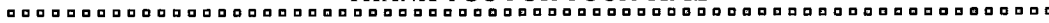
SECTION G: PERCEIVED CHALLENGES ABOUT MUNICIPAL SERVICES

90. What are the challenges that face your municipalities in providing municipal services?

91. How can service delivery be improved in your municipality?

(Continue on reverse side of this page if necessary)

THANK YOU FOR YOUR TIME



APPENDIX B

APARTHEID LEGISLATION IN SOUTH AFRICA

Starting in 1948, the Nationalist Government in South Africa enacted laws to define and enforce segregation.

What makes South Africa's apartheid era different to segregation and racial hatred that have occurred in other countries is the systematic way in which the National Party, which came into power in 1948, formalised it through the law. The main laws are described below.

Prohibition of Mixed Marriages Act, Act No 55 of 1949

Prohibited marriages between white people and people of other races. Between 1946 and the enactment of this law, only 75 mixed marriages had been recorded, compared with some 28,000 white marriages.

Immorality Amendment Act, Act No 21 of 1950; amended in 1957 (Act 23)

Prohibited adultery, attempted adultery or related immoral acts (extra-marital sex) between white and black people.

Population Registration Act, Act No 30 of 1950

Led to the creation of a national register in which every person's race was recorded. A Race Classification Board took the final decision on what a person's race was in disputed cases.

Group Areas Act, Act No 41 of 1950

Forced physical separation between races by creating different residential areas for different races. Led to forced removals of people living in "wrong" areas, for example Coloureds living in District Six in Cape Town.

Suppression of Communism Act, Act No 44 of 1950

Outlawed communism and the Community Party in South Africa. Communism was defined so broadly that it covered any call for radical change. Communists could be banned from participating in a political organisation and restricted to a particular area.

Bantu Building Workers Act, Act No 27 of 1951

Allowed black people to be trained as artisans in the building trade, something previously reserved for whites only, but they had to work within an area designated for blacks. Made it a criminal offence for a black person to perform any skilled work in urban areas except in those sections designated for black occupation.

Separate Representation of Voters Act, Act No 46 of 1951

Together with the 1956 amendment, this act led to the removal of Coloureds from the common voters' roll.

Prevention of Illegal Squatting Act, Act No 52 of 1951

Gave the Minister of Native Affairs the power to remove blacks from public or

privately owned land and to establishment resettlement camps to house these displaced people.

Bantu Authorities Act, Act No 68 of 1951

Provided for the establishment of black homelands and regional authorities and, with the aim of creating greater self-government in the homelands, abolished the Native Representative Council.

Natives Laws Amendment Act of 1952

Narrowed the definition of the category of blacks who had the right of permanent residence in towns. Section 10 limited this to those who'd been born in a town and had lived there continuously for not less than 15 years, or who had been employed there continuously for at least 15 years, or who had worked continuously for the same employer for at least 10 years.

Natives (Abolition of Passes and Co-ordination of Documents) Act, Act No 67 of 1952

Commonly known as the Pass Laws, this ironically named act forced black people to carry identification with them at *all* times. A pass included a photograph, details of place of origin, employment record, tax payments, and encounters with the police. It was a criminal offence to be unable to produce a pass when required to do so by the police. No black person could leave a rural area for an urban one without a permit from the local authorities. On arrival in an urban area a permit to seek work had to be obtained within 72 hours.

Native Labour (Settlement of Disputes) Act of 1953

Prohibited strike action by blacks.

Bantu Education Act, Act No 47 of 1953

Established a Black Education Department in the Department of Native Affairs which would compile a curriculum that suited the "nature and requirements of the black people". The author of the legislation, Dr Hendrik Verwoerd (then Minister of Native Affairs, later Prime Minister), stated that its aim was to prevent Africans receiving an education that would lead them to aspire to positions they wouldn't be allowed to hold in society. Instead Africans were to receive an education designed to provide them with skills to serve their own people in the homelands or to work in labouring jobs under whites.

Reservation of Separate Amenities Act, Act No 49 of 1953

Forced segregation in all public amenities, public buildings, and public transport with the aim of eliminating contact between whites and other races. "Europeans Only" and "Non-Europeans Only" signs were put up. The act stated that facilities provided for different races need not be equal.

Natives Resettlement Act, Act No 19 of 1954

Group Areas Development Act, Act No 69 of 1955

Natives (Prohibition of Interdicts) Act, Act No 64 of 1956

Denied black people the option of appealing to the courts against forced removals.

Bantu Investment Corporation Act, Act No 34 of 1959

Provided for the creation of financial, commercial, and industrial schemes in areas designated for black people.

Extension of University Education Act, Act 45 of 1959

Put an end to black students attending white universities (mainly the universities of Cape Town and Witwatersrand). Created separate tertiary institutions for whites, Coloured, blacks, and Asians.

Promotion of Bantu Self-Government Act, Act No 46 of 1959

Classified black people into eight ethnic groups. Each group had a Commissioner-General who was tasked to develop a homeland for each, which would be allowed to govern itself independently without white intervention.

Coloured Persons Communal Reserves Act, Act No 3 of 1961

Preservation of Coloured Areas Act, Act No 31 of 1961

Urban Bantu Councils Act, Act No 79 of 1961

Created black councils in urban areas that were supposed to be tied to the authorities running the related ethnic homeland.

Terrorism Act of 1967

Allowed for indefinite detention without trial and established BOSS, the Bureau of State Security, which was responsible for the internal security of South Africa.

Bantu Homelands Citizens Act of 1970

Compelled all black people to become a citizen of the homeland that responded to their ethnic group, regardless of whether they'd ever lived there or not, and removed their South African citizenship.

Various segregation laws were passed before the Nationalist Party took complete power in 1948. Probably the most significant were The Natives Land Act, No 27 of 1913 and The Natives (Urban Areas) Act of 1923. The former made it illegal for blacks to purchase or lease land from whites except in reserves; this restricted black occupancy to less than eight per cent of South Africa's land. The latter laid the foundations for residential segregation in urban areas.